REPORT

OF THE

Royal Commissioner

ON

YOUTH EMPLOYMENT AND THE APPRENTICESHIP SYSTEM

Presented to both Houses of Parliament by His Excellency’s Command

[THIRD SESSION OF THE SIXTEENTH PARLIAMENT]

PERTH

1938
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To His Excel...

Yours...

MAY IT PLEASE THE COUNCIL—

On the report upon:

1. The—

2. The—

3. The—

4. In—

5. The—

I open evidence, comm...
YOUTH EMPLOYMENT AND THE
APPRENTICESHIP SYSTEM.

REPORT

To His Excellency Sir James Mitchell, K.C.M.G., Lieutenant-Governor in and over the State of Western
Australia and its Dependencies in the Commonwealth of Australia.

MAY IT PLEASE YOUR EXCELLENCY—

On the 5th day of April, 1937, I received your Excellency's Commission to inquire into and report upon:

1. The position generally with regard to youth unemployment in industry throughout the State.
2. What practical measures could be taken to ensure the training and absorption of youth in primary and secondary industries.
3. The position generally with regard to apprenticeships throughout the State.
4. In particular, the following specific heads relating to the foregoing subject-matters of inquiry:
   (a) the desirability or otherwise of establishing apprenticeship boards in every industry with uniformity of conditions;
   (b) the question of whether apprentices should be apprenticed to such boards or to individual employers;
   (c) the introduction of tests of vocational fitness for apprentices;
   (d) the need for vocational training before apprenticeship;
   (e) the trainee system as compared with the apprentice system.
5. The laws relating to apprentices and junior workers in industry throughout the State, and to make recommendations in regard to any matters where, in the opinion of the Commission, an amendment is necessary.

I opened my commission at Parliament House on the 6th April, 1937, and commenced to take evidence, continuing until the 9th April, 1937, when other Government business necessitated my going to the Eastern States. I resumed the hearing of evidence in Perth on the 31st May, 1937, and continued until the evidence was completed on the 7th July, 1937. While in the Eastern States I took the opportunity of making the fullest inquiries within the scope of my commission, with a view to obtaining information which might be helpful in the solution of the various questions delegated to me for investigation. In the other States I interviewed leaders in commerce and industry, representative persons in the Labour movement, leading educationists and persons in touch with economic affairs. A full note of the personnel interviewed appears in the several appendices numbered I to V. attached to this report, together with a summary of what took place and the information gleaned as a result of the interviews. I have not set out in full all the information obtained but only so much as will give an indication on broad lines of what is being done in the other States of the Commonwealth with regard to the matters the subject of my inquiry.

Although the commission covers a very wide ground I have been able to obtain information on all points which I believe to be immediately or indirectly concerned with the problem with which I am dealing. Primarily I regard my commission as a research commission and I have, therefore, not hesitated to consult authorities as well as giving due weight to the evidence adduced before me.

I should have liked further time for the consideration of my report, but I feel that if I had gone into matters in great detail the report would have taken much longer to complete and I do not think that was justified, when it seems to me that the Government is asking for some broad lines of procedure rather than for a detailed investigation on each line. For example, I have gone into the question of unemployment insurance and its relation to the relief of unemployment, but I do not pretend to have made any exhaustive inquiry with a view to formulating the details of a scheme which I should be prepared to propose as suitable for this State. I have, however, come to the conclusion that a scheme of unemployment insurance would be of advantage in this State and I have given my reasons for that finding.
INTRODUCTION.

PART I.—(1)—Unemployment in general.
               (2)—Monetary assistance for industry.
               (3)—Special consideration of the problem of youth employment in connection with youths who lost their opportunity during the depression.
               (4)—An outline of the educational system in relation to commerce and industry.
               (5)—Vocational guidance, training and placement.
               (6)—Statistics.
               (7)—Absorptive capacity of industry.
               (8)—Unemployment insurance.
               (9)—Public works policy.
               (10)—Shorter working week.
               (11)—Raising the school-leaving age.
               (12)—Incidence of awards.
               (13)—Male and female employment.
               (14)—Labour exchanges.
               (15)—Rural settlement and rural employment.
               (16)—Consideration of some special vocations in which was suggested there was ample room for the absorption of further labour.

PART II.—APPRENTICESHIP.

PART III.—JUNIOR LABOUR.

PART IV.—CONCLUSION.

In making the following recommendations, it must be borne in mind that it is not possible to effect an immediate transformation by the wave of a magic wand, nor do I necessarily think that the Government could immediately set to work to effect reforms embracing all the suggestions I have made, at one particular time. I suggest that they be followed up over a period of years, but I think the most important aspects for consideration are the question of gathering up and paying better attention to the economic affairs of the State, with the establishment of a bureau of economic research; and the recommendation I have made with regard to the importance of technical education with its concomitant of vocational guidance.

Whilst I have, on occasion, throughout this report quoted from statistics, I have, as a general rule, avoided specific references to statistical data and rather contented myself with quoting a general proposition which is supported by available data. I realise how little detailed statistical information is absorbed by persons reading these reports.

PART I.

1.—UNEMPLOYMENT IN GENERAL.

The most important subject matter of inquiry in your Excellency's commission required me to investigate the position generally with regard to youth unemployment in industry throughout the State and to report on what practical measures could be taken to ensure the training and absorption of youth in primary and secondary industry.

The term "secondary industry" is open to some ambiguity and I have construed it in its widest sense because if my commission limits me to exploring existing industries I am necessarily very circumscribed in my inquiry. From time to time new industries spring up, sometimes as branches of old industries and sometimes quite independently. Professor Fisher has coined a term to apply to industries...
which arise out of fresh demands for new classes of goods and services in the community. He calls these industries "tertiary" industries and in this report I have construed the term "secondary industry" so as to embrace not only secondary industries as we know them as existing in the State to-day, but new industries arising out of demands for new types of goods and services.

Inasmuch as there may be some misconception as to what is meant by the term "youth" in this report I have included within the term any young person between the ages of 14 and 25 years. This definition accords with the age limits generally recognised by the International Labour Office in dealing with the subject of unemployment amongst young people.

It is also necessary to bear in mind in dealing with unemployment the question of potential unemployment which arises in the case of what are generally termed "blind alley occupations" and I shall have occasion to say something on this subject.

The question of unemployment amongst young people, its causes and its effects, cannot be dissociated from a consideration of unemployment in general. Somewhat cynically, it may be said that unemployment is the price we pay for our economic "progress." No doubt this involves a contradiction in terms, but nevertheless it is apt to convey to the mind a strange state of affairs which follows in the wake of modern political economy and our much vaunted industrial efficiency.

The causes of unemployment amongst youth are, generally speaking, identical with the causes of adult unemployment. It is not my purpose here to make an exhaustive statement on this point. I shall content myself with mentioning in broad outline those factors which in this State and in other parts of the world have largely contributed to the growth of the evil. Such are—trade embargoes; the over-production of goods; the unwarranted expansion of credit prior to the depression and its subsequent restriction; and technological displacement, i.e., displacement caused by new inventions and processes.

Political states have reached such an advanced state of production that the old uneo-ordinated go-as-you-please methods must produce periods of idleness.

It is not possible to treat the subject properly without a real understanding of the various types of unemployment.

There are three main classifications—

(a) intermittent, such as seasonal unemployment which is experienced in the shearing industry, or unemployment due to labour disputes;

(b) prolonged or indefinite unemployment caused by:
   (i) lack of consumers' demand for a certain type of product;
   (ii) changed methods of production involving displacement of labour;
   (iii) changed location of industry, such as takes place very often when the system of power production is changed or when by international competition one country successfully competes for the markets of another;

(c) personal factors, such as—
   (i) Badly trained or inefficient operatives,
   (ii) Unemployables;

(e) cyclical unemployment due to economic depression.

Added to these we have the complicating factor of population which is an important factor in all prognostications on this subject.

Involved as we are to-day in an economy which tends to become more complicated with the progress of time one might be very well excused in following a policy of despair. The implications are world-wide in their fullest significance; there are again features which are difficult because of the constitutional relationship of the Federal States of Australia; and lastly, matters which are of domestic or State concern.

But the adoption of a policy of laissez-faire should not commend itself to a young nation which, by the courage and industry of its citizens, has created some of the greatest industries in the world and raised cities which compare with some of the largest and most advanced of our times.

The rapidity of advancement in the last fifty years has revolutionised our mode of living. The machine is constantly displacing the artisan. It is a fact that whenever displacement takes place there is a gradual adjustment to meet the changed circumstances. Some economists argue that whenever unemployment results from the use of new inventions the new invention itself creates a further demand for labour services. For example, a new type of power plant is invented which needs only three operatives to supervise it whereas the older type necessitated some fifty employees. The demand for the new plant, it is argued, will create fresh employment and the displaced workers will ultimately be re-absorbed, but unfortunately the community has not been as zealous in speeding up the machinery for re-employment as it has been to discover fresh ways and means of increasing the comfort and enjoyment of mankind. In the constant striving for efficiency of operation it seems to be the fashion to eulogise the immediate advantages and, ostrich-like, conveniently to hide one's head in the sand preferring not to see some of the more inconvenient consequences.

I am satisfied that unemployment will always be with us. There is no general panacea. Even a casual consideration of some of the causes of unemployment will convince the most enthusiastic optimist that this is so; but I believe that the evil can be minimised to such an extent that it will no longer cause embarrassment and threaten to overthrow the social system.
It will not be of any great service to examine the effects of unemployment. They are well known. The denouncing consequences of idleness are only too apparent. Unemployment amongst young people is, however, more serious in its consequences than unemployment amongst adults. It has been said by some that while governments permit the present system of private ownership of capital the people must put up with the consequences, but I do not agree that this is so.

The nations of the world are beginning to grapple with the subject in earnest and the ability of mankind to rise above difficulties will eventually triumph. Political states are merely entering on the fringe of a subject which involves the closest examination of the whole fabric of the economic structure.

I proceed to outline some of the more important specific measures adopted or under consideration by various countries in dealing with the problem. They are:

- The raising of the school-leaving age, and the raising of the age for admission into employment;
- Compulsory attendance at educational centres of unemployed young persons;
- Part-time attendance of employed young persons at educational centres until the age of 18 years;
- Vocational training of unemployed young persons between 18 and 25 years of age, with provision for supplementary general education;
- A revision of the apprenticeship system;
- The provision of recreational and social services;
- The establishment of work camps or work centres;
- The development of systems of—
  - vocational guidance,
  - pre-vocational training,
  - vocational training,

as part of the general educational methods;

- The establishment of placement bureaux and labour exchanges, and the transference of young persons from "depressed areas" to areas where work is available;
- The rationing of employment (i.e., part-time) in times of economic depression;
- The reduction of the hours of labour;
- The shortening of the working life by compelling retirement at, say, 60 years of age.

Other measures of a general character which have been discussed or suggested are:

- The development of a long range policy of public works so that the maximum of public works construction will coincide in point of time with periods when depression is severe;
- The curtailing of women's services in industry and the question of equal pay for the sexes;
- Unemployment insurance.

I shall have occasion to discuss each of these matters and to deal with any aspects peculiar to this State, but because it is clear that the situation is this—that there is not sufficient work to go round and that the state of affairs to be remedied, these detailed specific measures are in the main ameliorative only and do not strike at the heart of the trouble. I propose then to deal with matters of more general import.

I am indebted to Professor Fisher (latey Professor of Economics and Director of Adult Education at the Western Australian University, now Prize Professor of International Economics at the Royal Institute of International Affairs, London) who propounded a general theory for minimising unemployment. Professor Fisher's theory is that—

- to make employment available to every member of the community who is competent to make a contribution to the community's income, it is necessary first to estimate the relative importance of demand in the future for the various goods and services which purchasers will wish to buy. In making such an estimate we must take into account the natural resources and capital equipment which are or will be available and which help to determine the average income level which it will be possible to attain, and we must further take into account the probable demand for products which we happen to be well equipped to offer to purchasers in other countries who will then be able to offer in exchange other things which can be added with advantage to our own community income. Having made such estimate the second step is to insure that an adequate number of workers is indeed to enter the various industries concerned, and given an adequate training to enable them to do the work which will be required. (Paragraph 35.)

Professor Fisher himself stated that the proposition might at first blush appear platitudinuous, but it appeals to me as a basic conception which must be kept in mind in any general plan to obviate unemployment. He goes on to say—

In practice, of course, it is nobody's business to undertake any such general survey of probable future demand, but every successful business man does, within the limits of his knowledge and capacity, attempt something of the kind on a small scale and the extent to which he is successful in his estimate is an important factor in determining the volume of employment which is made available. Certainly every suggestion for increasing the volume of available employment, by Government action or otherwise, ought to be judged with this concept in mind. (Paragraph 35.)
Obviously Professor Fisher's proposition is wide in its terms, but I am convinced that with his principle as a guiding light in all activity in this field, the State will be tackling the problem on the right lines. Having pointed the way, the next thing to consider is the means to the end, because that is more important to the man in the street than the statement of a theory.

The considerations involved in this theory are as follows:

Firstly, a continuous investigation by means of statistics of the extent of employment (and its correlative unemployment) in industry; industrial trends; and the distribution of the national income as between classes of industries and classes of individuals. I have dealt with this phase under the heading of "Statistics."

Secondly—both as an aid to the system of statistics and as a service which of itself will have a beneficial effect—the institution of a system of unemployment insurance.

Thirdly, the ascertaining of, and inducing capital into, new avenues for investment which will have the effect of creating further demands for labour, and the discovery of demands for services. Professor Fisher uses the term "tertiary" in naming these new industries and new types of services.

Fourthly, the acceleration of the flow of labour into such occupations as are demonstrably able to give the most employment and in which earnings are high and are tending to rise.

Fifthly, the influencing of the investment of capital away from industries which are unemployable and declining to industries where profits are relatively high.

Sixthly, the raising of the efficiency of our industries, thereby cheapening the cost of production.

Seventhly, the provision of the correct type of educational training for youths so as to enable those who become displaced through changes in industry to find employment in other industries; and the giving of additional training to adults who become displaced through similar causes, thus conducing to what has been aptly called the "fluidity of the labour services."

The proposition which involves the stimulation of demands for new types of services and of demands for new types of goods needs further discussion, but I consider that the others are self-evident. Put simply, all the suggestions constitute proposals for a planned economy. The Governments already have, in a small way, research departments. The Commonwealth has its Bureau of Science and Industrial Research, which has done good work. This State has had for some time a Council of Industrial Development, the purpose of which is to foster local industries, but its activities are necessarily confined. What is needed is an organisation in closer touch with the Executive Government, yet having at its command a complete survey of the economy—an organisation where education, commerce, industry, science (as related to industry), the professions, and economics meet. It is only by this means that the State, by dint of constant research, can hope to look ahead and plan efficiently. Why should not the State have the advantage of the combined advice and guidance of a number of functions so closely related. Nor need the cost of such a bureau be excessively great. Many of the existing services could be used, although it is essential that if proper dynamic qualities are to be instilled into such a body it must have a very able and widely experienced director, who must be a full-time officer.

If statistics are to be put to the best possible use there must be some branch or officer in the statistical bureau capable of interpreting statistical records according to their proper economic significance. It is visualised that the director of the bureau which I recommended should be set up will not on his own initiative be able, nor could he be expected, to interpret the statistics himself. There will need to be some person continuously employed in research but in constant contact with both the statistical branch and the director. By this means up to date information and economic indices will be available when they are wanted and not some years after the event. Statistics should be live factors and not matters of history.

There should be then an economic research section attached to the statistical bureau: a section which should, as a matter of duty, be obliged to interpret statistics, call for information from the statistical branch and pass over with expedition the result of its labours and its recommendations to the director.

A body such as I have in mind exists in France. The International Labour Review of July, 1937, has the following passage relating to the National Economic Council of France:

"... The Popular Front Government, however, from the outset had intensive use of this institution to an extent which had perhaps not been foreseen by its predecessors. The organisation in question was the new National Economic Council. France had had an earlier National Economic Council which remained in existence for ten years and did useful work, although sometimes perhaps of a rather academic nature. Neither its composition nor its powers enabled it to go much beyond the theoretical field. The powers and the composition of the new Council make it something entirely different."

The powers of the Council are quite clearly defined in section 8 of the Act of 19th March, 1936, which instituted it, and it will suffice to quote that section:

"The National Economic Council may consider, either at the request of the Government or of one of the Chambers or of a Parliamentary Committee or on its own initiative, any Government or private member's Bill of national economic importance, or any economic problem. Government or private members' Bills of national economic importance shall be transmitted by the Government to the National Economic Council as soon as they are distributed.

Draft public administrative regulations affecting the national economic system shall be submitted to the National Economic Council for an opinion."
The opinions and reports of the Council shall be submitted to the Government and to both Chambers, as well as to any Parliamentary Committees which have conspired it.

Its recommendations shall in all cases be submitted to the Prime Minister, who shall, within one month, indicate what action has been taken on these recommendations or invite the Council to examine the question afresh.

The Council has thus to be consulted on any proposed legislation on economic matters and, we might add, on social matters, since no social legislation can be proposed that does not affect the economic system. The Council is also entitled to study any economic problem—and, for the same reason, any social problem. It acts in a purely advisory capacity, but its field of activity is enormous.

Its composition appears to be adequate to enable it to carry out these tasks. It has a threefold basis, comprising occupational sections, a general meeting, and a standing committee.

The fundamental principle underlying the composition of the Council is the representation of different occupations and interests. There are twenty occupational sections, which between them must have not more than 299 members, appointed by the occupations concerned in each case. Occupations have been classified in large groups, and the following sections have been set up: five for agriculture, nine for industry, one for transport, two for commerce, one for credit, insurance and savings institutions, one for the arts and liberal professions, and one for public services. It is to these sections that the Government first transmits any Bills or draft public administrative regulations affecting the occupational group represented by the section. The opinions they express are naturally valuable and bear the stamp of expert knowledge. There might, however, be a danger that the sections would not be able to see the wood for the trees; if they had the last word their decisions might be one-sided and might ignore other interests, whereas the purpose is to take account of all interests within the wider context of the national interest as a whole. Consequently, the opinions of the sections must be supplemented by those of the general meeting or of the standing committee, as the case may be.

The general meeting consists of 173 members: 44 belonging to agriculture, 44 to industrial production and finance, 41 representing the workers, 40 representing non-workers, and 14 the chambers of crafts, 12 colonial activities, 12 the associations (co-operative or otherwise) of consumers and users of services, and four miscellaneous associations. In addition there are five members appointed for their special competence in economic matters by the other economic representatives at a general meeting. The general meeting is the principal and final authority, and it elects from among its members a standing committee of 40 responsible for ascertaining the views and desires of the different economic groups, distributing and co-ordinating the work of the sections, organising relations with the public authorities, preparing the work of the general meeting, undertaking urgent inquiries, and deciding any questions on which the general meeting has granted it the necessary powers. For the purpose of urgent studies the standing committee may set up special technical committees which report back to it.

The State of Queensland organised a bureau in 1932 pursuant to the Bureau of Industry Act, 1932. The constitution of the bureau and its powers and functions are set out in sections 5, 10 and 11 of the Act, which are hereunder:

15. (1.) For the purposes of this Act there shall be established a Bureau, which shall be called the "Bureau of Industry" (hereinafter in this Act referred to as the "Bureau").

(2.) The number of members of the Bureau shall be the number from time to time declared by the Governor in Council by Order in Council, but shall not exceed fifteen at any one time.

(a) The Minister for the time being who shall, ex officio, be a member of the Bureau;
(b) The Director of the Bureau for the time being who shall, ex officio, be a member of the Bureau;
(c) The Public Service Commissioner for the time being who shall, ex officio, be a member of the Bureau;
(d) The Chairman, Land Administration Board, for the time being who shall, ex officio, be a member of the Bureau;
(e) The Under Secretary, Department of Labour and Industry, for the time being who shall, ex officio, be a member of the Bureau;
(f) The Commissioner of Main Roads for the time being under the Main Roads Acts, 1920 to 1932, who shall, ex officio, be a member of the Bureau;
(g) The Under Secretary, Department of Public Works, who shall, ex officio, be a member of the Bureau.

10. (1.) The powers and functions and responsibilities of the Bureau shall be to acquire and disseminate knowledge concerning the economic conditions of Queensland, including the income, production, and industrial efficiency of the industries of the Commonwealth; to collect statistical and other information relating thereto; and in particular to report on—

(a) Reproductive works that will provide employment and increase the wealth production of the State;
(b) The organisation, capitalisation, and labour conditions of particular industries;
(c) The trade of Queensland, both overseas and interstate;
(d) Stock of commodities, both primary and manufactured;
(e) Monetary conditions and both wholesale and retail prices;
(f) Employment and unemployment generally, and in particular industries and localities;
(g) The relations between employers and employees; and
(h) Any other matter, including any questions of unfair competition or of preventing, or of monopolies.

(2.) In addition to the above, the Bureau shall be entrusted with the following powers, functions, duties, and inquiries, namely:

(a) To review the statistics of employment and unemployment throughout the State;
(b) To inquire into the causes and extent of unemployment within the State or any part thereof;
(c) To inquire into and consider the most effective measures to be taken for permanently or permanently reducing or eliminating unemployment within the State or any part thereof.

If I am attending a meeting of the board of directors of a State, does the board have any powers to take action to pay back monies that it perceives from towards the pursuit of their duties and the economy?
(d) To investigate and consider proposals for the productive development of the lands of the State;
(e) To investigate and consider proposals for the productive development of the mineral resources of the State;
(f) To investigate and consider proposals for new public works, or for the creation of new industries, or the extension and development of existing industries, having particular regard to works or proposals for works which will indicate—
   (I) The greatest expenditure on wages and the least expenditure on materials and supplies;
   (II) The most rapid repayment of expenditure entails in such works . . . . . .

11. (I.) The Bureau is hereby empowered and authorised to call any inquiry that may be necessary into any of the matters herebefore mentioned and in particular as to—
(a) The income and productivity of Queensland year by year, and the estimated production of any year;
(b) The probable economic effects of any existing regulation of labour conditions, and of any variation in those conditions, whether of wages, hours, or other matters, including the probable economic effects upon any one industry or occupation or group of industries;
(c) The relations between real wages and productivity, and any methods whereby it may be practicable to adjust wages to productivity; and
(d) Such other matters of an economic nature as, in the opinion of the Bureau, may be of assistance in the administration of this Act.

(II.) It shall also be the duty of the Bureau, as far as may be practicable, to promote effective measures to combat unemployment, and the encouragement of employment generally.

(III.) The Bureau shall also be available to advise the Governor in Council on matters connected with this Act generally and matters pertaining to allotting unemployment and the encouragement of employment generally.

(IV.) The Bureau with the approval of the Governor in Council may make rules to give effect to its powers and duties under this Act.

In New Zealand a Bureau of Industry was established early in 1936 under the provisions of the Board of Trade Act 1919, as an advisory body to the Minister of Industries and Commerce. The Industrial Efficiency Act 1936 reconstituted the Bureau of Industry giving that body certain statutory powers and defining its powers and functions. The reorganised Bureau, which operates under the Minister for Industries and Commerce, was constituted in January, 1937. The members are appointed by the Minister and include representatives of manufacturing and farming industries as well as State appointees. The Act contains provision for the registration and licensing of industries. The term "industry" has a very wide meaning in the Act and includes any form of business as well as manufacture. In order to control and prevent wasteful employment of capital in industrial enterprise, the Minister is given power by notice in the Gazette to declare that any specified industry shall from a date to be specified therein be carried on only pursuant to and in conformity with the conditions of a licence issued under the Act. The Bureau has the duty of making recommendations to the Government for measures to be taken to secure the establishment of new industries and to prepare plans for the reorganisation of industries. These plans have to be submitted to the industries concerned for approval. Power is given under the Act to issue regulations to give effect to a plan to reorganise any industry, but it is explicitly stated in the Act that such regulations will not be gazetted in respect of any industry unless the Governor General in Council is satisfied that the material proposals contained in the plan or in the regulations have been submitted to and approved by a majority of the industrial concerns affected. However, exceptions to this qualification may be made in respect of amending or revoking regulations if the Governor General is of the opinion that such amendment or revocation is in the public interest. The Bureau has prepared a plan for the rehabilitation of the flax industry in New Zealand in collaboration with the industry and, following upon the approval of the plan by a substantial majority of flax workers and millers, steps are being taken to put the plan into operation and to appoint an Industrial committee to carry out its provisions. The Bureau is also engaged on the preparation of plans for reorganisation in respect of a number of the major industries. Under the State Advances Corporation Act 1936 the Corporation is empowered, inter alia, to advance moneys from its funds for the promotion of industry, and under the Employment Promotion Act 1936 power is given to provide moneys for the assistance of industry where increased employment will result from such assistance; the Bureau of Industry is obliged to cooperate with the State Advances Corporation and the Department of Labour in considering applications for State assistance for these proposals. The Bureau makes all applications.

If a body such as I have recommended is given statutory power—a body whose work will be continuous and correlated and not spasmodic—I am sure that its work will be of lasting benefit to the State. It may take some years before its beneficial influence is felt, but nevertheless that benefit will be achieved.

I recommend that an economist of good standing should be a member of the Bureau. There is, I am aware, a large section of the public ready to excite the exponents of this science. Other States, however, have not scorned to take advantage of their services, and in other countries also we see a growing tendency to pay a little regard to what they propound, whereas the tendency in the past has been to pay but little regard to their advice. The reason for the unpopularity of economists is well known. Too many of them may justly be accused of living in an idealistic world and of not altogether seeking to perceive the problems of government as they are, but rather of attempting to look over the horizon towards their Utopia. They are given to disputing amongst themselves in public, and the parade of their differences serves only to discredit them. For my part I think that governments have not allowed the economist sufficient scope for grappling with practical realities, and the economist is also to blame in
not applying his science to a practical solution of the immediate problem. The destiny of nations is, unfortunately, not shaped on what is good for the world, but what is good for the individual nation. Nor are we as a State any less “selfish,” for we adopt the same attitude towards the other States of the Federation as that adopted by one nation to another. There is no justification for scoring a science which, in common with all other sciences, is based on reason. The economist should have a place in the community which brings him into the closest touch with all the problems of government. The mutual relationship will achieve something of lasting benefit even if it does not achieve perfection.

I consider a suitable personnel for the suggested body would be:—
A director, who should be chairman;
A representative of the Government, who should be the Under Secretary for Works;
A representative of the Statistical Branch;
The Director of Education;
The Superintendent of Technical Education;
A representative of commercial interests;
A representative of secondary industrial interests;
Two representatives of the workers;
A representative of rural interests;
An economist, who should be the Professor of Economics of the University of Western Australia.

This body should have power to co-opt the services of technicians either from the State departments or from outside the Government.

I therefore recommend:—

(1) That a Bureau of Industry and Economic Research, with statutory powers of holding inquiries and obtaining information, be established. It should be presided over by a full-time Director who should be a widely experienced officer and be given power to utilise the services of technicians and State officials. It should be a representative body consisting of representatives of the Government, the employers and the workers, and having the services, in an advisory capacity, of an economist and industrial technicians. The powers and duties of the Bureau should include the following:—

(a) To acquire and disseminate information with regard to the State’s economy with a view to improving economic efficiency.
(b) To inquire into the conditions of employment and the causes and extent of unemployment.
(c) To collect statistical and other information.
(d) To endeavour to improve the relations of employers and workers.
(e) To assist in improving the efficiency of existing, and to develop new, enterprises.

(2) That an economic research section be attached to the statistical branch. That this section be charged with the duty of conducting continuous research and keeping in constant touch with the director. The first duty of this section should be to have at its command immediate interpretations of statistics so that the fullest possible use can be made of them.

(2) MONETARY ASSISTANCE FOR INDUSTRY.

The establishment of a bureau of economic research naturally suggests some means of stimulating monetary aid to worth-while propositions. The influence of bulletins issued by a central organisation will, of course, in itself tend to promote public confidence and assist the flow of capital into ventures where there is most likelihood of expansion, with a resultant increase in employment. But this is not always sufficient, and as a necessary adjunct to any scheme such as I have suggested there should be some method of providing monetary credit.

In Western Australia we have had some experience of financing industries with the object of giving an impetus to certain ventures. Many millions of pounds have been spent and lent on the agricultural industry, and some millions have been lost. The mining industry has received a fair quota of money from the Government, and the experience here has been that while the proportion of repayments from the large concerns has been relatively high, advances made to smaller concerns show an approximate loss of 60 per cent. But of course it must be realised that in recent years in the mining industry Governments have followed a policy of lending money with a view to creating the necessary funds for absorbing men into employment, and the prospect of profitable utilisation of the capital lent has not altogether overshadowed all other issues. Money advanced on the guarantee of the Treasurer, under Part III of the Industries Assistance Act, 1915, can, however, show proportionately less results than any other form of Government reality and funds in the

I think the private individual should be encouraged to have this kind of a research and assistance. In this way it will foster the use of science on a scale which makes it certain that the government will progress, and it will be a stimulus to other States to do likewise.

Commonwealth and States should pool their funds in this way.
nations is, as a result of depression. Nor are the effects of the depression confined to agriculture. The mutual

sion of holding down the over-population of the country by all-time Di-

families of technical workers, an industry and a capacity, of staffs and include

with a view to utilisation of the unemployed.

That this is an important touch of employment in the immediate in-
press assisted with free space, the radio gave free service and the railways and tramways also exhibited free posters, in an endeavour to get these youths to fill in forms. By this means it should be possible to get a fairly accurate list of those involved, and where the youths themselves neglect to send in the forms made available contact might be made through these public or semi-public bodies.

This is the first step. The next step is to analyse the forms and to appoint local committees to interview personally every youth affected so as to get the best possible knowledge of the youth, his attainments, and his leanings as regards the avocation he would like to enter.

In some cases it might be possible, by making a selection, to arrange an apprenticeship, with a period shorter than that usually required in the particular trade. Each such case would depend on its merits. The experience of every youth should be weighed up and if necessary the Court of Arbitration or the Trade Committee in the trade in question should agree to the shortening of the period. But I would countenance nothing which would have a tendency to turn out half-baked tradesmen. It must not be thought that I am advocating any shortening of the periods laid down in the various awards without there being some substantial case established for that shortening.

In the course of evidence when I put this proposition to the interests concerned there was no hesitation in saying that if a proper case were put up, such as I have indicated, there would be no opposition to a reduced period of apprenticeship.

Some youths have had practically no employment at all since they left school during the depression, and as time has gone on they have become all the less fitted, by reason of involuntary idleness, to undertake any special form of employment. Many have drifted into the ranks of unskilled labour and the only salvation one can conceive of for this class is that they be encouraged to attend an industrial class at a technical school with a view to taking some general course as a testing ground for discovering any adaptabilities which they may have. Some may be found to be adaptable for trade training and, subject to the conditions I have laid down, I am of opinion that the Government should allocate a special fund for the purpose of providing training in these cases.

In some States the principle of subsidizing labour is being employed, but I would have no truck with that method of stimulating employment. Many of the employers who employ subsidised labour are well able to afford labour at full wages. But this is not perhaps the real point. The real point is that when the time comes when the youth is entitled to his full wage experience shows that he is almost invariably dismissed, and the opportunity is only taken of employing the youth at the cheap rate whilst the subsidy lasts.

There is a case to be made out for some temporary easement of the industrial laws in these instances. I am of opinion that where circumstances warrant it provision should be made in the wages scales for the employment of such a youth at a wage calculated on an experience basis. This course, however, I advocate only for those youths who are still juniors. I incline to the opinion that it would be creating too much of an inroad on the rights of others who have to be considered if the principle were broadened so as to include youths of all ages.

The results achieved in the other States as regards this class of youth are not at all encouraging. It is said that the youth employment movements are able to keep pace with the school leavers, but there is still the problem of those between the ages of 18 and 25; the same difficulty is experienced in regard to the industrial absorption of these youths.

The experience in this State of the Youth and Motherhood Appeal Trustees with regard to this phase of the problem is somewhat interesting. In May 1935 a fund was inaugurated, arising out of a suggestion made by the Prince of Wales on behalf of youth, and the appeal closed in January, 1936, having collected approximately £50,000, one half of which was set aside specifically for the welfare of youth. When the appeal closed a sub-committee was appointed from the Citizens' Committee which had been instrumental in launching and conducting the appeal. The sub-committee, the personnel of which was thoroughly representative, set about considering ways and means of applying the money for the purpose for which it had been raised, and it was not long before it discovered that, while it was easy to fritter away the money on odds and ends, achieving no good purpose, it was most difficult to arrive at some practicable means of applying the money to any really useful purpose. Indeed, after spending months on the problem, and being hampered by a lack of statistical information and by a great deal of diffidence on the part of those whom the committee was endeavouring to assist, the sub-committee came to the conclusion that the problem was insoluble. One witness, a member of the sub-committee, said, quoting Omar Khayyam, "We came out by the same door as in we went." So far, the committee has been able to allocate only approximately £5,000 of the amount raised, and despite all manner of applications for relief from the fund nothing practical has been put to the trustees. It is quite obvious that the sum of money at the disposal of the trustees was hopelessly insufficient for the purpose for which it was raised and totally inadequate for any piecemeal dealing with the situation, even supposing that method of attack had any hope of success.

Elsewhere in this report I have recommended that the balance of the money (together with all sums of money made available to the State by the Commonwealth for youth vocational training) be spent in providing further buildings and equipment in the technical education branch in this State.

I have set out the experience in connection with the fund, because I think that despite the lip service which is given by many people to special schemes for remediating the situation, the majority of the proposals put forward, on examination, prove to be impracticable.
Some discussion took place in regard to vocational and social camps, which have been a development in Great Britain and some Continental countries, but not altogether on the same lines. In Great Britain this type of training is quite voluntary, whilst in Germany a percentage of the youth population is compelled to attend a labour camp so as to obtain some general knowledge of labour conditions, and there is of course the further object of encouraging intercourse between all classes of society. I am convinced that these measures, whilst they may be of value in the countries concerned, are hardly adapted to Australia. One must remember the unemployment position in Great Britain, Germany, and other European countries which have adopted these measures, was far worse than in Australia and there was a very urgent reason for stopping the social rot which was necessarily attendant on having large batches of youths as well as adults unemployed. A good deal can be done in the way suggested by voluntary bodies. In New South Wales the Young Citizens’ Movement, which is subsidised by the State, organises recreational and educational facilities for unemployed youths and by this means also by encouraging youths to manufacture small articles, manages to keep up their interest in the ordinary matters of life. If the object of such camps is to stimulate the interest of the city youth in the country, then I am of opinion that a series of excursions arranged by suitable youth organisations, which would be only too pleased to undertake the job with a little assistance, would do far more to achieve this object. There is a lot to be said for enabling the city youth to become acquainted with life in the country, as unless he does so there is little likelihood of any latent inclination he may have towards rural pursuits being developed, especially if he is in a dismal state of unemployment.

My findings and recommendations on this question are:

That it is difficult to separate the claims to special consideration of those youths who lost their opportunity during the depression from the claims of other youths. But that in order to make up for the lack of opportunity of those youths who were unemployed during the depression:

(a) An intensive survey should be made with a view to establishing the identity of the youths concerned, including youths who are drifting aimlessly in blind alley occupations, in order to ascertain their vocational aptitude, and to endeavour if possible to put them into a trade where there is a likeliness of their absorption.

(b) That all these youths should be given some instruction of a junior technical nature so as to test or find out their adaptability for industry.

(c) That in suitable cases a reduction be made in the period required for apprenticeship.

(d) That where the youth is under 21 years of age there should be some alteration of the wages scales if circumstances warrant it and the youth is adaptable and is likely to be absorbed in industry, so that the youth may receive payment on an experience rather than an age basis.

SYNOPSIS

(4) EDUCATION.

Page

(a) General discussion of primary and post-primary education ...........
(b) The junior technical schools ...........................................
(c) A survey of the Syllabus ...................................................
(d) Technical education ..........................................................
(e) Kalgoorlie School of Mines ..............................................
(f) Agricultural education .....................................................
(g) The University .............................................................

There was some criticism in the evidence submitted to me in regard to the standard of education imparted by the primary and post primary schools from which so many youths are recruited for commerce and industry.

The President of the Western Australian Chamber of Commerce stated that members of the Chamber had consistently complained of the low average standard of efficiency, in the commercial sense, of a youth entering business. Mr. Paton stated that members had complained of bad grammar, bad spelling, and inability on the part of youths to make simple calculations. He said that youths of 17 or 18 years entering commercial occupations had little or no specialised training in a commercial sense. These latter as a rule were recruited from secondary schools and the witness stated as a general comment that their elementary training had suffering in achieving a cultural background. Mr. Paton mentioned that many of these youths (17-18) were at a disadvantage as they found difficulty in attaining the age of 21 years in justifying a claim to adult wages and undertake study in an effort to make up leeway. He admitted, however, that although members of the Chamber had voiced these complaints, from a practical point of view they had made no effort to keep in touch with the Education Department.
Similar criticism was voiced by Mr. F. T. Cross, Secretary of the Boys' Employment League.

Criticism of this nature is not uncommon elsewhere. Allowing for initial natural nervousness in many cases, arising out of a youth's being placed in strange surroundings, there is still something to be explained. In New South Wales the Technical Education Commission made much the same adverse comment (see Report of the Technical Education Commission, 1935, pp. 10 et seq.) and went on to quote from a report of the Committee of Education and Industry in Scotland, presented to the British Government in 1929, in which adverse criticism was made with regard to the lack of accomplishment in the three Rs. The Committee ascribed this condition to not enough attention being given to these essentials.

An extract from the N.S.W. Commission's Report is interesting:

Many complaints with regard to the education of boys and girls up to the age of 15 years have been made to the Commission, concerning the inability of children to spell correctly, write a simple and intelligent composition, and perform the simpler operations in arithmetic. Whilst in many cases the criticism is made without knowledge of the educational conditions, the Commission feels that there is more substance in it. Such criticism is not confined to Australia and a similar condition is revealed in the report of the Committee of Education and Industry in Scotland, presented to His Majesty's Government in 1929, an extract from which reads:

We are of opinion however that, without making any radical changes in the existing system, a higher degree of proficiency in the essential three Rs could be secured if, within the limits of these subjects, less were attempted but that less were more thoroughly done. It may be that employers by expecting too high a standard in arithmetic, for example, have contributed in small degree to the comparative inefficiency which they condemn. It may be that teachers, in a natural desire to meet the expressed criticism of business men, have pressed too quickly through the elementary processes in order to instruct their pupils in the higher branches of the subject and in elements attempted in the way of imaginative composition and more prose were laid on writing about simple things, simple letters, etc., with correct spelling, punctuation and sentence formation, we feel sure that most of the criticism to which we have listened would be effectively answered. We repeat that we have no desire to be dogmatic as to what portion of the educational cargo should be jettisoned—that is a matter for educational experts to decide. What we desire to insist upon is that it would be better to achieve a higher degree of efficiency in a restricted field than a lower degree in a wider area.

The Commission has considered the problem very closely and its conclusions concerning the situation in New South Wales agree in considerable measure with the views expressed. The intermediate certificate examination represents the closing of the school career of the greater number of children enrolled in super-primary and secondary schools. The conditions of this examination offer considerable freedom in the designing of courses, but it is felt that too many children mentally unsuited for the task begin a course designed ultimately to satisfy matriculation requirements. The result is that much time, which might profitably have been spent in developing habits of accuracy in the fundamental subjects and in pursuing courses of study calculated to develop the pupil's aptitude, has been wasted. It should be recognized that the great mass of the children have no ultimate concern with the requirements of matriculation and their courses of study should be designed accordingly. Later in the report this matter is further discussed.

In Queensland the general exodus of boys and girls from the post primary schools at the ages of 14 and 15, and the comparatively low educational standard reached, was commented on in 1935 by the Superintendent of Technical Education in that State. The Superintendent considered that a new type of secondary education constituting "a new branch of the technical education tree" should be instituted for these children. Incidentally it might be mentioned that in Queensland the type of education imparted in the post primary and secondary school is more closely correlated to commerce and industry than in any other State.

Speaking generally, the basic conceptions of the instruction required for industry remain the same but there is a need to conform technical education to the superadded details which follow as the result of invention and changed methods. The art of the bricklayer is still fundamentally the same but he must be able to fit in his work with existing engineering methods. (That the science and practice of the technician is becoming more intense, although the number of technicians required is not great in proportion to the total employment in industry, and in some workshops which I visited there was a tendency to have technicians employed in semi-skilled processes during periods when their services were not required for technical work.) As for the remaining large body of workers, it may be said that technical education should not be concerned with them, but nevertheless the technical branch can accomplish much in working to promote a spirit of self help amongst these workers and by the dissemination of sound advice encourage them to improve their positions. Every effort should be made to keep young workers out of the industries where there is a wholesale scatter of employees by dismissal in the early years of adolescence.

PRIMARY, POST-PRIMARY AND SECONDARY EDUCATION.

The following is a description of the primary and secondary schools system in this State:

Normally, children enter the junior section of the State schools in the half year in which their sixth birthday falls. From this junior section they move after about twelve or eighteen months into Class I. of the primary school. The primary school is divided into six classes, most children proceeding to a new grade each year. The curriculum consists of well-defined groups of subjects—English, social and moral education (History, Civics, Geography, and Scripture), Science and Nature Study, Health Education, Art (music and drawing), Manual work, Needlework, and Arithmetic. As a rule primary school education ends at 12 plus.
In the metropolitan area and on the Eastern Goldfields pupils who complete the primary course may proceed to a central school of which there are eight in the metropolitan area and two on the Eastern Goldfields. In the metropolitan area there are four courses. First the high school course designed for children aspiring to enter a profession (science, medicine, law, teaching, etc.) the course lasts for five years, three of which are spent at the central school and two at the high school. Children doing this course are expected to take the full range of subjects that will prepare them for matriculation. Those who pass the junior public examination at the central school may complete their course for the leaving certificate at the Perth Modern School or at any country high school.

Secondly, for children who merely wish to take the junior public examination in order to secure entrance to the Public Service, banks or other commercial institutions, or for girls who wish to become nurses, there is a three years' junior high school course. Those who wish to enter an avocation in which shorthand, bookkeeping, and typing may be required may transfer to the Technical College in Perth for the third year of their course during which they continue their general education, but receive in addition instruction in special commercial subjects.

The third course is a general one which has been designed for children who will probably not be able to remain at school for the complete junior high school course. No foreign language is taken in this course, otherwise the curriculum corresponds closely to the junior high school or high school course.

Lastly, there is a junior technical course divided into two sections, one for boys, the other for girls. Boys who wish to become skilled mechanics, fitters, turners, patternmakers, cabinetmakers, carpenters, mechanical engineers or electrical tradesmen of any kind attend here and spend most of their time in the workshops on woodworking, sheet metal work, mechanical drawing and allied work. The course lasts for two years, whereupon the pupil may transfer to the Technical College at Perth to continue his studies in classes that are designed for future apprentices, or he may take there a diploma course in electrical engineering, structural engineering, mechanical engineering, industrial chemistry, analytical chemistry, or other similar studies. The junior technical course for girls also lasts for two years and is designed for girls who wish to become dressmakers, milliners, and such like. Instruction is continued in the cultural subjects but cookery, laundry work, home management, hygiene, care of the sick, art and home decoration, needlework, millinery, and dressmaking are added.

I went to some trouble to ascertain something of the extent to which these junior technical classes, which I would characterise as 'industrial recruiting' or testing schools, were patronised. The position as stated by the Education Department is as follows:

1. Enrolment over the last 10 years, as at the 30th June in each year:
   - 1928: 332
   - 1929: 322
   - 1930: 443
   - 1931: 472
   - 1932: 308
   - 1933: 381
   - 1934: 425
   - 1935: 423
   - 1936: 410
   - 1937: 405

2. Pupils are recruited from contributory schools in the metropolitan area, i.e., schools which take children up to Class VI. Only. Children must have passed Class VI and have shown some aptitude in trade or technical subjects.

3. I was informed that it had not been necessary to restrict enrolment because of lack of accommodation, although I understand that since the information was given to me the numbers at the Junior Technical School have swelled considerably and there is now overcrowding.

4. Classes of employment followed (1936 figures):
   - Messenger, Railway employees, etc. 7
   - Commercial 18
   - Shops, warehouses, etc. 20
   - Trades 52
   - Agriculture 4
   - Factories 12
   - Other occupations 4
   - Unskilled occupations 22
   - Unknown 150
   - Further education (Senior Technical School) 9

   Total 389

The only junior technical school in the State (for boys) is at Newcastle Street, Perth, whilst the girls take the junior technical course at the Perth Girls' School, Wellington Street, where special equipment is provided for the purpose. There is, however, a junior technical course at Fremantle Boys' School, Fremantle Girls' School (Princess Mary), Claremont (for girls), Perth Girls' Central School, James Street, Midland Junction (boys and girls), Kalgoorlie and Boulder (boys and girls). However, the bias at the Newcastle Street School and Perth Girls' School would, I think, be more definite than at the other centres.
In the country schools children proceed from the infant classes, through the primary school, into a post-primary section. Where there is no district high school children may take either a two years' or a three years' course of post-primary education. The two years' course is designed for boys and girls who expect to remain at school for only two years after their primary course has been completed. They receive a general education (including instruction in manual training and domestic science), but in the second year practical measurement and farm bookkeeping are emphasised. Children who wish to take a three years' course remain at school to take the junior public examination and may take a modern language. From the second year agricultural science is used to be taken, but has now been discontinued; trigonometry is added in the third year for those desiring it.

In the smaller country towns the teachers are assisted with the two years' and three years' post-primary courses by correspondence classes. No foreign language is taught, otherwise the subjects are the same as those taught in the larger country towns.

In one-teacher schools, post-primary education is actually organised by the correspondence classes and children living within the compulsory radius must attend and work papers at the school, but those outside the radius may be educated by correspondence without attendance at school.

These correspondence classes are designed to give education by correspondence to children in isolated districts. The system aims at reaching every child in the State who cannot receive appropriate education at school. Three distinct groups of pupils are instructed—

(i) Children unable to reach school by reason of distance.
(ii) Children in the upper standards of small country schools where the teachers are in charge of several sections.
(iii) Children in standards VII, VIII, and IX, in country schools of classes of six and seven preparing for the junior public examination.

Children in the third group are not only provided with instructional papers, but also have their exercises marked by teachers of the correspondence classes.

The following is an extract from the evidence of the Director of Education (Mr. J. A. Klein, M.A.):—

In post-primary schools the curriculum is for a liberal education. . . . These are the courses children may take after the age of 12. If it is said that a child is not fitted for life, it is a difficult statement to answer. None of that education is vocational, it is pre-vocational. It is a general education, seeking to give the child initiative, resource, a knowledge of himself, dependability and a taste in literature, art and, so far as possible, in music. It is a general education to develop his fitness, not to take any one particular type of work, but to make him adaptable and resourceful for any field of work where he would receive fair guidance and support. I do not say that those courses prepare a boy for any one class of work. In the junior technical school we do not attempt to make tradesmen of boys; what we do is to teach them skill. . . .

There are five full high schools—Perth Modern School and the Albany, Bunbury, Northam and Eastern Goldfields High Schools, and one district high school at Geraldton. Courses of work leading to the leaving or matriculation certificates are given in these schools. The staffs are almost exclusively recruited from teachers who have university qualifications.

In the Perth Modern School and the Eastern Goldfields High School a wide range of cultural subjects leading to the leaving certificate is taught. English, French and German are the chief languages studied, and Mathematics and Science are compulsory subjects to the junior certificate standard. History, Geography, Manual Training and Domestic Science, Music, Art and Gymnastics are also included in the curriculum. The same general cultural course is given to those who attend country high schools, but particular attention is also paid to the hearing of science and agriculture. Grounds for experimental work are attached to the school at Northam.

The full high school course is for five years. Entrance to the Perth Modern School is by competitive examination, on the results of which scholarships and entrances are awarded. Candidates must be at least twelve years of age during the year in which the examination is held. A child in the metropolitan area who has passed the junior public examination in specific subjects may complete the course for the leaving certificate at the Perth Modern School. Scholarships and entrances are also tenable at the country high schools. Children who have a good pass out of class VI may be admitted to these schools. Country students who have gained the junior certificate may also be admitted for the final two years of the course in order to complete the leaving certificate.

Each year 125 scholarships and over 100 entrances to high schools are offered. The first group consists of 50 secondary school scholarships, awarded on the results of a competitive examination. Of these, ten are reserved for children from small country schools. A grant of £3 per annum to cover the cost of books is made to each scholarship holder, travelling expenses are allowed to certain scholars, and the junior and leaving examination fees are paid, and a boarding allowance of £24 yearly is allowed to scholarship holders who have to live away from home. Twenty scholarships are also offered by the Education Department to children of fallen or disabled soldiers. These are awarded by competitive examination or on the recommendation of the inspectors. The conditions are similar to those governing secondary school scholarships. The balance of the scholarships are offered to enable children from rural schools to attend country high schools. The sum of twenty-four pounds per annum is paid as a living-away-from-home allowance. These scholarships are awarded on the recommendation of district inspectors. On certain conditions the scholarships may be held for two years at the Narrogin School of Agriculture and may be renewed for a further two years at the Murek Agricultural College.
Children who fail to win one of the 50 secondary school scholarships may be considered for entrance to the Government High Schools. No monetary grant is made, but scholarships are available to live away from home. The examination is open to all students, and the amount is paid £24 per annum. About 300 places are offered each year. Similarly country scholars who pass the examination may receive an allowance of £24 to enable them to go to a district high school. About 30 of these scholarships are granted each year.

At the completion of the second-year examinations, students are awarded the most successful. Students at the Leaving Certificate examinations are allowed to attend the University. The exhibitions are worth £232 per annum, but £48 per annum is paid if students are obliged to live away from home.

In connection with all scholarships and exhibitions there is a proviso that the boarding allowance will only be paid where the net income of the parents does not exceed a certain sum - in the case of scholarships £300 per annum or alternatively £50 for each member of the family, and in the case of exhibitions £150 or £75 for each member of the family.

Commenting generally on the system of primary and secondary education in the State, Mr. Klein said:

In addition to the general cultural training which should form the basis of any educational system, it is also necessary that education should provide facilities for training each citizen for some specific type of work. In life it is usually the nature of a man's work that tends to divide him off from other individuals, for these duties must of necessity differ widely from group to group in the community. Thus it is natural to expect that the technical training provided in any educational scheme should be of a relatively specialised nature. But the real aim is to obtain the best possible results from its educational activities, it is essential that the technical work should be so organised that it will not tend to undermine or destroy any appreciation of culture that may have been developed in students by their general studies. Thus technical education should have a twofold objective. Firstly, it should conserve the cultural interests of its students, and secondly, it should train them for some rather specialised activity in the working life of the community.

While the educational needs of the children should be the sole consideration at the post-primary stage, it is plain that the later stages of technical education can only be effectively organised in close relation to the needs of industry....

Reviewing the system of primary, post-primary and secondary education in this State I am of the opinion that those youths who are destined to enter the professions and to proceed to the higher branches of cultural education are well catered for. There are, however, large numbers of young persons who leave the primary schools every year who are not suited either mentally or temperamentally to make any extensive use of a cultural education, however general. Their predilections will generally lie, if anywhere, in the direction of the performance of technical or manual tasks or the operation of machines in industrial processes. Not that I am advocating the abandonment of the cultural side of education. It has been stressed, and one must agree, that the imparting of that education forms the basis of all other knowledge; it develops any native talent or latent ability which a young person may have; it helps him to "find" himself. I am of the opinion that a very definite drive should be made to ensure reasonable proficiency in the three R's in every boy and girl who attends school. I consider that it should be possible to make some classification of boys and girls when they pass out of the primary school so as to pick up and give a little more specialised attention to the youth who shows no inclination or ability for cultural education. That youth in nine cases out of ten, when he leaves school, will be a competitor for a job in the ranks of semi-skilled and unskilled workers. My idea is that the class I have mentioned should, in the post-primary educational stage, be given a general industrial bias somewhat on the lines of the Junior Technical syllabus. It should be provided by law that no child shall leave the post-primary school until he has passed the prescribed test in the rudiments of education. (This would not of course apply to subnormal children.)

As for the criticism made by Mr. Paton, I think that if there is any fault it lies just as much with the employers as with the Education Department. Mr. Paton admitted that the Chalmers of Commerce had not taken any steps to lay the complaints of its members before the educational authorities. There should be a close tie between commerce and industry and the Department of Education and the institution of some such liaison as I have suggested between the two would be a distinct advantage. But in case there should be any misapprehension, I desire to stress the fact that except to the extent I have mentioned I would not connive at any interference with the general principle stressed by Mr. Klein in his evidence, and which I believe to accord with the consensus of opinion of educationists of the world over, that primary, post-primary and secondary education should have a definite cultural basis and that the atmosphere of the vocational school should be excluded.

The type of education which should be given in the post-primary stages to youths who have neither inclination nor ability to imbibe a proper cultural grounding should be kept prominent in mind when dealing with the question of the raising of the school-leaving age. However, I merely call attention to this aspect of the matter at this juncture and I shall deal with it more thoroughly when discussing that question.

The system of country high schools appears to be "top heavy." The upper forms seem to cater for only a few students and it is open to question as to whether these schools are not wasting a good deal of effort in the higher instruction.

There is a case to be made out for using some portion of these schools for technical education if the State is unable to afford separate schools at the centres where these high schools are situated.
I find on looking at statistics in regard to these schools that there is a large drift away from the school when the Junior public standard has been reached.

TECHNICAL EDUCATION.

Technical education commenced in Western Australia in 1890. It was late in being established and has developed very slowly and inadequately. At the start a few classes were formed in chemistry, carpentry, sheet metal working and drawing, which were conducted in the old boys' school buildings in St. George's Terrace. The classes were immediately successful and year by year were extended. In 1910 the first portion of the Perth Technical College (then known as the Perth Technical School) was erected and about the same time permanent brick science laboratories were built behind the main building. Temporary lecture rooms and trade workshops have since been added. Branch schools have also been built at Fremantle, Midland Junction and Boulder, while classwork used to be held in State school buildings at Claremont, Albany, Beverley, Bunbury, Collie, Geraldton and Kalgoorlie, and in Government buildings at Coolgardie and Menzies.

The existing technical schools are:—

<table>
<thead>
<tr>
<th>School</th>
<th>Average effective 1937 enrolment of individual students.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Perth</td>
<td>3,900</td>
</tr>
<tr>
<td>Fremantle</td>
<td>600</td>
</tr>
<tr>
<td>Midland Junction</td>
<td>520</td>
</tr>
<tr>
<td>Boulder</td>
<td>300</td>
</tr>
<tr>
<td>Gwalia Leonora (held in State School)</td>
<td>14</td>
</tr>
<tr>
<td>Kalgoorlie School of Mines</td>
<td>620</td>
</tr>
<tr>
<td>Wiluna School of Mines (held in State School and Mine Laboratory)</td>
<td>100</td>
</tr>
</tbody>
</table>

There is a demand from country centres for the establishment of technical classes, but funds have not been available for such extensions. The Superintendent of Technical Education estimates that an amount of £2,000 per annum would be sufficient to carry on the classwork required in ten approved country centres.

When the first portion of the Perth Technical College was erected in 1910 there were 800 individual students; now there are nearly 5,000. One portion of the Fremantle Technical School was erected in 1914 and in the same year a joint Technical School and Railway Institute was erected at Midland Junction. The School of Mines at Kalgoorlie was built in 1904. The Boulder Technical School is adequate for requirements; the others are totally inadequate.

In 1928, Mr. James Nangle, O.B.E., F.R.A.S., Superintendent of Technical Education in New South Wales, was appointed to inquire into the technical education system generally. Mr. Nangle was also requested to inquire into the methods of administration of the Perth Technical School, including the following:—

whether the trades classes and other departments received financial recognition according to their relative importance.

In a foreword to the report which was subsequently made, the Hon. J. M. Drew, Minister for Education in Western Australia at that time, explained that the provisions of the Industrial Arbitration Act, 1925, made it obligatory on apprentices, where technical facilities were available, to attend classes of instruction, and that it was therefore obligatory on the Education Department to see that the necessary facilities were available. It is not necessary for me to traverse that report in detail, it will suffice to mention that in the course of his inquiries Mr. Nangle found that the Technical School in Perth required a great deal of expenditure on new buildings, estimated at from £50,000 to £55,000. He also drew attention to the small amount of the annual rate, although some error seems to have been made in the amount quoted. Mr. Nangle also recommended additional expenditure amounting to £5,000 on buildings at Fremantle, and the further expenditure of £20,000 to bring equipment of the technical branch up to reasonable standard.

In the following year the depression hit the State, with the resultant curtailment of expenditure.

The need for capital expenditure is much greater now than when Mr. Nangle made his report; there were then 2,500 technical students at Perth as compared with an annual enrolment of 3,754 in 1937. The Superintendent of Technical Education estimates that £19,000 is required to provide a new technical school at Midland Junction, that an expenditure of £2,000 is required at the Kalgoorlie School of Mines, and £1,500 at Wiluna.

Western Australia compares unfavourably with the other States in the matter of expenditure on technical education.

The total expenditure for each of the financial years 1923-1924 to 1927-1928 extracted from the annual departmental reports is as follows:—

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Expenditure (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-1924</td>
<td>28,030</td>
</tr>
<tr>
<td>1924-1925</td>
<td>28,400</td>
</tr>
<tr>
<td>1925-1926</td>
<td>29,930</td>
</tr>
<tr>
<td>1926-1927</td>
<td>31,370</td>
</tr>
<tr>
<td>1927-1928</td>
<td>33,330</td>
</tr>
</tbody>
</table>
In the following table I show the average expenditure per head of population over the years 1925 to 1934 for each of the States of the Commonwealth:

<table>
<thead>
<tr>
<th>State</th>
<th>Total sum.</th>
<th>Per head of population.</th>
</tr>
</thead>
<tbody>
<tr>
<td>New South Wales</td>
<td>382,089</td>
<td>s. 6.</td>
</tr>
<tr>
<td>Victoria</td>
<td>283,716</td>
<td>3.5</td>
</tr>
<tr>
<td>Queensland</td>
<td>326,535</td>
<td>11.0</td>
</tr>
<tr>
<td>South Australia</td>
<td>344,489</td>
<td>2.3</td>
</tr>
<tr>
<td>Western Australia</td>
<td>209,351</td>
<td>1.9</td>
</tr>
<tr>
<td>Tasmania</td>
<td>196,653</td>
<td>1.9</td>
</tr>
</tbody>
</table>

I consider the time has arrived when serious consideration will have to be given to the provision of further buildings and increased buildings for technical education. In another part of this report I have had occasion to make some reference to and comment on the Jubilee fund; I consider that the amount remaining unallocated in the fund, together with the grant recently made available by the Commonwealth for youth employment and any further grants to be made by the Commonwealth could not be more wisely spent than by applying it towards the capital expenditure involved in the provision of new buildings and equipment so vitally necessary for the proper vocational training of youth.

Since the University of Western Australia commenced active work in 1913, the Perth Technical College has been affiliated with the University. The courses conducted under the affiliation are as follows:—Mathematics for admission to the university examinations up to Mathematics II (Arts and Science); Chemistry up to university Chemistry III (Science); Physics and Geology up to university Physics I and Geology I; and the two institutions co-operate in the training of engineering students for the diploma courses. Students who gain the technical college engineering diploma under this arrangement receive exemption up to two years of the university degree course in engineering.

Since 1914, when fees were abolished, the policy of the technical schools in this State has been to give free tuition to students under 21 who attend for 4 or more hours a week. Day and evening classwork is now conducted in the Perth Technical College in engineering, science, trade, commercial, art, domestic and general subjects, while students who require instruction in subjects not included in the ordinary classwork enter self-supporting classes, the total costs of which, including administration charges, are subsidized by the students. These classes are increasing year by year. Indeed the major expansion of technical education in recent years has been by way of self-supporting classes. In 1937, 1193 individual students paid fees in 66 classes. Classes in assaying, mining, metallurgy, local government work, diesel engineering and woodworking are also held by correspondence.

The following are particulars of these two types of courses:

**SELF-SUPPORTING COURSES OPERATING IN 1937.**

<table>
<thead>
<tr>
<th>Subject</th>
<th>Subscription per student per term (unless otherwise stated)</th>
<th>Average Number in Class per term.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Day Commercial</td>
<td>30/-</td>
<td>27</td>
</tr>
<tr>
<td>Dental (2 classes)</td>
<td>£479 per annum</td>
<td>9</td>
</tr>
<tr>
<td>Diesel Engineering (2 classes)</td>
<td>29/-</td>
<td>46</td>
</tr>
<tr>
<td>Dresscutting (5 classes)</td>
<td>15/-</td>
<td>63</td>
</tr>
<tr>
<td>Education</td>
<td>30/-</td>
<td>17</td>
</tr>
<tr>
<td>Fitting and Turning (3 classes)</td>
<td>15/-</td>
<td>40</td>
</tr>
<tr>
<td>French</td>
<td>15/-</td>
<td>15</td>
</tr>
<tr>
<td>German (3 classes)</td>
<td>20/-</td>
<td>37</td>
</tr>
<tr>
<td>Hairdressing (day)</td>
<td>84/-</td>
<td>61</td>
</tr>
<tr>
<td>Hairdressing (evening)</td>
<td>42/-</td>
<td>23</td>
</tr>
<tr>
<td>Leaving History</td>
<td>20/-</td>
<td>13</td>
</tr>
<tr>
<td>Italian</td>
<td>30/-</td>
<td>15</td>
</tr>
<tr>
<td>Leaving Latin</td>
<td>25/-</td>
<td>7</td>
</tr>
<tr>
<td>Commercial Law</td>
<td>7/6</td>
<td>16</td>
</tr>
<tr>
<td>Millinery</td>
<td>15/-</td>
<td>15</td>
</tr>
<tr>
<td>Motor Mechanics (5 classes)</td>
<td>30/-</td>
<td>102</td>
</tr>
<tr>
<td>Aeronautical Engineering (2 classes)</td>
<td>30/-</td>
<td>34</td>
</tr>
<tr>
<td>Nurses</td>
<td>15/-</td>
<td>15</td>
</tr>
<tr>
<td>Oxy-welding (3 classes)</td>
<td>20/-</td>
<td>49</td>
</tr>
<tr>
<td>Postmaster General's Department (2 classes)</td>
<td>£462 12s. p.a.</td>
<td>22</td>
</tr>
<tr>
<td>Painting</td>
<td>25/-</td>
<td>16</td>
</tr>
<tr>
<td>Printing (Composition)</td>
<td>25/-</td>
<td>6</td>
</tr>
<tr>
<td>Refrigeration</td>
<td>30/-</td>
<td>6</td>
</tr>
<tr>
<td>Radio Technology</td>
<td>30/-</td>
<td>13</td>
</tr>
<tr>
<td>Retouching</td>
<td>15/-</td>
<td>14</td>
</tr>
<tr>
<td>Russian</td>
<td>15/-</td>
<td>5</td>
</tr>
<tr>
<td>Spanish</td>
<td>20/-</td>
<td>16</td>
</tr>
<tr>
<td>Secretarial Courses</td>
<td>30/-</td>
<td>14</td>
</tr>
<tr>
<td>Typewriting (2 classes)</td>
<td>10/-</td>
<td>50</td>
</tr>
<tr>
<td>Woodcutting (Hale School)</td>
<td>£24</td>
<td>21</td>
</tr>
<tr>
<td>Woodcutting</td>
<td>20/-</td>
<td>12</td>
</tr>
<tr>
<td>Woodturning</td>
<td>20/-</td>
<td>19</td>
</tr>
<tr>
<td>Diesel Engines (Guinea)</td>
<td>21/-</td>
<td>9</td>
</tr>
<tr>
<td>Bookkeeping (York)</td>
<td>12/-</td>
<td>13</td>
</tr>
<tr>
<td>Dresscutting (York)</td>
<td>15/-</td>
<td>16</td>
</tr>
<tr>
<td>Drosscutting (Northam) (2 classes)</td>
<td>20/-</td>
<td>27</td>
</tr>
</tbody>
</table>
Correspondence Teaching.

Subject. Subscription per student per term (unless otherwise stated). Average number in class per term.

<table>
<thead>
<tr>
<th>Subject</th>
<th>1st and 2nd</th>
<th>3rd term</th>
<th>5th year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diesel Engineering</td>
<td>£3</td>
<td>£3</td>
<td>£2</td>
</tr>
<tr>
<td>General Subjects</td>
<td>£2</td>
<td>£3</td>
<td>£2</td>
</tr>
<tr>
<td>Road Board Officers</td>
<td>£3 per subject</td>
<td>£2</td>
<td>£2</td>
</tr>
<tr>
<td>Woodworking</td>
<td>£2</td>
<td>£2</td>
<td>£2</td>
</tr>
<tr>
<td>Mining Subjects</td>
<td>£2</td>
<td>£3</td>
<td>£2</td>
</tr>
<tr>
<td>Art</td>
<td>£3</td>
<td>£3</td>
<td>£2</td>
</tr>
</tbody>
</table>

The young worker in the country is hardly provided for at all. This State presents a special difficulty by reason of its vast size and the scattered nature of the population outside the metropolitan area. Correspondence classes in primary and post-primary education have proved a success and the system could, in the absence of funds for new technical schools at larger country centres, be instituted in connection with technical education. I give a statement furnished to me, at my request, by Mr. Lynch, Superintendent of Technical Education:

CORRESPONDENCE COURSES.

Estimate of Cost of Establishing Correspondence Courses for Country Apprentices and other Country Workers under 21 years of Age.

1. APPRENTICES (MALES), 185:

   The numbers in the trades concerned are as follows ---

<table>
<thead>
<tr>
<th>Trade</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baking</td>
<td>24</td>
</tr>
<tr>
<td>Boiler making</td>
<td>2</td>
</tr>
<tr>
<td>Butchering</td>
<td>11</td>
</tr>
<tr>
<td>Carpentry and Joinery</td>
<td>17</td>
</tr>
<tr>
<td>Coachbuilding</td>
<td>3</td>
</tr>
<tr>
<td>Engineering</td>
<td>29</td>
</tr>
<tr>
<td>Engineering, Eastern Goldfields</td>
<td>56</td>
</tr>
<tr>
<td>Moulding, Eastern Goldfields</td>
<td>6</td>
</tr>
<tr>
<td>Electrical, Eastern Goldfields</td>
<td>9</td>
</tr>
<tr>
<td>Plumbing, Eastern Goldfields</td>
<td>4</td>
</tr>
<tr>
<td>Printing</td>
<td>22</td>
</tr>
<tr>
<td>Timber machinists</td>
<td>2</td>
</tr>
</tbody>
</table>

   The Engineering and electrical apprentices on the E. Goldfields to the number of 65 could be accommodated at the Kalgoorlie School of Mines provided that a new lathe and accessories were supplied at a cost of £250, and amounts of £50 per annum for instruction and £50 per annum for material were made available.

   I estimate that a correspondence course for the remaining 120 apprentices would cost £900. If this course were established enrolment would be compulsory and the total cost or portion of it could be charged against the individual employer concerned.

2. (a) SHOPS AND WAREHOUSES (MALES) 1428
   (b) FACTORIES (MALES) 722

   Less apprentices 185

   17,157

   Assuming that the courses for these workers would not be compulsory I do not consider that more than 50 per cent. of the number would enrol. I estimate the cost at £6,500.

3. (a) SHOPS AND WAREHOUSES (FEMALES) 1,551
   (b) FACTORIES (FEMALES) 199

   1,750

   As above, I do not consider that more than 50 per cent. of the number would enrol. I estimate the cost at £3,000. The details of the numbers in the above groups are as follows:

   APPRENTICES. See para. 1.

   SHOPS AND WAREHOUSES' EMPLOYEES.

<table>
<thead>
<tr>
<th>Under 16</th>
<th>Over 16 and under 18</th>
<th>Over 18 and under 21</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Males</td>
<td>430</td>
<td>411</td>
<td>536</td>
</tr>
<tr>
<td>Females</td>
<td>550</td>
<td>572</td>
<td>630</td>
</tr>
</tbody>
</table>

   FACTORIES' EMPLOYEES.

<table>
<thead>
<tr>
<th>Under 16</th>
<th>Over 16 and under 18</th>
<th>Over 18 and under 21</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Males</td>
<td>115</td>
<td>110</td>
<td>126</td>
</tr>
<tr>
<td>Females</td>
<td>26</td>
<td>90</td>
<td>81</td>
</tr>
</tbody>
</table>

   |    |                     |                      |       |
   | 145 | 108                 | 370                 | 921   |
SUMMARY OF COSTS ESTIMATED.

1. Apprentices, males, 120 .......................................................... £830
2. (a) Shops and Warehouse workers, males 1,228
   (b) Factories’ workers, males ........................................ 722
   Less apprentices ........................................................... 185
   2,159
3. (a) Shops and Warehouse workers, females 1,631
   (b) Factories’ workers, females ........................................ 499
   1,550

The above costs are for the first year only. The costs would be less in subsequent years as the papers would be completed and would need only revision from time to time.

It will have been noticed that there are already self-supporting classes in several subjects. The extension of the scheme would necessitate a special staff of instructors and clerical officers, and would apply only to country workers under 21 years of age.

FEES.

Mention has already been made of the fact that the policy has been to charge no fees in those subjects included in the ordinary curricula of the schools to students under 21 years of age, who attend for four or more hours a week. In all the other States, with the exception of South Australia, fees are charged. The Assistant Superintendent of Technical Education has supplied me with a comparative statement, details of which appear in Appendix No. VIII.

I cannot see why fees should not be charged for this special type of education. The fees should be graduated so as to increase over the period of instruction, suitable provision being made for exemption to persons not in employment who are not able to pay for the instruction.

PREPARATORY EVENING CLASSES.

The minimum age of admission to classwork is 14 years and the entrance standard is the eighth or an equivalent. As many young boys and girls leave the primary schools at 14 or over without an eighth class certificate, preparatory evening classes are held in order to give instruction to these students to prepare them for admission to the technical schools provided that they are working during the day and are therefore unable to continue at the day schools. The preparatory technical classes superseded the continuation classes. They are a part of the technical school organisation and are directly supervised by the technical school officers. There are no overhead expenses and no overlapping of the syllabuses. The continuation classes admitted any student who was not eligible for admission to the technical schools. The preparatory technical classes, by restricting admission to those working during the day, aim at compelling the boys and girls to remain at school until they secure work.

The courses are divided into three sections—commercial, industrial and domestic. The subjects of the commercial course are English, Commercial Arithmetic, and Bookkeeping; the subjects of the industrial course are English, Trade Mathematics, and Woodworking; those of the domestic course are English, Arithmetic, Dresscutting or Millinery. Each student is expected to attend three evenings a week, each of three hours.

Perth—
Commercial course ............................................................ 241
Industrial course ............................................................... 184
Domestic course ............................................................... 68

Pre-vocational—
Commercial course ............................................................ 30
Industrial course ............................................................... 40
Domestic course ............................................................... 35

The Superintendent of Technical Education states that there are not sufficient applications at the other technical schools to form separate preparatory technical classes.

PRE-VOCATIONAL DAY TRAINING.

Pre-vocational day training is given in the following courses:

1. For matriculation (full-time course) at Perth—in preparation for entry to the University (arts, engineering, law, medicine); for employment as apprentices to dentistry, pharmacy, juniors in the Civil Service, banks, architectural offices, journalism, teaching, etc.

Perth Technical College—
Junior Examination Class ............................................... 60
Leaving Examination Class .............................................. 50

The students are drawn from the 8th standard of the primary schools, and a few from the secondary schools.
2. Industrial (full-time course) at Perth—in preparation for apprenticeship to the engineering or building trades. The greater number of these students are drawn from the Perth Junior Technical School or from the central schools at Midland Junction and Fremantle. A few come from the secondary schools. Subjects in which instruction is given are—English, Workshop Mathematics, Science, Practical Plane and Solid Geometry, Elementary Carpentry, Sheet Metal-working, Fitting and Turning, Electricity, Motor Mechanics, Mechanical Drawing. The boys have passed the 8th standard before enrolling at the Technical College.

In this combined group there are 50 students.

3. Commercial (full time course) at Perth, Fremantle and Boulder—in preparation for entry to the State and Commonwealth Public Services, and commercial houses. A full course is given, including English, Commercial Arithmetic, History, Shorthand, Typewriting and Bookkeeping. The students come from the State schools, this being the third year of their three years' commercial course, with a few from the private secondary schools. The entrance standard is the 8th pass out.

**Number of Students**—

- Perth: 115
- Fremantle: 40
- Boulder: 26

**Total:** 181

4. Art (Commercial) (full time course) at Perth. Any student of 14 is admitted to this course provided he or she is likely to profit by it. In consequence the students come from many of the metropolitan primary and secondary schools with pass-outs from 6th to 9th standards. The number of students is 40. Positions are obtained in process engraving works, advertising departments, etc.

5. Dresscutting and Millinery (part time course) at Perth, Fremantle, Midland Junction and Boulder. From two to eight hours a week dresscutting and millinery instruction is given and a number attend the art classes for drawing and dress designing, etc. The entrance age is from 14 years upwards and the general educational standard from 6th to 9th. Occupation is obtained in shops and factories. After shop and factory experience many of the girls go into business for themselves.

**Numbers attending**—

- Perth: 282
- Fremantle: 246
- Midland Junction: 59
- Boulder: 44

**Total:** 631

The Superintendent of Technical Education states that students in dresscutting and millinery have without difficulty been able to obtain positions in clothing factories and workrooms if not over the age of 15 years, and in commercial work the position is much the same, but after 16 years of age employment is difficult to secure.

The following is a summary of the numbers attending day pre-vocational classes:

**Full-time Courses**—

1. Matriculation: 110
2. Industrial for trade apprenticeship: 50
3. Commercial: 250
4. Art (commercial): 40

**Total:** 450

**Part-time Course**—

5. Dresscutting and Millinery: 631
6. Art: 277

**Total:** 908

**TECHNICAL CLASSES.**

(a) **General.**

Art classes are held at the Perth Technical College and at Midland Junction and Fremantle Technical Schools. The work done covers a wide range from freemask drawing to a life class. Special attention is given to the industrial side for trade and commercial purposes. Many young people qualify for positions where a knowledge of commercial art is an advantage, but the remuneration obtained is discouraging.

Pharmacy students attend the Perth Technical College for their full four years' period, as there is no college of pharmacy in this State.

Diplomas are issued by the Technical Education Branch in Accountancy, Industrial Chemistry, Analytical Chemistry, Electrical, Mechanical, and Structural Engineering, and Wool-clasping; and certificate courses are conducted in Art, Pure Chemistry, Organic Chemistry and Analytical Chemistry.

Mining, Metallurgical and Engineering diplomas are issued by the School of Mines at Kalgoorlie, and certificate courses in Assaying, Mining Surveying, Industrial Chemistry, Geology, Electrical work and Draughtsmanship are also conducted. These courses are each of four years. The first year's course of the School of Mines and Metallurgy subjects have been conducted in conjunction with the Technical Education Branch.

A special evening course is conducted in Mining for students residing at a distance from Perth. This evening course has been well attended and some of the students have passed out with the necessary qualifications for a mining license. This course is intended to prepare young people for mining apprenticeships.

The evening classes are attended by young people seeking to improve their qualifications in the evening sections.

The attendance at these classes was as follows:

- **In 1927:** 225

The success of the evening classes is due to the fact that they are held in the evenings and the courses are conducted in a manner which makes them accessible to young people who are employed during the day.

The courses are designed to enable students to qualify for mining apprenticeships and to prepare them for entry into the mining industry.

The success of the evening classes is due to the fact that they are held in the evenings and the courses are conducted in a manner which makes them accessible to young people who are employed during the day.

The success of the evening classes is due to the fact that they are held in the evenings and the courses are conducted in a manner which makes them accessible to young people who are employed during the day.
of the School of Mines may be taken at the Perth Technical College but thereafter students in Mining and Metallurgy are advised to continue their work at Kalgoorlie or at Wittenoom where classes in mining subjects have recently been established.

A special feature of the work at Perth is the department of Aircraft Engineering. Courses in internal combustion engines and aircraft construction and maintenance have met with strong demand. These courses prepare students for ground engineers' licenses and aircraft work generally. The work consists of theory and practice, and portion of the former is accepted by the Civil Aviation Department as exempting successful candidates from the examinations of that department. The Superintendent of Technical Education (Mr. Lynch) states that the Perth Technical College is the only school in Australia whose certificates in this branch are acceptable. The Civil Aviation authorities accept a certain amount of the technical work done at the school as part of the qualifying work for the ground engineer's license.

This is due to the credentials of the staff, and to the equipment, which is the best in Australia.

(Evidence of Mr. Lynch, Superintendent of Technical Education, par. 940.)

Evening classwork is held at centres where technical classes are in operation. These classes enable young people already at work to prepare themselves for examinations for promotion, to better their positions, and generally to improve themselves.

The evening commercial work at Perth, Fremantle and Boulder covers the whole range of subjects required for the examinations of the Institute of Accountants in both the law and accountancy sections.

(b) Trade Classes for Apprentices.

The aim of the Technical Schools is to supplement the training given in the workshop or on the job. The theoretical instruction and the practical exercises which the apprentices receive in the school workshops are always given with that object in view. Day trade instruction is confined to apprentices. Classes for trade journeymen are held in the evening. No trade instruction is given to other than apprentices and journeymen, except at the School of Mines, Kalgoorlie.

Definitely the school does not set out to teach a boy a trade, nor is any claim made by the school that it is able to teach a boy a trade, even if the instruction imparted was intensified or the trade classes were expanded into trade schools.

In 1927 following the passing of the 1925 amendment to the Industrial Arbitration Act, 1912, it was made compulsory for all registered trade apprentices to attend the technical schools for technical training for four hours a week in their employer's time and at the employer's expense. Technical instruction in the trades is given only to registered apprentices. This accords with the practice in the other States and the principle of confining the classes to persons in the trade has come to be known as the "occupational test." Up to 1926 the trade classes were conducted at night and preference for apprenticeships had been applied for there was no occupational qualification applied to the number as there was room in the class and the student paid the nominal fee required. The number of classes was, however, at that time limited. Following the inauguration in 1927 of the extended trade classes the occupational test was adopted and has been applied ever since.

The classes started in 1927 were day classes and it then became necessary for the apprentices to be given time off for instruction. The compulsory day attendance has enabled complete courses of training to be carried out in the following trades for the full five years of apprenticeship: - Carpentry, plastering, bricklaying, plumbing, sheet-metal working, fitting and turning, motor mechanics, electrical trades, printing (machining and composing), painting, boilermaking and blacksmithing - in the two last-mentioned trades in theoretical work only. In the above-mentioned trades there are 600 apprentices in attendance. There are, however, 409 other apprentices in the metropolitan area and 185 in the country districts who are not receiving any organised technical training: Compulsory day training has been confined to Perth and Fremantle up to five (except for certain classes held at Midland) was given at apprentice schools.

The Railway Department for railway apprentices as in the past there has not been a sufficient number of apprentices at other centres to form separate trade classes. The Superintendent of Technical Education stated that there are now sufficient engineering apprentices in the Kalgoorlie-Boulder district to allow of the introduction of compulsory day training at Kalgoorlie, but the equipment at the School of Mines would have to be increased and the workshops enlarged to enable this to be done. The cost would be £500. I understand that a recommendation has been made by the State to the Commonwealth that £2,500 of the £3,400 be provided by the Commonwealth for Youth Employment in Western Australia be used for this purpose. Some evening trade instruction is given at Midland Junction and Boulder.

The Superintendent further stated that he had continuous applications from representatives of trades in which no training is being given to extend the training to their industries, but this has not been possible owing to insufficient funds and insufficient accommodation. In the furniture trades there are over a hundred apprentices. There are not sufficient funds to pay an instructor. The school acquired the requisite machinery at considerable cost just before the depression, but it is lying idle and there is no accommodation for its proper installation. Tailoring apprentices numbering about 24 receive instruction at night, but there are approximately another 80 who receive no instruction at all, as the facilities are inadequate. The school can only cater for the big trades and the others have to go without.

The remaining apprentices receive no training at all except that a few attend at night voluntarily where classes are provided. There is no compulsory training in these cases.
On the goldfields little has been accomplished. At Boulder a little has been done in the way of sheet metal working and carpentry at night, and at the Kalgoorlie School of Mines there has been a certain amount of engineering done—also at night, and voluntarily.

The four hours' technical training per week for apprentices, under awards and industrial agreements, is divided into two hours' theoretical work and two hours' practical work.

By arrangement with the Commissioner of Railways, and in accordance with the requirements of the Arbitration Court, railway apprentices at the Midland Junction Workshops attend the Midland Junction school in their first, second, third and fourth years, and those in their fifth year attend the Perth Technical College for day trade instruction. There are approximately 300 railway apprentices. It is stated that in the engineering trade particularly there are some promising boys at the Midland Junction Workshops. Many of the boys, in addition to the daytime instruction, go to the Technical College or the Midland Junction Technical School and work on the engineering diploma of the Technical Education Branch, and a good number of them have gained that diploma. In that particular section of the trade, boys who want to increase their knowledge or become better fitted so as to attain to higher positions, can go on. A number of those boys receive the mechanical engineer's diploma or the electrical engineer's diploma, or the structural engineer's diploma. In this connection there is a combined course with the University. The University gives credit for two years of the degree course if the student holds the College diploma. There are three of the University's lecturers doing work at the College under the co-ordinated scheme. Any boy in the trade, whether at Midland Junction Workshops or anywhere else, may do that course. Occasionally one or two boys save enough to go on to the University and obtain the degree of B.E.

The Technical Education Branch issues diplomas to trained students in mechanical engineering, electrical engineering and structural engineering. These students must have approved practical workshop experience in addition to their technical training. These diploma-holders are fitted for executive positions and supervisory positions such as foremen. A further provision for training in other advanced technical vocations of a more specialised nature (e.g., production engineer) would in my opinion be worth while if the State is to be able to recruit all its technicians from within its borders. I think the presence of such trained men would serve as a stimulus to efficiency. If we are able to import this class of technician for the more important works there is a tendency not to incur the expense with resultant backwardness in industrial methods.

There is no provision for domestic science in any of the technical schools, although there is an insistent demand for such work. The Superintendent of Technical Education commented as follows on the position:

Many girls leave school with a limited knowledge gained in the domestic science centres; other girls, from both State and private schools, have had no training in this branch at all. From both the domestic and the employment point of view it is desirable that the technical schools should be equipped so that they can continue the work of the domestic science centres and give the girls who have left school and older women the benefit of such training. It is agreed that many young women must in future become domestic workers, and that the status of such work should be raised by a systematic course of training. The special committee that was appointed to suggest how the funds raised by the Jubilee Relief Appeal should be applied was unanimous in recommending that domestic science training be inaugurated. The Trustees of the Fund agreed with this view and are prepared to expend up to £5,000 in the metropolitan area and £2,000 in the country on such work. I have suggested that the £2,000 mentioned be used as the first portion of a women's branch at the Perth Technical College, as it would be ample to commence domestic science work in the city, but the Trustees have not yet given their decision. Irrespective however of such a grant, domestic science is an essential part of the technical training that should be considered in any proposed extensions. In such a course the following could be incorporated:—Cookery (elementary, advanced and invalid); hygiene, housewifery; sailing; physiology; laundry work, etc. Instruction is already provided in dressmaking and millinery. Special courses for a higher grade of work could be added as required.

VOCATIONAL TRAINING COURSES PROVIDED BY THE JUBILEE FUND.

Some mention may here be made of the technical training given by the Technical Education Branch of the Education Department under the Jubilee Relief Fund:

<table>
<thead>
<tr>
<th>Location</th>
<th>Course</th>
<th>Number trained</th>
<th>Number employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>PERTH</td>
<td>Diesel engineering</td>
<td>36</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>Motor driving and maintenance</td>
<td>39</td>
<td>28</td>
</tr>
<tr>
<td></td>
<td>Assembling</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Hairdressing (girls)</td>
<td>27</td>
<td></td>
</tr>
<tr>
<td>NORTHAM</td>
<td>Dressmaking and dress designing</td>
<td>19</td>
<td>4</td>
</tr>
<tr>
<td>KALGOORLIE</td>
<td>Diesel engineering</td>
<td>33</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>163</td>
<td>89</td>
</tr>
</tbody>
</table>

In dealing with post-primary schools I made some comments on the desirability of having a liaison with commerce and industry as far as those schools were concerned, but stressed the point that I did not advocate interference with the cultural side of that class of education. The need for the liaison is im-
SCHOLARSHIPS AND EXHIBITIONS.

In order to incite greater interest in the technical courses I am of the opinion that a limited number of scholarships should be awarded, tenable at the Technical College or at other suitable technical schools. They should be open to competition by boys who show some aptitude for craft work and the age of entrance should not exceed 13 years. Moreover, there should be a limited number of exhibitions awarded at the Technical College and schools, and youths in those schools should form the main class from which competitors are drawn. The successful youths should follow a course designed to fit them for the more important posts on the technical side of industry and, should they show sufficient promise, there is no reason why they should not be able to go on to and finish degree courses at the University.

THE KALGOORLIE SCHOOL OF MINES.

A school which has done outstanding work in connection with education on the technical side of mining, and has earned a high reputation both in Australia and abroad, is the Kalgoorlie School of Mines, which is under the control of the Mines Department. The proximity of this school to the mines on the Golden Mile, where practical demonstration can be given, is an important feature.

Generally speaking the standard of education required for entrance to the school is the 7th (State school).

Students under 21 years of age at the date of entry during the school year, who take subjects involving class attendance of not less than four hours per week, may be granted free tuition. Students receiving free tuition are charged laboratory fees of 10s. per term in Chemistry, Assaying, Physics and such other subjects as are determined by the Minister for Mines.

Other students are required to pay class fees. The fees vary from 5s. to 15s. per subject per term in the preparatory classes and from 5s. to 30s. per subject per term in the course classes.

Various scholarships are offered at the school and the work embraces a wide range of subjects connected with the technical side of mining. The school provides associate courses on a four-years basis, the subjects covered being Metallurgy, General Mining, Mechanical and Electrical Engineering. There is also a plan of certificated courses arranged on a four-years basis, covering Assaying, Mine Surveying, Industrial Chemistry, Geology, Draughtsmanship and Electricity.

The school is affiliated with the Western Australian University, and, under conditions laid down by the University, work done in Chemistry, Geology, Mineralogy and Petrology, and Physics and Theoretical Mechanics, may be credited towards the University B.E. course and the period of attendance at the University reduced to not less than two years.

There is accommodation for about 300 students, but the attendance of individual students in 1936 and 1937 respectively was over 600. There is, however, shortage of equipment and I consider that an effort should be made to bring it into line with reasonable requirements.

AGRICULTURAL EDUCATION.

Agricultural education is, generally speaking, centred at the Narrogin School of Agriculture and the Muresk Agricultural College near Northam.

(1) The Narrogin School of Agriculture is controlled by the Ministry of Education and although it does not aim at giving a highly specialised agricultural education its object is to impart general knowledge of value in farming operations; e.g., all classes of farm activities and industries, including
woolcarding, harness repairing, blacksmithing, plumbing, carpentry, building construction, bacon-curing, fruit-drying and concrete work. The arrangement of practical work is such that students are given the maximum of instruction in such subjects as are not taught on the home farm. The instruction is therefore of an experimental and technical nature. The agricultural practice centres round the experimental work carried out in the large plots on the school farm and also round similar work carried out by the students themselves under the direction of the staff in smaller plots. The theoretical work deals with the principles underlying scientific agriculture. The course extends over two years, the age of admission being 14 to 17 years. Candidates for admission must have passed the sixth standard of a State school, or have reached a similar standard elsewhere.

In considering whether a student should be admitted physique and general aptitude for farm work are considered in conjunction with the candidate's educational attainments. Each candidate must produce a certificate of health and satisfactory testimonials as to character and aptitude before being admitted.

The aim of the school is to equip students with the knowledge and skill necessary to make them efficient farmers. It does not prepare the students for university examinations. Some general subjects are taught, such as English, History and Civics, and Geography, chiefly for their cultural value, but the English course in addition to literature deals with ordinary commercial correspondence bearing upon the operations of farm life, as well as composition in general.

Elementary chemistry and physics are studied as the basis of agricultural science. Mathematics includes farm bookkeeping and a thorough treatment of farm measurement as well as calculations dealing with interest, loans, mortgages, commission, etc. Elementary surveying and geometrical drawing supplement the mathematical course. The elements of rural economics, farm sanitation, hygiene and first aid are also included. Students are required periodically to take a hand in the practical work connected with the farm.

Fees are payable, viz., £30 per annum, and also certain small incidentals.

Up to 1937 the school was receiving 35 students per annum. There are about twice that number of applicants for admission annually. In the year mentioned (1937) the Trustees of the Youth and Motherhood Appeal contributed £2,700 for the purpose of providing accommodation for ten more boys, whereas the Department's aim is to provide accommodation for 30 more boys. When the grant of £2,700 was made by the Trustees the Government agreed to increase the number of free scholarships from five to twelve. The facilities at the school are inadequate to cater properly for the existing number of students, and I find that there is a justifiable and urgent need for extension so as to be able to cater for at least one hundred students at the school.

2. The Muresk Agricultural College was founded in 1925. Its grounds consist of 2,222 acres of land in the Avon Valley suitable for mixed farming. The location of the property seems to be ideal for its purpose.

Unlike the Narrogin School of Agriculture this College is administered by the Agricultural Department.

The aims of the College are—To train the students in the science of agriculture and in farming practice.

To raise the general standard of efficiency in farming by holding short courses of instruction for farmers.

To carry on research work.

To raise the standard of stock in the farming districts by breeding and distributing pure bred cattle, sheep, pigs and poultry.

The minimum age for admission to the College is 15 years. It is not necessary to pass any preliminary examination, but an applicant for admission is required to satisfy the principal that his educational qualifications are such that he will be able to benefit by the instruction imparted at the college.

The main course of study extends over three years, and has for its objective the Muresk Diploma in Agriculture. In addition to theoretical and laboratory work students in the diploma course must cover the full range of practical work. They take part in all field operations on the farm and in the operations of the smithy and the workshops. They also gain experience in the breeding and management of stock. Their training covers the handling of teams and the use of various implements and machinery including the working of a tractor. In turn the students spend time at farm work, in the dairy, the piggery, the poultry section, the garden and the orchard, the woodshed and with the sheep. Each student obtains a thoroughly practical experience in building construction and blacksmithing.

The syllabus for the diploma course is as follows:

First year—Agriculture, chemistry, physics, botany, physiology, mathematics, measurement, farm bookkeeping, woolcarding, English.

Second year—Agriculture, chemistry, physics, botany, animal husbandry, elementary veterinary science, farm surveying, farm bookkeeping, farm management, woolcarding, English.

Third year—Agriculture, chemistry, animal husbandry, elementary veterinary science, dairying, fruit growing, rural economies, farm management, farm engineering, woolcarding, plant pathology and bacteriology.
The College now grants a diploma of dairying. In course of erection in the College grounds is a dairy factory which will contain accommodation in separate manufacturing rooms for butter and cheese making. There will also be a large well-equipped bacteriological laboratory, which may be used both for the information of students for the diploma of dairying and also for research work. The factory will be supplied with milk and cream from the college dairy herd. The course is of two years' duration, but exemption in respect of the first year may be given to students of not less than 18 years of age who—

1. possess the Muresk diploma of agriculture;
2. possess certificates from approved colleges of an equal standard to that prescribed for the first year students of this course;
3. have worked for at least two years in an approved—
   (a) dairy produce factory and who possess certificates under the Dairy Industry Act for the testing and grading of milk and cream;
   (b) have attained a standard of education approved by the principal; and
   (c) can produce testimonials as to character and eligibility for the course from the manager of the factory in which they are employed and from the district dairy.

Students admitted to the course under paragraph (3) above are required during the first few weeks to attend a course of lecture on covering the curriculum for the first year and to pass an examination therein.

 Provision is made for students who have passed the university junior examination, and who are entitled to an extension of their term at a Government high school, to go to the College for the extension period (2 years). The same applies to students attending other Government schools who have passed the “junior.” Parents must be prepared to allow their children to remain at the Muresk Agricultural College for two years. Scholarships held at the Narrogin School of Agriculture are transferable in the first instance for two years; they may be renewed on completion of the course at the Narrogin School of Agriculture for those who desire to take the course for the diploma of agriculture at Muresk Agricultural College. Holders of scholarships may proceed direct to the second year of the diploma course of the College.

It is felt that in the last year of College instruction more attention could be provided for specialised training in definite branches of the industry. In my opening remarks I pointed out the general agricultural and cultural trend of the instruction and mentioned the recent institution of a diploma course in dairying. Such special courses might include sheep husbandry, veterinary first aid and cropping methods. Recently a committee, which investigated the College syllabus, recommended that the age for entry should be raised to 17 and that the leaving certificate should be made a condition of admission. Agriculture is becoming more and more a specialised process. The effect of scientific discoveries, and of machinery and specialisation, has made itself felt as much in this as in any other industry. There is just the same incentive for the agriculturist to study the technology of his industry as there is in other skilled callings.

There appears to be some overlapping of the syllabuses of the Narrogin School of Agriculture and the Muresk Agricultural College, but in view of the fact that these are the only two agricultural educational institutions in the State and that each has room for a limited number of students only, this is rather to be tolerated than deplored.

I feel that in a technical college such as Muresk, where the more advanced branches of the study of agriculture are taught, the broader the general educational basis imparted to each student before entry the better will be his ability to tackle successfully the more specialised work at the College. Furthermore this appears to be necessary if any of the students trained at this College are in future years to be available as instructors. There appears to be a need for increased facilities in this type of education, in view of the fact that the State has developed so markedly on the primary industrial side.

In another portion of this report I have made some mention of the general reluctance of city boys to take up farm work, and dealt with the reasons, and made some suggestions for remedial measures. I think the junior technical system should make provision, both in the city and in the country, to give youth a bias in agricultural work. In my opinion, provision should be made in the upper forms of the country high schools for more definite technical agricultural instruction to students requiring it. Of course, in the term “agricultural instruction” I include instruction for the pastoral and other rural industries of the far North. So that there will be no overlapping or diversity of aim, the Technical Education branch, aided by the Faculty of Agricultural Science at the University and industrial interests, should have a vote in narrowing the course of this instruction. This course should lead on to a more specialised two years' course at the Technical College or suitable technical school, from which a certificate of proficiency in general agricultural methods should be issued. It should be possible to arrange for continuous instruction, in the slack seasons, of a number of youths working in the agricultural industry. These youths could attend at special centres for their instruction. If my suggestion, made at a later stage of this report, for a reasonable scale of wages is followed, the majority should not have much difficulty in providing for themselves during these periods.
THE UNIVERSITY.

It is not my intention to traverse the University syllabus, nor do I think it would result in any advantage to this report, in view of the terms of reference. However, as some interesting evidence was given by Professor Whitfield, the Vice-Chancellor of the Western Australian University, in connection with the University’s function with regard to employment, I propose to make some comment on that evidence, which related to the following subject matters:

(a) The function of the University as a training ground for certain kinds of work, e.g., law, medicine and engineering.

(b) The problem of raising and maintaining the standards of knowledge throughout the community and thus helping it to adjust itself to new conditions of industry and commerce.

As was pointed out, these two subject matters are inter-related and tend to merge into one consideration.

With regard to paragraph (a), Professor Whitfield pointed out that the number of full-time students attending the University, in proportion to the total population of the State, was very low and compared unfavourably with the figures furnished by other countries.

There is every reason to believe that a large number of the more promising students who, if properly selected, could go on to higher branches of education and make use of that education, is prevented from doing so by reason of the fact that the students have obligations at home and are compelled to take up employment which, in many cases, is not suitable to their mental attainments. Although we have a free University, Professor Whitfield states that, according to experience, there is still a significant number of persons who are thus prevented from taking advantage of a University course. He pointed out that even where Hasell Bursaries have been offered to promising students some of them have not been able to accept the Bursary owing to their inability to maintain themselves and meet their obligations during the period of study required.

The Professor made a suggestion that persons who showed the necessary ability and aptitude should be able to attend the University and, during the period of attendance, undertake some remunerative work for the University, preferably on a part-time basis, in order to maintain themselves. In the United States of America it is quite common for students to work their way through colleges and universities in this manner.

The scheme outlined by Professor Whitfield has as its principle the employment of these students on a part-time basis in connection with building operations in the erection of new buildings for the University. There is every likelihood that, in the next 20 years, building will be carried on extensively at the University, and there is ample scope for employment of suitable students. But too much reliance should not be placed on building employment. There should be jobs at and around the University which approved students could enter under this scheme. The idea should be as far as possible that no task is too lowly in the ultimate pursuit of education.

An examination of statistics produced by the Vice-Chancellor discloses that students from the University do not experience any great difficulty in securing employment—although at some stages the University was established certain classes of graduates have found it difficult to obtain remunerative employment in avocations for which their special training should have made them suitable. Generally speaking, however, at the present time graduates do manage to obtain employment—not always, to their way of thinking, entirely satisfactory, as Professor Whitfield points out, but such as, on the whole, cannot be classed as aimless or blind alley employment.

Professor Whitfield stated that there is a keen demand at the present time for first-class scientists in chemistry, physics, geology, biology, etc., and that if the financial difficulty could be overcome in the manner suggested it would lead to a number of young persons gaining an opportunity of securing steady employment, to whom otherwise that employment would not be open.

I support the suggestion made and think it would be well worth a trial, and I am of the opinion that in an endeavor to make some provision for those youths who have missed their opportunity during the depression this method of education would, in particular, justify itself.

The statistics furnished by the University show that the numbers attending the Science and Engineering courses are declining, and in view of the openings which are available advantage should be taken of the University to train suitable types for these openings. There is also room at the University for more students to be trained in Agricultural Science and as the Narrogin School of Agriculture and the Murook College are both filled to capacity it would be of advantage to stimulate interest in Agricultural Science and fill up all available accommodation at the University for training in this direction.

It was not suggested by Professor Whitfield, and on my part I do not advocate a lavish granting of facilities to all and sundry. Only the very best should be selected and those who plainly show that the education which would be imparted would be of benefit not only to themselves but to the community. It would not be difficult for the University to form a committee to investigate the claims of a limited number of youths for the privilege of obtaining an education in the branches which have been mentioned. A consideration of each case would involve not only an examination of the personal attributes of the intending student but a close consideration of his financial standing or the financial standing of his parents, with a view to ascertaining whether the student is unable, without assistance, to embark on the study.
My findings and recommendations are as follows:—

1. That increased attention be given to instruction in the three “R’s” and that no boy or girl should be allowed to leave school until he or she has passed an examination as proof of proficiency in these elementary educational studies.

2. That there be no alteration of the syllabus in the primary and post-primary stages, but it is necessary to relinquish any part of the present instruction on account of increased attention to rudimentary education, the portion that should be relinquished should not be the essential training indicated.

3. That a council be formed consisting of the Minister for Education, the Director of Education, the Superintendent of Technical Education, and one representative of commerce and industry to consider from time to time the revision of the curriculum of the primary and post-primary schools.

4. That the present buildings used for technical education are inadequate.

5. That it is necessary, if youth is to be properly educated for industry, that the buildings should be enlarged and the equipment increased.

6. That the balance of the moneys (approximately £20,000) remaining in the “Youth” account of the Jubilee Fund and that the balance of the grant recently made by the Commonwealth in connection with youth employment, and any further grants made by the Commonwealth, should be put towards the erection of new buildings and the provision of new equipment for the Technical Branch of the Education Department.

5. At the present time there is a limited number of trade classes in the day time for the crafts in which apprenticeship is compulsory. In the other crafts there are either no classes at all or instruction is given in the evenings in self-supporting classes. The Technical Branch cater for all classes of industry in which apprenticeship is necessary, and should also provide rural workers with a general course of instruction in agricultural science and methods, the course to cover a period of two years, and instruction to be given at slack periods of the year in the farming industry, so as to enable as many students as possible to attend.

(a) The Junior Technical School system is not as adequate as it should be. The facilities should be increased in the metropolitan and extended in the large country towns. There is a somewhat surprising lack of record of the vocations followed by students from the school. I consider that greater efforts should be made to obtain increased attendance of students of suitable type at these classes, and that better records should be kept. That agricultural instruction of a pre-vocational nature be provided in the curricula of both city and country junior technical schools.

(b) That junior technical instruction be instituted at the post-primary schools for those youths who show no aptitude for continued cultural education.

(c) That an interchange of teachers is advisable as between the two types of school.

(d) That the Junior Technical Education should be given a voice in the mapping out of the syllabus of these junior technical courses, whether they are at junior technical schools so-called or whether they are at post-primary schools where a junior technical course has been instituted.

Subject to the advisory powers to be given to the Superintendent of Technical Education, I do not advocate any change over of control from the main Education Department to the technical branch, because in my opinion this type of education should still be under the wing of the general Education Department.

(e) A certificate should be issued at the completion of the preliminary industrial course as a recognition that the student has attained a suitable degree of proficiency. There is no reason why this certificate should not be given a credit analogous to that accorded to the present Junior Public Certificate.

7. That a limited number of scholarships, tenable at the Technical College or other suitable technical school, be granted to students showing aptitude for industrial training; the age limit for competition for these scholarships to be 13 years.

8. That a limited number of industrial exhibitions be granted to students of the Technical College and schools, which should be tenable at the Technical College and would entitle the holder to enter on a diploma course at the College.

9. That increased instruction in the trade classes be given in the evening for at least two additional hours in each trade to supplement the day instruction of apprentices, which should be four hours per week at least.

10. That technical instruction in the apprentice trades should continue throughout the term of the apprenticeship.

11. That instruction in domestic science be included in the technical curriculum and that a diploma of proficiency be granted in this branch of technical training.

12. That fees should be charged for all technical instruction except where it is shown that the student or his parents are unable to pay the fees.
13. The country apprentice is at a distinct disadvantage as regards technical instruction. I consider that this disadvantage could in part be offset by a system of correspondence instruction and that provision should be made for the periodical visit of a lecturer and demonstrator to the larger country centres. Arrangements could and should be made for apprentices to obtain temporary leave of absence from their work to visit these centres and obtain the benefit of the lectures and demonstrations.

Much has been done in this regard in the State of Queensland, where there is a system of travelling workshops which are able to set up at a siding and give a short course of intensive training to students.

I think the Railways in this State could assist a good deal in this direction. Trucks could be fitted up and left at the more important centres for a month or so while the instructor lectured and demonstrated to students who should come in from outlying centres. This system would no doubt save a good deal of expense in the way of buildings in country centres where great expense is not warranted or might embarrass the State finances.

14. The comparatively high rates of wages payable to juniors in some of the semi-skilled and unskilled trades are a snare and a delusion. Too often the junior on reaching the later years of adolescence or attaining his majority is put off to make way for a younger person, who can perform the same service at lower cost. In my opinion the technical education authorities, through the various advisory boards attached to each faculty of instruction in the college, should endeavour to make contact with these people and to get them to spend some part of their relatively high wages in instruction in a self-supporting class at the Technical College. This system of education deserves to be encouraged. There is a tendency to value more that which one earns and pays for than that which is given free. It was a principle often stated by Andrew Carnegie, that "he who seeks help must be prepared to help himself." I refuse to believe that the majority of boys and girls who receive these wages cannot afford to put a little aside towards their material self-advancement, even if it be at the expense of a little less amusement.

15. That in order to stimulate this class of instruction, a welfare officer should be appointed whose duty it would be to get in touch with junior workers in unskilled and semi-skilled trades with a view to encouraging their interest in general continuation education designed to increase adaptability, or in some type of vocational training suitable to the mental and physical powers of the worker and offering opportunity for employment. The officer in question might be the person undertaking welfare work amongst apprentices. I consider also that the assistance of the employer should be enlisted to ensure the attendance of these type of junior.

16. Some of the larger industrial concerns and business colleges grant scholarships to students from the post-primary schools. With the closer touch which is advocated between commerce and industry and education, I think employers might well be disposed to increase these scholarships and seek the aid and advice of the educational authorities as to the best use to which to put the grants. It is well known that the spirit of competition stimulates keenness. In order also that we should be able to make practical comparison with other States, I favour the promotion of a system of scholarships or prizes to be competed for by all apprentices or technical students in commerce or industry throughout the Commonwealth.

17. It has been suggested that practical training and technical education should be continuous for, say, two years in a trades school, and that during this period the student should actually manufacture goods for sale; but to my mind the proper type of technical training is that which proceeds side by side with, and supplements, the practical training of the industrial workshop.

18. I consider also that there is a definite need to train a limited number of youths as production engineers. The services of one or two of the last-mentioned class of technician might well be acquired by the State and the service could be attached to the State Economic Bureau, the institution of which I have recommended in this report. I consider that persons embarking on industry would be well advised to seek, and would no doubt be willing to pay for, the services of a technical officer of this type. If the State is to improve its method of manufacture, then manufacturers will have to instal proper plants and so arrange as to get the greatest operating efficiency.

19. That, consistently with finance, the present policy of making the fullest possible use and carrying out the recommendations of advisory trade committees in each section of trade instruction be followed; that the committees be given proper explanations where their recommendations are not adopted.

20. That the Technical Branch should keep in touch with languishing industries and encourage the attendance of operatives at courses designed to facilitate re-absorption in other avocations.

21. (a) That there is a need for extended facilities for agricultural education.

(b) That it should be a condition of admission to the Muresk Agricultural College that a candidate should have matriculated in arts or science.

(c) That facilities be given at the Muresk College for a specialised course in the more important branches of agriculture, according to the student's choice.

(d) That the accommodation and provision for students at the Narrogin School of Agriculture is quite inadequate and should be extended to give facilities for at least one hundred students.
22. That provision be made in the upper forms of the country high schools for definite technical agricultural instruction to students at the schools who require that class of instruction.

23. That the University select a number of students of outstanding merit who are unable to finish courses of higher instructions owing to lack of means. That these students be given suitable work on University building construction, or other work which may suggest itself, in order to enable them to maintain themselves while studying. That provision be made in the scheme for a specially selected number of youths who missed their opportunity during the depression.

(5) VOCATIONAL GUIDANCE—PREVOCATIONAL TRAINING AND PLACEMENT.

SYNOPSIS.

1. Vocational guidance—prevocational training ........................................... xxiii.-xxvii.
2. Placement ....................................................................................................... xxvi.
3. Recommendations ............................................................................................ xxiv.-xxv.
4. The Boys' Employment League ....................................................................... xxv.

Of recent years educational authorities have been directing their attention to vocational guidance. Vocational guidance may be defined as the giving of advice, information and assistance to young persons with a view to influencing their choice of preparation for entrance and subsequent advancement in a vocation. It should be clearly distinguished from vocational training which represents training for a chosen vocation.

No detail in the Appendixes Nos. I. to V. relating to my inquiries in the other States will be found some details of whatever vocational guidance system exists in those States. New South Wales more than any other State seems to have developed such a system.

Psychologists and advocates of vocational guidance do not lay claim to having a perfect system which will in all cases enable the selecting authority properly to guide a youth into the right channel of employment.

Associated with any system of vocational guidance must be a further system which ascertains the absorptive capacity of any vocation into which the youth is to be guided, and no youth, be he ever so adaptable for any particular vocation, should be guided into a vocation which shows signs of waning or which on statistical figures does not justify further entrants.

Summing up the position in regard to vocational guidance as I see it is that more valuable for the purpose of ascertaining not for what type of employment a young person is suited but for what types of employment he is not suited.

I visited the Vocational Guidance Bureau at North Sydney, and I there saw the various visual, mechanical and intelligence tests which were put to young persons seeking guidance at the bureau. Of course, these tests are not infallible and the vocational guidance officer admitted that this was so, but on the whole some valuable results are achieved. For example, a youth may become conscious for the first time that he is colour-blind and the tests for colour vision or accuracy of colour vision are very complete.

Again there are various tests of manual dexterity which go to show to what extent any particular person would be able to perform certain mechanical movements with precision and speed. In connection, assembling tests are given such as assembling a lock which has been pulled to pieces.

I have already pointed out that these tests are not what one might term absolutely reliable because, for example, a youth who has already assembled a lock or seen a chart such as is exhibited to him, has some previous knowledge of what is required. However, provision is made to deal with these cases by way of a variety of tests.

The science is in its infancy and the records of research are as yet not sufficient to enable any precise determination to be made as to the percentage of reliable tests.

Any system of vocational guidance would include the following functions:

1. To advise pupils (and their parents) as to their aptitude so that on the completion of their primary course of education they may be directed to post-primary education which will develop those aptitudes and prepare the students for appropriate vocations.
2. To advise as to the advantages of further education.
3. To advise as to appropriate occupations.
4. To advise as to appropriate after-school part-time education.
5. To advise each student as to the work of the vocation he has chosen so as to assist him through the difficult first months.
6. To keep in touch with the student through his employer so as to discover his progress or to counsel a change of vocation.

7. To undertake research work into vocational guidance methods.

8. To disseminate knowledge with regard to juvenile employment to the general public.

9. To make systematic analyses into the absorptive capacity of the various industries and occupations.

No system can be adequately organised except by the establishment of a central bureau with an executive officer in charge associated with a psychologist assisted by a small staff.

Furthermore as an essential to every scheme a placement centre should be provided.

It is, however, doubtful whether this State can afford such a bureau at the moment, and on giving close thought to the question I have come to the conclusion that it would be advisable to build up a system gradually with the idea of eventually having a bureau organised on the lines I have indicated.

As in most other questions of new institutions as applied to this State, one has to face the peculiar problem of the tremendous area of the State and the scattered nature of our rural population.

Dr. Howie, who gave evidence in regard to the subject with which I am now dealing, outlined a scheme which was suitable for the metropolis, but any scheme which is confined to the metropolis is not going to be satisfactory because a little over 50 per cent. of the population of the State is found in districts outside the metropolis area. Because a youth resides out of the metropolis area there is no reason why there should not be just the same need (indeed there would seem to be more need) to give that youth the benefit of the guidance.

I think an immediate step might be taken in the appointment of a trained psychologist as an organiser and research officer to co-ordinate and develop the present activities. He could inform himself by reference to the central economic bureau which I have recommended in another part of this report or from such other sources as may exist in regard to industrial and commercial trends.

I suggest that students who are being trained to become teachers should also receive some training in guidance work and that they should be brought more closely into touch with the needs of industry and commerce. Much good work could be done by the respective headmasters, who might easily take more interest in guidance and placement work. At the present time this guidance and placement work is undertaken voluntarily by a few headmasters but there is no systematic attempt to deal with the position as a matter of State-wide policy.

Mr. J. A. Klein, M.A., lately Director of Education, in a report made to the Minister for Education in 1936, summed up the existing position in Western Australia as follows:

Previous to my administration no general system of vocational guidance had been attempted.

Attempts already being made to assist children and parents in this matter include the following:

1. A circular is sent to the parents of children leaving Class VI, informing them of the available avenues of post-primary education and the types of occupations to which each of these avenues may lead. Parents are asked to state their choice of post-primary courses and strongly advised to consult teachers for this purpose. At this stage teachers frequently exert a considerable influence upon the type of post-primary education entered by pupils.

2. For each pupil entering a post-primary school, a record card relating chiefly to the history of the pupil in Class VI, and recommending the type of course suitable for him, is forwarded to the central school. Post-primary record cards for pupils are not being kept throughout the State although some schools have their own system for such records. Many schools have their own system for such records.

3. An endeavour is made to have each child medically examined twice during his or her school life. The medical cards make no provision for entries specially bearing on vocational guidance.

4. Pupils leaving primary or post-primary schools are in many cases not placed in employment by the local teacher—many employers having made a practice of informing schools of vacancies. When sought, occupational advice is given by the local college officers to parents and teachers.

The technical college has many contacts with employers and is always ready to assist juveniles in placement. Evening classes exist at the technical college to assist juveniles in improving their occupational qualifications.

5. In 1935 occupational talks by technical college officers to post-primary children were inaugurated and in 1936 "A Guide to Occupations for Boys and Girls" was published.

6. A number of non-Government organisations, e.g., the Y.M.C.A. and Y.W.C.A., also assist in the placement of boys and girls.

7. Farm Training Schools also provide to some extent for the diverting of a number of unemployed boys into agricultural pursuits.

8. When interviewed, employers, both State and private, emphasised in their own methods of interviewing applicants—in most cases, the only information required from schools being class passed and character and a testimonial of character. For the most part, the conduct of the aforementioned interviews does not conform to any system—general impressions and, in some cases, the idiosyncrasies of the interviewers being the bases of discrimination.

Now this system is inadequately developed. It will be readily admitted that many of our youths are misplaced. Nepotism, economic inequalities, social habits largely founded on these inequalities, chance and other irrelevant factors determine placement to-day. The first three factors are likely to remain to retard economic and social progress despite the best system of vocational guidance, but misplacement due to these and other factors may be diminished to a very great extent by systematically studying and guiding youths at school and advising them about appropriate positions.

Professor Fisher pointed out that if any vocational guidance system were to operate satisfactorily every encouragement should be given to a youth who had received advice from a guidance bureau to follow up that vocation or calling for which he was best suited irrespective of his then station in life;
A system of vocational training may be used with advantage in connection with any scheme of vocational guidance. At present, the Technical College takes boys from the Junior Technical School in Perth and puts them through what is approximately a first-year trade course. There are two groups—viz., engineering and building trades. The Technical College instructors endeavour to find out for what class of work the boy is adapted. In the engineering group a boy is given a certain amount of science and instruction in electrical work, woodwork, sheet-metal work and motor mechanics. The boys are under trained tradesmen who is claimed, can form a fairly correct estimate by watching the boy and observing his work to such an extent that it is possible to distinguish, for example, the boy who will most likely turn out a successful fitter and turner and yet not be adapted, say, for sheet-metal work, and then again, to pick out the boy who is not adaptable for any trade.

In the building trades group the boys are given training in sheet-metal working, woodworking, mechanical drawing and the like. The Superintendent of Technical Education contends that this vocational training is the best test to apply and that it is better than a psychological test. It is true of this system of testing that it cannot be said to be perfect but there must be many cases where definite instances of potential misfit are turned away from vocations for which they are not suited. I, therefore, consider that as an adjunct to and in co-operation with the work of the central bureau, this method should be fostered and encouraged.

The brochure published by the Education Department in 1936 entitled "A Guide to Occupations for Boys and Girls" sets out definitely:

(a) the avenues of employment open to children who leave in the primary or early in the post-primary course;
(b) the avenues of employment for which the junior technical school is the best preparation;
(c) the avenues of employment for which the junior high school course leads;
(d) the avenues of employment for which the high school course leads.

This little book deals generally with the absorptive capacity of industry in so far as it was possible to ascertain it at the time, and also contains much useful information for parents of children about to enter on the post-primary course.

I consider that this work should be constantly revised and brought up to date; it will fulfil a useful purpose.

As an aid to any vocational guidance system it is necessary to have as complete a record as possible of the history of the child at school. Every child who is about to pass into the post-primary stage of his education is supplied with a leaflet indicating the courses of post-primary education which may be entered upon. This leaflet is issued in grades 5 and 6; the child is then 12 years of age.

In Victoria, in every primary school a card is kept which serves as a history card for each pupil and on the pupil leaving the primary school this card is passed over to the post-primary school and serves as a record and transfer note when the pupil commences his post-primary education.

There are two perforated sections provided at the bottom of each form. The first section serves as a summary of the child's record on leaving the primary school and the bottom section is a form for confidential information from the teacher of the primary school to the teacher of the post-primary school.

On this can be noted any home disabilities of the child and any tendencies to vice or crime. This part of the form is treated as confidential and nobody but the head teachers may see it.

In my opinion the keeping of records such as I have outlined should be made part of a system of every primary and post-primary school.

In addition to these records, provision is also made for a record in the high school (where the student proceeds to a high school) and here again I think that the keeping of this record would be of advantage in regard to all guidance work.

A summary of my recommendations on this subject is as follows:

1. That a vocational guidance bureau be established in Perth under the supervision of a trained psychologist, who should have access to all records necessary for the purpose of determining commercial and industrial trends and the absorptive capacity of industries and callings and that this bureau should be extended from time to time so as ultimately to include an increased staff which should consist of a director, a psychologist, a clerk and a typist. It would be an advantage also, in my opinion, to have a medical officer attached to the bureau.

2. That teachers should be given a knowledge of the general principles relating to vocational guidance.

3. That the system of vocational training in a class with a trade bias, as the Junior Technical School and the Technical College, be extended and that as far as possible all intending applicants for apprenticeships should pass through this type of class.
4. That the psychologist appointed at the bureau should from time to time travel around the outlying centres with a view to ascertaining what is being done at each centre, and give advice to the teachers in regard to guidance.

5. That the brochure issued by the Education Department in 1936 entitled "A Guide to Occupations for Boys and Girls" should be kept constantly revised and made available to the public.

6. That in order to assist the vocational guidance officers, prescribed forms of record of the history of each pupil should be kept in the primary, post-primary and secondary or high school stages of the child's school history.

Placement.

No scheme of vocational guidance is complete without some system of placement. "Placement" means the putting into employment of a youth who has been properly guided in regard to a vocation. Dr. Howeie points out in his evidence (paragraphs 622-23) "... that in considering certain figures submitted by organisations engaged in the task of placing juveniles we have very little information as to how far those figures are swelled by re-appointments. A number of drifters go back and forth again, I think that often such figures are unduly swelled through this cause. In Western Australia provision for placement as part and parcel of a vocational guidance scheme is practically nil. Wherever it does exist it exists as a voluntary organisation carried on by the head master of the school concerned."

As pointed out by Dr. Howeie (para. 601) one of the duties of the vocational guidance bureau would be the devising of means by which there could be secured contact between the employers and the schools. A suggestion was made that at the higher schools a telephone should be installed so as to encourage employers to get directly in touch with the school. I think that this would be a good plan.

I recommend, therefore, that a telephone be installed in each of the higher schools so as to enable employers to get directly in touch with the schools.

Boys' Employment League.

Whilst on this subject it would be of advantage to review the work of the Boys' Employment League. This league was formed in Perth in November, 1931, and its object was to find work for unemployed lads. A branch of the league was subsequently opened at Fremantle with Mr. W. J. Jennings, superintendent of the Fremantle Technical School, in charge but it has now been closed down owing to a shortage of funds.

Part time branches at Midland, Pinjarra, Busselton, Kalgoorlie, Baldivis and Greenough were also established and then closed, but the reason is stated to have been a lack of boys seeking work.

An executive and a general committee control the administration of the league. The staff consists of a secretary lent by the Government who is an officer of the Education Department and an assistant paid by the league. The league also obtains help from voluntary typists who usually work for a short time until they obtain positions.

The Government provides the office and office equipment.

At first the league gave vocational training to the lads through voluntary instructors or at the Technical College, but the principle of training "on the job for the job" was later adopted.

In answer to questions, Mr. F. T. Cross, secretary of the league, stated "as a rule boys have passed about the 6th or 7th standard but when we put them to a test in arithmetic or English they generally ignominiously fail and this in easy tests. This points, in my opinion, to an overloading of the school curriculum pushing in more and more subjects which trammeled teachers so greatly that they cannot possibly get through."

According to the league the number of positions found to date is 8,737, the number of applications being slightly less, as some boys have been placed in more than one position. Of this number the Fremantle branch placed 900 boys; 200 positions were found by the Fremantle branch and 700 by Perth and transmitted to Fremantle. The positions filled cover a fairly wide range.

In the early years of the league's existence the number of country positions ranged from 70 per cent. to 85 per cent. of the total positions filled but the proportion has now fallen off to 23 per cent.

The placements are said to be fairly regular and have averaged 30 each week over the last five years.

According to a statement supplied by the President of the League a test was made in order to obtain a representative average of the ages of applicants. For this purpose two sections at widely divided dates were taken and the figure obtained was 16.2 years.

Age very often decides whether a boy will receive a formal appointment on the basis of wage for age conditions or a country appointment. The average age of town placed boys is estimated at 15½ years; the average age of country placed boys is estimated at 17½ years, these ages being estimated at the date of placement.

It was said that owing to the shortage of staff and limited finance the league had not been able to follow up every appointment, nor is it always considered advisable to do so because some employers do not like to be worried. Also it is found that some employers when asked if an employee is getting on all right have a doubt complex and get an idea there is something wrong with the employee.

SYNOPSIS.

In dealing with unemployment, criticism of the system of state relief is essential.++

In New South Wales, where the main amount of unemployment exists, it will be dealt with in detail.

In conclusion, the number of the unemployed persons and the reasons why they become unemployed.

The census of 1931 containing this report on unemployment and other reports show the number of the unemployed in each state in respect of the 1931 census.
It is said that the number of complaints received by the league as regards the type and suitability of boys placed is under 3 per cent., and such being the case, the league contends that while follow-up and welfare work may be desirable in some cases, it is not necessarily desirable in all.

If the work of this organisation is to be properly effective I consider that it should be absorbed into the labour exchange system and further that it should be in close touch with the organisation dealing with vocational guidance. I agree that for many boys some job is better than no job, but at the same time when a boy is placed in a job which is obviously a blind alley job or a job for which he is not particularly suited, there should be some method of following up that boy and placing him in a more suitable position when the opportunity presents itself. In my opinion the primary source of placements should be through the schools.

In another part of this report I have made a recommendation in regard to this organisation.

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(6) STATISTICS.

SYNOPSIS.

1. Unemployment Statistics ... ...
2. Unemployment Surveys ... ...
3. A commentary on the limited sources of information available ...
4. General principles of statistical system relating to unemployment
5. The value of an analysis of the national income and statistics demonstrating income trend
6. Forecasting ...
7. Control of System ...
8. Recommendations ...

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general.

In dealing with the subject matter of this commission, I was struck by the serious lack of statistical data. Inquiries in other States have revealed that the lack of data is not peculiar to this State only; the same adverse comment has been made in all the other States of the Commonwealth and it is fair to say that much the same state of affairs exists in other parts of the world, although it is understood that the United States of America is proposing to go more closely into and establish a better system of statistics and that Russia too is building up an elaborate system.

Although we are able to state the general causes of the economic evil of unemployment, this lack of statistical data means that it is not possible to take adequate measures to deal with the question and to prevent the recurrence of unemployment in the future. Unless we know definitely what has taken place in the community no step can be taken with confidence. Since the provision of accurate statistics is essential and a survey of the whole economic structure must necessarily include such a provision, a recommendation to this effect has been embodied in this report.

In Western Australia we have no scheme of child endowment or unemployment insurance such as exists in New South Wales and Queensland; those States are able to obtain a degree of statistical information from the bodies administering these social services. The same position obtains in England where the national unemployment and health insurance schemes enable the authorities to gain a certain amount of accurate information in regard to those persons who are unemployed.

In a later part of this report I shall be dealing with the question of unemployment insurance from which it will be seen how it will be possible to collate the information necessary to keep a record of unemployed persons.

Unemployment Statistics.

In common with the general lack of statistics there is a deplorable lack of information regarding the number and identity of unemployed youth in this State. We can only get from the available information aggregate figures which are of little use since the last census was in 1933; considerable changes have taken place since then.

The census figure for 1933 showing the number of unemployed youths in this State between the ages of 14 and 21 is 2,471. This figure will have considerably decreased, it is thought, at the time of writing this report; furthermore it is of little use relying on a figure which merely gives the numbers of unemployed youth between the ages of 14 and 21 because if our experience is the same as in other States and other parts of the world, the unemployment problem amongst youths would appear to become more acute between the ages of 21 and 25. At the time of taking evidence there were absolutely no figures to show the numbers unemployed in this age group, but since then, the census figures for 1933 have issued in respect of the 20-21 age group which detail the 1933 figures as follows: Part time workers—males, 1,393; females, 375; Total, 1,773. Unemployed—males, 3,973; females, 1,371; Total, 5,344. (Part XXV, 1933 census—employee group.)
During the hearing of evidence various estimates were given as to the number of male youths unemployed in this State, whose ages were between 14 and 25. The estimates lay between 1,100 and 2,500, although at the date of the hearing there was no information available as to the various age groups of these youths or as to the identities of the persons concerned. The 1933 census figures released are as follows:—15-19 age group 2,517, 20-24 age group 3,973, total 6,490. Judging by the 1933 figures the estimates given me would appear to be somewhere near the mark taking into account general employment trends since 1933.

One of the first tasks which confronts any authority entrusted with the duty of dealing with the unemployment problem either generally or amongst youths in particular, will be to find out the identity of each unemployed person and to get some idea of the capability and history of each person. In most of the other States of the Commonwealth, inquiries showed that some effort had been made to do this, the information being obtained by means of a special survey.

**Unemployment Surveys.**

In Victoria the Boys' Employment Movement conducted an intensive survey with a view to finding out what youths between the ages of 18 and 25 were unemployed in that State. This survey was conducted in the early part of 1937 and took a few weeks to complete. The method of conducting the survey (described on broad lines) consisted of enlisting the services of the local authorities, various social organisations, the police and representative citizens, the radio and the Press. By these means it was thought that practically every youth between the ages of 18 and 25 who was unemployed, was recorded in the records of the committee.

Similar surveys have been made in the States of Queensland, South Australia and Tasmania. In justice to the various bodies who have carried out these surveys it must be remarked that the purpose of the survey in each case was to endeavour to discover those youths who had missed their opportunity through the recent economic depression.

In this State in 1936 some attempt was made by the Trustees of the Jubilee Fund for Youth and Motherhood to conduct a survey by means of a questionnaire distributed through the local authorities and a personal canvass was made by persons authorised by the Trustees, in the suburbs of Victoria Park, but the attempt proved a failure as there was very little response and the Trustees gained the impression that unemployed youths and their parents were extremely diffident in regard to giving information.

But surveys such as these, whilst fulfilling a purpose at the particular time when they are made, are of very little use if the problem is to be tackled in a scientific manner. If an accurate record is to be kept of unemployed youth and adults the recording must be continuous and the results must be analysed from time to time.

**The Limited Sources of available Information.**

Whilst I was unable to obtain statistical information of any value on the general principles involved in the consideration of the subject matter of the inquiry, certain factors were established, from which deductions may be drawn—

**Employment of juniors in factories.**—It would appear since 1911 the proportion of juniors to adults has increased by approximately 50 per cent. As regards the proportion of female juniors to male juniors, although the evidence is not as clear as one could wish, it would appear that there has been no very great increase in the proportion of females to males, but there has been a tendency in the last few years for the female to supplant the male in the lighter manufacturing industries. This tendency has, however, been overshadowed by the increased absorption of males in the heavier manufacturing industries.

**Employment of juniors in commerce** (in this term I include banks, insurance offices, mercantile offices and professional offices).—In this connection Part XXII, of the 1933 census which issued after the taking of evidence on the commission closed, gives the distribution in five-year age groups and goes to show that there has been an increase since the war in junior female labour.

**Employment of juniors in shops and warehouses.**—There is not sufficient evidence to show the proportion of juniors to adults over the various years, or the proportion of junior female workers to junior male workers, nor is it possible to say whether the proportions have increased or decreased.

The term "juniors" as used in regard to factories, commercial establishments and shops and warehouses, includes only young persons under 21 years of age.

The Factories and Shops Department furnishes a valuable source of information from the statistical point of view, but the available statistics there were not sufficient on which to base any general conclusions of importance. The number of persons, male and female, employed in factories and shops as defined in the Factories and Shops Act, 1929, and amendments, distributed into factory divisions and shop districts and into industries and age groups, was placed before the Commission, but the statutory definition in the Factories and Shops Act, 1929, of the term "factory" (which does not include a number of establishments engaged in manufacturing processes), served to discount the value of these statistics.
information supplied by the various high schools and secondary schools (public and private) goes to show that the unemployment problem amongst youth is not at all acute in regard to those students who pass through this class of school. In regard to the public schools, the information obtained discloses that nearly all the scholars from these schools either went direct to the University or to employment in a business in which their parents were interested or in some bank, insurance or pastoral company, or into a profession.

The girls' colleges state that the girls go from the colleges to the University or to take up home duties, teaching, nursing or enter into business or business colleges and, generally speaking, unemployment amongst females is not an acute problem in this State to-day.

The commercial colleges state that about 90 per cent. of their day pupils find employment in normal times in shorthand, typing and general office work. They have a large number of night students who are usually in employment.

It is when we come to the elementary schools that we find the greatest gap and it is safe to say that in the future the greatest proportion of unemployment will be amongst those who have gone no further than the completion of the elementary education stage. Through the Education Department an endeavour was made by taking several of the large elementary schools "as samples" to ascertain what had become of the pupils leaving these schools in certain specified years. Generally speaking, the results obtained through the Department went to illustrate the fact that there was a lack of information on this point. As might be expected, the longer time which had elapsed since the pupil had left the school, the less information there was to establish his whereabouts and as to whether he was employed.

Although it is not suggested that the figures supplied by the Trade Unions throughout Australia are absolutely accurate, they do nevertheless serve as a guide to the extent of the unemployment problem, and I append hereunder a statement taken from the Quarterly Summary of Australian Statistics, Bulletin 147, March, 1937, page 70.

### UNEMPLOYMENT IN TRADE UNIONS

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<th>Period</th>
<th>New South Wales</th>
<th>Victoria</th>
<th>Queensland</th>
<th>South Australia</th>
<th>Western Australia</th>
<th>Tasmania</th>
<th>Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td>1932 January</td>
<td>33.2</td>
<td>27.7</td>
<td>19.9</td>
<td>35.2</td>
<td>30.3</td>
<td>27.4</td>
<td>30.0</td>
</tr>
<tr>
<td>1932 June</td>
<td>33.2</td>
<td>27.7</td>
<td>19.9</td>
<td>35.2</td>
<td>30.3</td>
<td>27.4</td>
<td>30.0</td>
</tr>
<tr>
<td>1933 September</td>
<td>28.8</td>
<td>22.5</td>
<td>15.4</td>
<td>30.3</td>
<td>25.6</td>
<td>18.2</td>
<td>25.1</td>
</tr>
<tr>
<td>1934 January</td>
<td>28.8</td>
<td>22.5</td>
<td>15.4</td>
<td>30.3</td>
<td>25.6</td>
<td>18.2</td>
<td>25.1</td>
</tr>
<tr>
<td>1935 March</td>
<td>23.6</td>
<td>15.0</td>
<td>9.8</td>
<td>18.0</td>
<td>15.4</td>
<td>10.7</td>
<td>18.6</td>
</tr>
<tr>
<td>1936 March</td>
<td>23.6</td>
<td>15.0</td>
<td>9.8</td>
<td>18.0</td>
<td>15.4</td>
<td>10.7</td>
<td>18.6</td>
</tr>
<tr>
<td>1937 March</td>
<td>18.2</td>
<td>10.8</td>
<td>8.5</td>
<td>12.2</td>
<td>10.3</td>
<td>11.1</td>
<td>13.4</td>
</tr>
</tbody>
</table>

*Not including persons out of work through strikes or lockouts. *Peak of unemployment.*

(Quarterly Summary of Australian Statistics Bulletin 147, March, 1937 p. 70.)

It will be seen that in March, 1937, according to the returns from the trade unions, the figures relating to unemployment of trade unionists were as follows:—

<table>
<thead>
<tr>
<th>Region</th>
<th>Percentage</th>
<th>New South Wales</th>
<th>Victoria</th>
<th>Queensland</th>
<th>South Australia</th>
<th>Western Australia</th>
<th>Tasmania</th>
<th>Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>11.8 per cent.</td>
<td>9.5 per cent.</td>
<td>7.7 per cent.</td>
<td>9.5 per cent.</td>
<td>5.4 per cent.</td>
<td>7.9 per cent.</td>
<td>7.9 per cent.</td>
</tr>
<tr>
<td>Percentage for the whole of Australia</td>
<td>9.9</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In June of 1932, which was the peak of unemployment during the depression, the percentage figures were as follows:

<table>
<thead>
<tr>
<th>State</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>New South Wales</td>
<td>33.2 per cent.</td>
</tr>
<tr>
<td>Victoria</td>
<td>27.7 per cent.</td>
</tr>
<tr>
<td>Queensland</td>
<td>19.9 per cent.</td>
</tr>
<tr>
<td>South Australia</td>
<td>35.2 per cent.</td>
</tr>
<tr>
<td>West Australia</td>
<td>30.3 per cent.</td>
</tr>
<tr>
<td>Tasmania</td>
<td>27.4 per cent.</td>
</tr>
</tbody>
</table>

Percentage for the whole of Australia—30.

From these figures it would appear that on present indications Western Australia, despite the fact of its so-called unbalanced economy, i.e., the preponderance of primary over manufacturing industries, presents the least serious problem in unemployment of the whole of the States of the Commonwealth, but as I have already pointed out, the figures must be accepted with caution. The need for caution is emphasised when we bear in mind the W.A. index of factory employment which is 100 as against the Australian average of 115. Moreover, the influence of the mining revival must be taken into account and, as everybody knows, employment in this field is of a doubtfully permanent character.

**General Principles on which a Statistical System relating to Unemployment should proceed.**

In any scheme for keeping an accurate check on unemployed youths, the system of recording must start at the schools.

In formulating any scheme advantage could be taken of the existing sources of information. For instance, we could make use of the records of school attendance, University students, apprentices and other persons employed in factories and workshops, persons employed in the Government service and in shops, but in regard to shops, the information furnished to the Chief Inspector of Factories would have to be considerably enlarged, as at present it is not very detailed. The employment areas of farming, domestic service, banks, commercial offices and other miscellaneous employment, would have to be provided for.

Every boy and girl who leaves school should have his or her name recorded in a central bureau and the school history of the child should also be recorded at that bureau. In the preceding section of this report I have dealt with the question of vocational guidance, and there is no need for me to repeat here the details which, in my opinion, it will be necessary to collect in connection with the recording of the school history of the child.

Every boy and every youth who is out of employment should be compelled to furnish a report to some authorised official within a certain period after unemployment takes place. He should also be compelled to notify an official when entering employment. As a check on the information furnished in this way, employers should be compelled to send in returns at stated periods, giving particulars of all persons taken into their employ and all persons dismissed from their employ, or whose services have been terminated. These returns should not only give the names but should give details of the names, ages and the several occupations of the various persons dealt with. By this means, a fairly reliable fund of information could be built up. It would be necessary, in my view, for the employer, when furnishing his return, also to give the reason why any particular person specified on his list was dismissed or left his services terminated. This information, of course, could be treated as absolutely privileged and not open to disclosure in a court of law.

Professor Fisher pointed out that, without a great deal of trouble, a fairly accurate idea could probably be obtained of the number of young persons for whom it was necessary to find employment from time to time. The ordinary census record gives the number of persons at each age at the census date. These figures could easily be corrected for deaths; records of deaths at particular ages are apparently not published for individual States, but they are available to the statistical authorities. After making some slight correction for overseas and inter-State migration, a fairly accurate figure could be obtained. An illustration of how this subject can be followed up appears in the evidence of Mr. H. J. Goode, where he gave evidence showing the probable numbers of persons in certain age groups up to the year 1941. The value of having information such as this is illustrated by reference to the table which is printed at page 258 of the evidence and beneath paragraph 3214 of the printed evidence. That table shows that in the next few years there will be a marked increase in persons in the 19-21 age group, whereas in 1937-1938, the actual number of persons in this group will be 21,720 and in the year 1940-1941, that figure will have increased to 23,824, an increase of 2,090 in three years. This illustrates that if we have proper economic planning, we must be able to forecast with accuracy, figures such as have been quoted.

But any system which aims merely at keeping a record of the number of persons unemployed and the vocations of the various persons, either employed or unemployed, would be in itself, insufficient. Such a system would form merely a component part of a much larger system of statistics.

In the evidence given by Mr. Goode, the absorption of breadwinners in industry in 1911, 1921, and 1931, respectively, was shown in a striking manner by a diagram which is reproduced in Appendix IX, of this report and shows the various changes which have taken place since 1911. The figures, of course, are figures relating to this State. It will be seen that there has been a great increase over the period stated, in agricultural and pastoral activities, whilst on the industrial side we have practically stood still. On the other hand, there has been a marked increase in the numbers engaged in finance and commerce. If proper records are kept and we are able to gauge trends in industry from time to time, any constituted authority will be better able to direct labour into those channels in which it should flow, and waste and unemployment will be obviated to a large degree.
FINANCIAL STATISTICS.

The influence of the monetary and banking system on the economic affairs of a nation is, of course, of great importance and if one is to get a complete grasp of the subject, it is necessary to have an accurate barometer of trends in the financial affairs of the nation. This subject is from its very nature one which cannot be dealt with in a complete manner by the State, but which could be tackled more effectively by the Commonwealth.

Professor Fisher pointed out the necessity for having information in regard to financial trends so that it would be practicable to lay down with some degree of accuracy what investments should be encouraged and what investments should be avoided. The trading banks have at their disposal a vast amount of information which would serve this purpose, but more particularly the Commonwealth Bank of Australia, by reason of its position, should be able to furnish much valuable information on this particular subject. In recent years some of the banks have taken to issuing bulletins dealing with matters of trade and commerce intimately related to the banking and financial system. If it were possible to get a true picture of the actual and prospective profit position in various industries we would know better how to influence the employment of capital. In those cases where profits are consistently high in an industry it would be desirable to encourage the influx of capital, but where the profits are consistently low the employment of capital should be discouraged. At the present time the public has only a rough idea of those industries in which it is profitable to invest and if accurate information of the nature under discussion were obtainable it would assist materially towards creating employment.

Distribution of the National Income.

It would appear that no country in the world has ever endeavoured systematically to record the incomes of its citizens and to analyse the results. I think there is every justification for saying that without such a record no tax can be imposed on the people which could be claimed to be generally fair in its incidence. A good deal of our taxation is done in the dark and unfortunately it happens only too often that the person who can least afford to pay the tax is unwittingly singled out for undue attention. I understand that at the present time there are some private investigators in this field, but, in view of the vast amount of authentic information in the hands of the Government, this is an inquiry which should be undertaken by the Government.

It would be interesting and profitable to know what becomes of that part of the national income formerly employed by men earning wages who have been displaced by the introduction of machinery. This is rather an involved question and would require a considerable amount of detailed analysis before any conclusion could be confidently stated.

One of the most eminent investigators in this field is Mr. Colin Clark, who recently compiled a work entitled "National Income and Outlay (Great Britain)."

Mr. Clark pointed out the effect, though not generally appreciated, of indirect taxation. He pointed out in relation to Great Britain, that in 1913 it would appear—

- that the working classes contributed more than the cost of the services from which they were the direct beneficiaries, leaving a surplus contribution to general revenue. In 1925 working-class taxation contributed 85 per cent. of the cost of these specified beneficial expenditures; in 1935, 79 per cent. Between 1925 and 1935 working-class taxation increased by £37 millions, but expenditure on services beneficial for the working classes increased by £119 millions.

This considerable increase comprises the following:

<table>
<thead>
<tr>
<th>Category</th>
<th>Increase (1925-35)</th>
<th>£</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployment benefit</td>
<td></td>
<td>40</td>
</tr>
<tr>
<td>Old Age pensions</td>
<td></td>
<td>40</td>
</tr>
<tr>
<td>Widows' pensions</td>
<td></td>
<td>24</td>
</tr>
<tr>
<td>Housing</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td>20</td>
</tr>
<tr>
<td>Public assistance</td>
<td></td>
<td>10</td>
</tr>
<tr>
<td>together with a decrease of 325 millions in war pensions.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The net effect of taxation and local rates in 1935 can be described as a redistribution of £61 millions from the rich to the poor in the form of services, other than those provided for from the proceeds of working-class taxation. The £61 millions paid by the rich in indirect and direct taxation provides £245 millions of services beneficial to themselves, £91 millions for transfer as above, and the whole cost (£331 millions) of general administration and of public saving not covered by miscellaneous revenue. (Pp. 147-148.)

In Australia the incidence of indirect taxation must be very great. The effect of the customs tariff on necessities of life, must take a large proportion out of the small-income earners' weekly budget.

Some observations relative to the income movements in Great Britain are pertinent here. In considering the question relating to the national income one must consider the term "national income" in terms of a common standard, that is to say, money, although it is best defined as consisting of the total supply of new goods and services becoming available for consumption or investigation over a given period of time.
Mr. Clark shows in his work that in Great Britain income movements have been as follow:—

1924-1929—the real income per head of population rose by 14 per cent.
1929-1932—the real income per head of population was just under 7 per cent. above the level of 1924.
1934—the real income per head of population was 19 per cent. above the level of 1924.
1935—the real income per head of population was well over 20 per cent. above the level of 1924.

It follows therefore that there has been a large increase in total purchasing power of the nation as a whole. Despite the fact that there has been a considerable increase (and a rapid increase at that) in real wealth over the years quoted, unemployment followed this rapid increase. It is quite clear that if the aggregate real national income of Great Britain had grown by something over 20 per cent., while some sections admittedly suffered a serious decline in their standard of living there must have been all the more left for dividing up amongst the more fortunate sections. It has already been pointed out that the use of statistics on these questions is to demonstrate the division of the national income amongst the various sections of the community and the value of the figures which can be demonstrated lies in the fact that they can be used as a basis for a fairer method of taxation.

At this stage it will be useful to quote from table (No. 29) published in Mr. Clark’s work:

<table>
<thead>
<tr>
<th></th>
<th>1911</th>
<th>1924</th>
<th>1925</th>
<th>1926</th>
<th>1927</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
<th>1935</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wages</td>
<td>788</td>
<td>1,399</td>
<td>1,437</td>
<td>1,382</td>
<td>1,402</td>
<td>1,479</td>
<td>1,486</td>
<td>1,434</td>
<td>1,396</td>
<td>1,335</td>
<td>1,362</td>
<td>1,442</td>
<td>1,520</td>
</tr>
<tr>
<td>Percentage</td>
<td>39.5</td>
<td>42.1</td>
<td>40.9</td>
<td>40.9</td>
<td>42.4</td>
<td>42.3</td>
<td>41.8</td>
<td>40.5</td>
<td>42.8</td>
<td>42.3</td>
<td>42.0</td>
<td>41.5</td>
<td>40.5</td>
</tr>
<tr>
<td>Salaries</td>
<td>298</td>
<td>841</td>
<td>890</td>
<td>900</td>
<td>912</td>
<td>922</td>
<td>944</td>
<td>908</td>
<td>885</td>
<td>880</td>
<td>907</td>
<td>922</td>
<td>937</td>
</tr>
<tr>
<td>Percentage</td>
<td>15.6</td>
<td>25.4</td>
<td>24.8</td>
<td>26.6</td>
<td>25.8</td>
<td>25.8</td>
<td>25.3</td>
<td>25.3</td>
<td>27.8</td>
<td>28.3</td>
<td>28.0</td>
<td>26.5</td>
<td>25.0</td>
</tr>
<tr>
<td>Profits and Interest</td>
<td>623</td>
<td>834</td>
<td>1,014</td>
<td>823</td>
<td>853</td>
<td>801</td>
<td>821</td>
<td>902</td>
<td>620</td>
<td>590</td>
<td>642</td>
<td>781</td>
<td>949</td>
</tr>
<tr>
<td>Percentage</td>
<td>33.8</td>
<td>25.1</td>
<td>28.2</td>
<td>24.4</td>
<td>24.1</td>
<td>22.9</td>
<td>23.1</td>
<td>25.5</td>
<td>19.5</td>
<td>18.8</td>
<td>19.6</td>
<td>22.4</td>
<td>25.4</td>
</tr>
<tr>
<td>Rents</td>
<td>203</td>
<td>246</td>
<td>251</td>
<td>271</td>
<td>284</td>
<td>294</td>
<td>302</td>
<td>308</td>
<td>316</td>
<td>323</td>
<td>329</td>
<td>334</td>
<td>339</td>
</tr>
<tr>
<td>Percentage</td>
<td>11.1</td>
<td>7.4</td>
<td>7.0</td>
<td>8.0</td>
<td>8.4</td>
<td>8.4</td>
<td>8.5</td>
<td>8.7</td>
<td>9.0</td>
<td>10.0</td>
<td>10.2</td>
<td>9.6</td>
<td>9.1</td>
</tr>
</tbody>
</table>

On examination of the figures for the various years from 1911 and 1924-1935 one can deduce as a general principle that in times of national prosperity wages represent a low proportion of the national income, whilst in periods of slump it will be observed that wages took their highest share of the national income in 1931-1932 and their lowest share in 1925.

In commenting on this table Mr. Clark writes as follows:

It must be noted, however, that the years 1925 and 1929 were abnormal in an important respect. They were both years of rapidly falling prices of basic commodities, not accompanied by any corresponding fall in the price of finished industrial products. The result was that for a short time profit margins were considerably increased. In ordinary industrial accounting, these profits were more than offset by the necessity for writing down the value of stocks and materials, which caused some firms very heavy losses. As a result, the high aggregate profits shown for these years, and the high proportion which they bore to the total national income, although representing a genuine surplus of proceeds over costs of production, yet would not have been reckoned as a profit in ordinary accounting.

Omitting these two years, and also 1926 owing to the big labour disputes of that year, wages relative to the national income stood at their post-war minimum in 1934 and 1935 followed by 1929. Profits and interest stood at their post-war maximum in 1933 at 25.4 per cent. of the national income. In 1929 they stood comparatively low at 23.1 per cent. and in 1934 at 25.1 per cent.

Between 1911 and the post-war period there seem to have been certain permanent shifts in the distribution of the national income. The first is a slight permanent rise in the proportion of the national income taken by wages. 1911 was a year of active trade and low unemployment, and the share of wages in the national income was probably a little lower than it was in the more depressed post-war years. It should be compared with years like 1929 or 1935, in which it appears that the share of wages in the national income now claims an extra 2 per cent. of the total product as compared with twenty-five years ago. It is interesting to notice that the rise in average wages between 1911 and 1929 was about 90 per cent. If we use Professor Bowley’s index number, which takes into account the transfer of workers from worse-paid to better-paid occupations, the average income per head of all occupied persons in work rose by approximately 78 per cent. during that period; it thus follows that the average rate of remuneration of non-wage-earners must have risen by a considerably smaller proportion. This rise in wage-rates relative to other incomes was associated with some increase in unemployment, but the share of labour in the income of the community was in the aggregate somewhat raised. When 1935 is compared with 1929, however, there has been a decline in wage rates and an increase in the average incomes of non-wage-earners, but at the same time there has been a rise in unemployment as substantial as that between 1911 and 1929.

Attention may be next drawn to the share of the national income taken by rents. Incomes drawn from rents are more stable than almost all other types of income, and as a result the proportion of the national income going to rent rises most during depressions and falls most heavily during periods of good trade. It will be seen that the proportion of the national income going to rent reached a maximum in 1922 and since then has fallen heavily. In 1932 it just failed to reach the pre-war level. Ever since 1924, however, the trend has been upwards. Rents increased more rapidly than a slower rise in 1911.

The export of Acts, by which free government houses have been taken out of the national purse. The number of government houses, however, taken in 1911 was 5,140,000. Of the figures for 1924, the 1935 was the average taken over years, and the figures in 1911 were the 30-year average.

The index can say the weight of the national income of the country, for the benefit of the benefit figure income indicates.

Since 1911 a number of the other incomes, we find that the national income has been divided into equal parts. Between 1926 and 1937 the national income is not now enjoyed by the people as a whole, but only by the rich, as is shown by the distribution of the income (pp. 114-16).

Although very little is known of the reason why this happened in 1911, the figures which it indicates arrived when each year the national income.

Mr. J. E. F. Child, the Nationalist, who published the figures, states that the Nationalist government is the government of the people, not of the rich, as is shown by the distribution of the income. The Nationalist government is the government of the people, not of the rich, as is shown by the distribution of the income. The Nationalist government is the government of the people, not of the rich, as is shown by the distribution of the income.

The accurate costs are not compared with the difficulties and other costs. The costs are not compared with the difficulties and other costs. The costs are not compared with the difficulties and other costs.

However, it is important to note that the Commonwealth Bank is the Bank of Australia.
rapidly than the national income during the period of expansion 1924-9. It appears that, now with a slower rate of increase, the share of rents is gradually rising again to the level to which it held in 1911.

The explanation of the low level in 1924 is of course in the operation of the Rent Restriction Acts, by which the rent of the majority of working-class and middle-class houses was fixed at 49 per cent. above the level of the 1924.

The level of the 1924, and the level of the 1924, are quite clear then, the level in 1929 being at 20 per cent, and the level in 1929 having been pointed out. The level of the national income amongst the various classes, and the level in 1929, lies in the middle of the range.

Clark's work:

1923: 1,442
1924: 1,320
1925: 1,197
1926: 1,072
1927: 937
1928: 826
1929: 696
1930: 548
1931: 399
1932: 239
1933: 93
1934: 2

Although we have no definite information for Western Australia or the Commonwealth, there is every reason to believe that much the same state of affairs would be revealed if a detailed examination were made in this State and in the Commonwealth, and the result of Mr. Clark's investigations and the figures which he quotes in proof of his theory are sufficient to justify the conclusion that the time has arrived when each political entity will have to keep an accurate record relating to the distribution of the national income.

Mr. J. T. Sutcliffe attempted to make a survey of the national income of Australia in a book called "The National Dividend," but his work (published in 1926) is not nearly as adequate as that recently compiled by Mr. Clark, relating to the English national income. At the same time, probably Mr. Sutcliffe did not have the same amount of data to work on as was available to Mr. Clark in connection with the English investigation.

FORECASTING.

The accuracy of forecasts based on statistics will become of vital moment. In some fields forecasting is comparatively easy and in others it is attended with difficulty. For instance, it is not a difficult matter for the educational authorities, with census records of ages before them and knowledge of death rates and other factors reducing the supply of teachers or of school children, to estimate the number of teachers whom it is advisable to train from time to time. The movements of employment in some other occupations are probably of a similar character.

However, in other industries it is more difficult to forecast. The accuracy of the forecast will depend, of course, on the accuracy of the data and the available period for review; that is where the Commonwealth Bank and the various trading banks can be of considerable assistance.

CONTROL.

The framers of the Commonwealth Constitution included in the enumerated powers conferred on the Parliament of the Commonwealth to make laws for the Commonwealth relating to census and statistics, but while the Commonwealth has legislated under this power, its statistics fall far short of what is required. If there is one power that this State could afford to hand over to the Commonwealth without any loss of prestige, it is the power I have mentioned. The Commonwealth would, of course, retain its local office or bureau, but there would be one central office from which the collected and analysed information would issue. I am of opinion that this State should endeavour to co-operate with the other States of the Commonwealth in bringing about the desired result and, failing this, the State should on its own initiative endeavour to make an arrangement with the National Government for the supply and collation of information on a better basis than at present. Much good work has already been done as the result of interstate statistical conferences, but the value of the statistical system could be vastly improved by legislation providing for co-ordination.
I make the following recommendations:

(1) That a better system of statistics be instituted with a view to keeping a continuous record of—
(a) development of industries and trends;
(b) banking and financial trends;
(c) the distribution of the national wealth and the national income, so as to afford a better basis for taxation;
(d) unemployment in all vocations showing age groups;
(e) the extent to which there is displacement of—
(i) youths at certain ages;
(ii) apprentices when they become journeymen;
(iii) persons on account of the mechanisation and rationalisation of industry;
(f) the new avenues of employment made available by new industries so that the requirements of such forms of employment may be determined;
(g) the degree to which refresher courses are necessary to enable tradesmen to adjust themselves to altered conditions in industry;
(h) the degree to which young process workers will become a charge upon society when adulthood is reached, unless their needs are properly safeguarded.

(2) That the State co-operate with the other States of the Commonwealth in a request that the Federal Government should administer the State statistical systems.

Alternatively, if co-operation cannot be secured, that the State system be handed over for the next five years, for administration by the Commonwealth if the Commonwealth is agreeable.

(3) That the Bureau of Statistics, or the Commonwealth office in this State, be attached to the Economic Bureau so that the latter will at all times have the advantage of up-to-date statistical information.

(4) In order to gauge the extent of the problem at present, that an immediate survey be made of all unemployed youths between the ages of 14 and 25 years. This survey should include all youths in what are known as "blind alley" occupations.

(7) ABSORPTIVE CAPACITY OF INDUSTRY.

SYNOPSIS.

(1) Discussion of absorptive capacity...

(2) A practical illustration of the theory as applied to the building trades...

(3) Findings...

This is a question closely allied to the problem of vocational guidance. Once a selection has been made of a vocation for a youth it is useless guiding him into that vocation unless there are indications that he can be absorbed without any great difficulty. Necessary this is a statistical problem, and a very difficult problem indeed. The present methods of gauging the absorptive capacity of any industry are haphazard and have been largely based on guesswork, with a backing of excited. Little or no attempt has been made to correlate even the available data—which would be of some use in making an estimate of the absorptive capacity of an industry. In order to make a reasonably reliable estimate it is necessary to know the number of apprentices or junior workers entering the industry over a fair period of time, the number of journeymen employed in the industry over a similar period, records of transfers to other vocations, deaths and retirements over the same period, the average working life of a worker engaged in that industry, the period of apprenticeship or of qualification by a junior for entry into the industry. Having determined these factors one is in a position to make a prima facie estimate of the absorptive capacity of the industry, but there are other important factors which have to be borne in mind. There is the probable rise or probable decline of the industry, as indicated by statistical data and the probable increase or decrease in demand for that particular industrial process, giving due weight to new methods and new processes which are likely to affect the men under consideration. Several attempts to deal with this problem were made in England in the nineteenth century but whenever anything like a scientific effort has been made to arrive at a proper figure it has been marred by the fact that different bases have been adopted, with varying results. None of these seems to have had a proper foundation.

One method was to take the number of male persons of apprentice age in the total population to the total males in the population—disregarding all factors of grouping in the various industries. Another basis was to take a constant figure for the journeymen and to work out the problem as if
that constant figure had to be maintained. Another method, which bears more resemblance to the logical method, was to take a definite percentage increase in the number of journeymen, based on the probable requirements of the industry. However, even this method ignored the necessity of taking fully into account occupational distribution and the length of the period of apprenticeship as determined by industrial custom. The trend of the occupation under consideration, its history, and the study of the factors tending to influence its structure, all have to be carefully weighed. The most important question is the question of forecasting, for which our present form of statistics is inadequate. Given the ratio of juniors to adults in an industry which would be sufficient to maintain a constant number of journeymen in that industry, and given the length of time occupied in apprenticeship or qualification by juniors for the industry, then it is an easy matter to determine the ratio necessary to secure a variation in the number of journeymen at any predetermined rate per annum, this rate depending upon the indication or trend which is manifested after a close examination of the statistics relating to the industry. This ratio may be expressed in the following formula:
\[
\frac{r (100 + n)}{100 + nl}
\]
In this expression \( r \) = ratio of journeymen to trainees which preserves a constant number of journeymen, \( n \) = the predetermined percentage of increase or decrease per annum, \( l \) = length of time required to qualify for journeyman status.

There is a number of methods of determining first of all the number of juniors necessary to maintain a constant ratio of journeymen to juniors in the industry.

(a) Trade union figures, which give an estimate of the numbers entering or leaving for various causes the craft or industry in question. The information thus obtained will form a basis for a figure which will support a known increase in the membership of the union and from this may be worked out the number of juniors to adult journeymen necessary to maintain the latter constant in numbers.

(b) The census figures for the various years also form the guide in this connection. It is possible from the census figures to work out the number of years of actual working life of workers in particular occupations, and by taking the period required for apprenticeship or qualification in the industry, it is possible to work out the ratio which will maintain the existing numbers of adults.

Recently in Victoria Messrs. Giles and Lyall have been closely studying the question in "Occupations in Victoria," Melbourne, University Press. Their procedure is first of all pictorially to represent the trend in an industry over a number of years, showing the trend for each occupation in regard to both male and female workers, above or below the average age of 21 years. From this information the ratios of adults to juniors in each occupation are then calculated and the ratio so obtained gives a prima facie indication of the likelihood of employment throughout the working lives of those in the occupation. The next factor is the calculation of the average number of positions available each year in the various occupations, and to determine this the number of juniors in the industry is divided by the number of years of training set down under the various awards as being requisite for entry to adult status in the industry.

There may be some difficulty in determining the average working life, and hence the annual wastage and necessary recruitment; but an inspection of tables dealing with expectation of life for each occupation may shed light on this factor. Messrs. Giles and Lyall (page 24) appear to base the average working life on the median age in the industry under consideration. This obviously is not satisfactory. In the British report on the apprenticeship system, of 1927, the commentators do not show the calculation of this factor, which, as I have said, is of prime importance.

Some of the premises on which Messrs. Giles and Lyall base their conclusions are open to criticism but at the same time I do not wish to deprave the efforts of pioneers in this field, and as time goes on no doubt they will perfect their theory.

As a result of their investigations Messrs. Giles and Lyall were able to indicate, for the several occupations, upper and lower limits between which the figures representing absorptive capacity of trainees per year might reasonably be expected to lie.

It appears, however, that the problem of absorptive capacity may most fruitfully be approached by the estimation of the ratio of journeymen to trainees which will maintain a constant number of journeymen in an industry, i.e., the "r" of the formula quoted above. This ratio being known, it is a relatively simple matter to calculate what the increase or decrease in the influx of trainees should be to provide for the estimated future demands of the industry for journeymen.

This matter is of such great importance that I asked Mr. W. L. Wilson (Deputy Government Statistician) and Mr. H. J. Goodes, B.A. (research worker at the University) to work out an actual illustration of its application, and instead of including their report as an appendix I thought it best to attach it hereunder.

The census reports of 1921 and 1933 provide the data for this estimate. The ratio is calculated on the assumption that all journeymen are recruited from local trainees. Actually, of course, this is not the case. Many journeymen are transferred from other industries or are migrants from other countries. But this fact does not diminish the value of the ratio estimated on the assumption indicated.
Conclusions based on a ratio thus determined would have to be modified to allow for an estimated influx of journeymen. A rate of increase in the number of journeymen needed in the industry is then assumed. By use of the ratio already computed the number of trainees required yearly to sustain this rate of increase is computed.

There are obvious inferences to be drawn from the report hereunder. One is that we have not been training enough youths in the building industry and that the industry has largely recruited its new members from transfers from other industries and from migrants. Whilst it may be desirable to have some new blood infused into the industry in the shape of migrants and transferred workers, it is not desirable that the industry should be maintained largely in this way. If we had had the advantage of a correct figure or anything like a correct figure we could have trained youths for this industry and planned better for the future. What is more, if we have a fairly accurate idea of the numbers which an industry can absorb we are also in a position to advise intending migrants as to what prospect they have of absorption in the industry.

The following is the report furnished by Messrs. Wilson and Goode:

**Illustration of the estimation of "r"; the ratio of trainees to journeymen which will maintain a constant number of the latter.**

The following details of the age distribution of persons engaged in the building industry are taken from the Reports of the Censuses of 1921 and 1933:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>1921 Census, No. Engaged</th>
<th>1933 Census, No. Engaged</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 -</td>
<td>55</td>
<td>7</td>
</tr>
<tr>
<td>15-19</td>
<td>395</td>
<td>355</td>
</tr>
<tr>
<td></td>
<td>Total Juniors</td>
<td>448</td>
</tr>
<tr>
<td>Adults</td>
<td></td>
<td></td>
</tr>
<tr>
<td>20-24</td>
<td>389</td>
<td>842</td>
</tr>
<tr>
<td>25-29</td>
<td>250</td>
<td>908</td>
</tr>
<tr>
<td>30-34</td>
<td>450</td>
<td>622</td>
</tr>
<tr>
<td>35-39</td>
<td>410</td>
<td>516</td>
</tr>
<tr>
<td>40-44</td>
<td>465</td>
<td>416</td>
</tr>
<tr>
<td>45-49</td>
<td>465</td>
<td>506</td>
</tr>
<tr>
<td>50-54</td>
<td>554</td>
<td>458</td>
</tr>
<tr>
<td>55-59</td>
<td>461</td>
<td>370</td>
</tr>
<tr>
<td>60-64</td>
<td>338</td>
<td>457</td>
</tr>
<tr>
<td>65-69</td>
<td>212</td>
<td>125</td>
</tr>
<tr>
<td>70-74</td>
<td>124</td>
<td>55</td>
</tr>
<tr>
<td>75-79</td>
<td>60</td>
<td></td>
</tr>
<tr>
<td>80</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total Adults</td>
<td>4,249</td>
</tr>
</tbody>
</table>

On the basis of the age distribution in the building industry shown above and the figures relating to expectation of survival to age 65, it is estimated that the average expectation of adult working life in the industry was 20 years in 1921 and 21 in 1935.

Annual wastage and consequent recruitment necessary to keep the number of adults constant on the basis of the 1921 distribution was therefore: 

\[
\text{Wastage} = 213.5. 
\]

Thus, the number of junior required to keep the number of journeymen (4,249) constant, given that the industry trained all its own journeymen — 213.5 X 5 (period of training) = 1,062.

We may now state the ratio "r" as defined in the formula suggested by the British Report—

\[
4249 : 1062 = 4. 
\]

Before proceeding to the experimental use of this ratio we may note—

(a) That although the theoretical ratio is 4, the actual ratio of Adults to Juniors as disclosed by the 1931 census figures was 4249 : 448, or 9.5.

(b) That during the intercensal period 1921-1933 the number of adults increased from 4,249 to 5,315, or approximately 2 per cent per annum.

We may now apply the ratio "r" and suppose that from the 1921 census figures a survey had been made of the industry with a view to bridging such numbers of trainees into the industry as would provide for an increase in the number of adults at the rate of 2 per cent per annum.

The calculation is simple: 2 per cent of 4,249 is 85; it would be necessary, therefore, to enrol 85 additional trainees per year. Since the yearly influx of trainees necessary to maintain this number (4,249) of adults was 212, the total number of entrants per year now required is 212 + 85, or 297.

After five years, when the additional trainees become adults, the total number of trainees is 5 X 297, or 1,485, as compared with the 1,062 trainees necessary to maintain a constant supply of 4,249 adults. In practice it would be necessary to enrol more than 85 additional trainees to allow for probable wastage in the number during training period. The appropriate correction to the number could be deduced from relevant statistical information.

A modified form of the formula contained in the British Report may be used to calculate the number of trainees required to ensure an increase in the number of adults.

Let "r" be the ratio of total number engaged in industry to trainees which will keep the number of adults constant:

\[
5311 : 1062 = 5. 
\]

"n" the percentage increase forecast or desired.

"t" the length of training period (in years).

Source: Australian Life Tables, 1932-1934.

Then the adjusted ratio necessary to achieve the required percentage would be:
\[ r' = \frac{100 + n}{100 + 100} \]
\[ r' = 3.4 \]

The actual increase in the number of adult operatives employed in the building industry during the period under review was at the rate of 2 per cent. per annum. The ratio of the total engaged to trainees necessary to provide for this increase is then as follows:
\[ 5 \times \frac{100 + 2}{100 + (3 \times 2 \times 5)} = 3.4 \]

Interest in the number of trainees per year is:
\[ \frac{3.4 \times 5}{312} = 5 \]

Total number of trainees required =
\[ 5 \times 312, \text{ or } 1,560. \]

Number of trainees =
\[ 4,249 \]

Ratio of adults to trainees =
\[ 1,560 \]

It will be noticed that the additional trainees required, as determined by use of the formula, is 312, 212, or 100. The difference between this number and that required at the end of the five years' period of training, 100 = 38 = 15, would allow for wastage of trainees during that period.

Thus, our prima facie recommendation would have been a constant supply of trainees to provide 1 trainee for every 2.7 journeymen engaged in 1921. We have seen that in 1921 there was only 1 junior to 5 adults, and that ratio had still further diminished by 1933. From this we may conclude that the number of operatives was maintained largely not from the ranks of our own youths but by transfer of adults (particularly to unskilled branches) and by migration into skilled branches.

An estimate of the future requirements of the building industry may now be made (based on the census figures of 1933) on the assumption that openings are to be filled by our own youths.

Here we will plan for a much slower rate of increase than that disclosed during the intercensal period, say 0.5 per cent. (From general considerations one can hardly expect building to increase at the same rate. Indeed, we may expect actual recession during some years and a lower average annual increase.)

<table>
<thead>
<tr>
<th>No. of Adults</th>
<th>Average Working Life</th>
<th>Annual Wastage</th>
<th>Years of Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>315</td>
<td>25</td>
<td>251</td>
<td>5</td>
</tr>
<tr>
<td>Ratio of adults to juniors =</td>
<td>315 = 4.6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1155</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Thus, \[ n = \frac{315}{1155} = 0.5 \]

The adjusted ratio of total workers engaged to trainees necessary to maintain an annual increase in the number of trainees engaged at 0.5 per cent. may be calculated as follows:
\[ n = \frac{100}{5 \times 0.5} = 4.94 \]

No. of trainees required:
\[ 6470 \]

The ratio of adults to trainees necessary to maintain an annual increase in trained operatives of 0.5 per cent. is therefore:
\[ 5315 \times 4.94, \text{ or } 5100 \]

The actual number required for a 0.5 per cent. increase on 5315 adults is 27, whereas the above calculation suggests an additional inflow of trainees of 292 - 251, or 41; the difference of 4 covers the wastage of trainees during the period of training.

It is recognised that the formula and hence the results yielded are experimental. A formula to fit the rate of wastage among trainees in each industry as would be necessary in practice.

Moreover, the above examples are over-simplified, and in practice more analysis would be required of the data from which the Constant Rate is derived. For instance, here we have used the term Juniors, Trainees, and Apprentices, as though they were synonymous; similarly the terms Journeyman and Adult. Obviously, in application the Ratio of Apprentices to Journeymen, strictly interpreted, might be what was sought; or Apprentices and other Junior Trainees to Journeymen, or to all Adults; or Unapprenticed Juniors to adult unskilled labourers, and so on. For instance, if in the building industry the proportion of skilled to unskilled adults is 4 to 1, the ratio of Journeymen to trainees would be calculated on a smaller number of the number of adult employees in the industry. Taking the 1933 figure, the number of skilled adults was 40,315 or about 4,249. The corresponding correction to the estimated requirements of trainees given above may easily be made.

Again, the exact significance of the terms employed in the census returns would have to be examined; also their comparability when working on an inter-censal period. However, the principles involved are the same in each case.

**Summary of Prima Facie Conclusions.**

Our conclusions may conveniently be shown in the form of the table given below. It should be remembered that the assumptions upon which the figures were computed are:

1. The industry recruit adult workers only from local trainees;
2. The terms Journeyman and Trainee are synonymous with Adult and Junior.

These assumptions do not correspond to the actual conditions of the industry, a fact which emphasizes the illusory character of the foregoing calculations. But the adoption of the assumptions has enabled us to isolate and examine one aspect of the problem and to define a useful approach thereto in terms of the "Constant Ratio." Moreover, such an exercise helps us to see the effect of other contributing factors in the problem in a clearer light.
(8) UNEMPLOYMENT INSURANCE.

SYNOPSIS.

1. General Consideration of Unemployment Insurance ............................ xlviii.ii.
2. The Queensland Unemployed Insurance Act .............................................. iv.

GENERAL.

The Director of the International Labour Conference remarks, in his report for 1937, that—

"With the gradual passing of the depression the great progress achieved by social insurance in the ten years following the war has been once more consolidated, and a fresh advance begun. When it is remembered that it has only attained its present wide development in quite recent years, it may be considered as rather remarkable that instead of being overtaken by the gravest crisis which it has had to face, the whole conception of social insurance has emerged strengthened and confirmed by the ordeal."

Those countries where the system was in vogue before the depression are continuing with their schemes and many other countries have either instituted funds or are proposing to do so.
Payments from a fund to which the worker has contributed are to be preferred to a dole which smacks of pauperism and has a tendency to undermine the self-respect of the worker.

Objection has been made that such measures encourage idleness, but this has not been the case in Queensland, where criticism was particularly strong on this point when the Government proposed to institute the insurance fund.

Furthermore, as a secondary consideration, an insurance scheme is a valuable means of collecting statistical data in regard to the condition of the labour market.

Queensland is the only State of the Commonwealth which has any scheme of unemployment insurance. Its scheme was instituted in 1923.

In the following remarks concerning the establishment of a fund I have not attempted to go into any details of its working. That would be presumption on my part, as I have not sufficient evidence before me on which to formulate the details. But I have gone into the underlying principles of unemployment insurance and I am convinced that such a scheme would be of benefit to Western Australia. The Commonwealth Government was recently making inquiries with a view to legislating in this field but the power of the Federal Parliament to legislate on this subject is questionable. The Commonwealth Constitution (section 51, placuitum 14) purports to give the Commonwealth power "to legislate in regard to insurance generally other than State insurance; and also State insurance extending beyond the limits of the State concerned." Can the Commonwealth legislature set up a scheme of national insurance to which all workers, or certain classes of workers, are compelled to contribute? In my opinion it has not the power. The term "insurance" as used in the Constitution is intended to cover voluntary insurance as carried on by business organisations and the imposition of a compulsory levy on a species of tax for the purpose of building up a fund of this nature is not "insurance" in the sense in which it is used in the Constitution.

Apart from any other consideration, it is my opinion that it would be better for this State to have its own scheme, although there might be a measure of co-ordination between the States by means of some mutual arrangement.

Unemployment insurance will never of itself solve the problem of unemployment. Furthermore, no scheme of unemployment insurance is sufficient to provide benefits in case of wholesale unemployment which takes place during periods of cyclical depression; at the same time the judicious management of a scheme might do a good deal towards the alleviation of distress, and otherwise serve to absorb some of the shock of an economic crisis.

The question of youth unemployment is just as much wrapped up in this question of insurance as adult unemployment, because statistics have shown that trends in either category are similar. When there is a large amount of adult unemployment there is a correspondingly large volume of youth unemployment; and, after all, this is only to be expected.

The following questions arise for consideration:

1. Who should contribute to the scheme?
2. Should the scheme be compulsory?
3. Should contributions by classes of contributors be equal?
4. Should the scheme be confined to certain avocations?
5. What conditions should be attached to the receipt of benefits?
6. Within what age limits should benefits be payable?
7. The financial stability of the fund and provision for financing the investments of the fund in times of stress; and also the question of what is to happen if the fund should become exhausted by reason of an unprecedented demand upon it in time of economic depression.

1. Who should contribute to the scheme?—There is some support for the argument that the workers themselves should contribute and furnish the funds for an unemployment insurance scheme. On the other hand, in view of the large amount of unemployment which is brought about by technological progress, specialisation and sectionalisation in industry, it is felt that this question of unemployment is, in these days, becoming more and more a matter of obligation on the people as a whole rather than on one section. On this line of reasoning there is a case for placing an obligation on the employers to contribute, and also on the Government as the political embodiment of the people.

2. Should the scheme be compulsory?—If the scheme be made voluntary, or be made compulsory in certain sections of industry only, it is quite likely that a very badly balanced fund will be built up. Where workers are not compelled to contribute to a fund, those workers who have the good fortune to be in regular employment, or to be the least out of employment, will have little inclination to make contributions, and the burden will fall on those who are least able to carry it. For this reason I come to the conclusion that there should be no exemption from the obligation to contribute as regards any special section of workers, unless it so happen that in formulating the scheme it is found inexpedient to confer the benefits thereof on any particular class of worker. For example, there might be grave doubts as to whether the scheme could be properly applied in the case of agricultural workers, although I think every effort should be made to avoid the exclusion of any class.

3. Should contributions by classes of contributors be equal?—Most schemes, particularly the English scheme and the Queensland scheme, provide for equal contributions from all classes of workers and from all classes of employers. But it does not follow that the contributions of the employer should
be the same as the contributions of the worker, or that the contribution of the Government should always be the same as the contributions of the other parties. The exact measure of contribution is a matter of detail with which I do not think it necessary to deal. My opinion is that it would be better to have contributions calculated on a basis which would give some reflection of the permanence or the seasonal or intermittent nature of the employment. Those who were in more permanent employment should pay something less than those in seasonal or intermittent occupations in which the rate of wages happens to be relatively higher than in the more regular occupations. The imposition on the employers of a rate of tax which varies in direct ratio to the proportion of wages from time to time paid to the total capital employed in the business would tend to give some measure of relief to those employers who are already employing a fair measure of labour. The only practicable method for the collection of such a tax providing for remissions would be to collect from the employers through the Income Tax Department at the same time as income tax, but such a scheme of remission involves administrative difficulties and it is open to question whether its advantages outweigh the simplicity of a uniform rate; I incline to the opinion that there should be a uniform rate collected from employers.

4. Should the scheme be confined to certain occupations?—As the object of an unemployment insurance scheme is to obviate distress arising from unemployment, and bearing in mind the State-wide proportions which unemployment assumes, I have come to the conclusion that no scheme would be complete unless it provided for as many classes of workers as possible.

5. What conditions should be attached to the receipt of benefits?—The following should be the conditions:

(a) No person should be eligible to receive benefits under the scheme unless he proves that he has been in employment for a prescribed period and has made contribution to the fund, which on an actuarial basis will be calculated to provide the benefits prescribed by the fund.

(b) The benefits should include not only payments to the worker but to members of his family dependent on him. Dependent members of a family would include the worker's wife and children.

(c) No person should be entitled to receive benefits if he has been in receipt of an income or salary in excess of a prescribed rate of income or salary for a period, prior to the date of application to the fund.

(d) The payments from the fund should be limited to a fixed period of unemployment, and that period should be limited strictly in accordance with the actuarial basis on which the fund is built up.

As the fund will be administered independently of the Government and payments will be limited within the range of the actuarial estimate of the risk which the fund can bear, I am of the opinion that any means test, or other test designed to inquire into the need of the unemployed worker for the assistance, should be imposed beyond compliance with the salary or income condition previously mentioned. Where there is no defined policy of demurrage between the operations of the fund and the general Government relief payments in times of slump, awkward questions may arise and persons applying for the benefits of the scheme may be subjected to all sorts of suspicion with a view to proving their real "need" for the receipt of insurance benefits. This was particularly so in England, where the Government was contributing to a scheme of unemployment insurance and where it became evident that many persons who were qualified for payment of insurance benefits were morally not entitled to receive them on account of their having other means at their disposal. The mere fact of being unemployed does not always give an ethical claim to the receipt of insurance benefits. In England it was found on investigation that many persons who became unemployed had separate means; a large number of married women, who were being supported or partially supported by their husbands, claimed to draw benefits under the scheme by reason of having made the requisite contributions. In some cases the means test acted oppressively and in others there was very good reason why persons drawing on the fund should not have been permitted to do so.

6. Within what age limits should benefits be payable?—This opens up a very important aspect of the matter. In Great Britain, up till recent years, the age at which unemployment insurance was payable was 16, and in Queensland it is 18. However, as both a social and an economic measure, the English Government in 1934 lowered the age for unemployment insurance to the school-leaving age (15) and made provision for the earning of "credit" by persons who remained at school after the school-leaving age, between the ages of 15 and 18 years. These young persons have just as much right to the benefits of the fund as older workers. Moreover the inclusion of this age group will incidentally furnish the means for obtaining a complete range of statistical data. Benefits should cease at the age at which a pension is payable.

7. What is to happen if the fund become exhausted?—As funds are not designed to meet an abnormal demand in case of depression, it may be argued that abnormal demands are not extraordinary economic depression should be met out of the public purse. In times of prosperity there is a tendency to build up reserves which take the form of revenue-earning investments, and when the available monetary balance is exhausted in times of stress the fund naturally turns to these investments. The question that arises is, should the investments be put on the market at such a time? Unusual sell-
Dr. Walter (Unemployment Policy, p. 27) states that “the difficulties envisaged could be overcome if the Commonwealth Bank ... would itself give notes (or deposits) in exchange for the bonds held by the insurance fund; in this way the money market would not be affected, provided that the central bank did not attempt to offset the expansion of its credit by a contraction elsewhere in the economic field. In a period of prosperity the fund would build up its economic reserves by buying back the bonds from the bank, and the bank could retire the notes (or withdraw deposits with other banks) required in this way. If the fund’s borrowings came from the bank there would be no sudden break involved in a period of depression when the insurance fund exhausted its reserves and began to borrow, or in the recovery periods when the fund finished repaying its advances from the bank and began to replenish the reserves again. The whole of the operations of the fund would tend to damp down the booms and alleviate the slumps to which the economic system may be subject. It is not desirable therefore that the fund should be kept solvent from year to year, but it is clearly necessary that it should be kept solvent over a period of years, for if it borrows during periods of relative prosperity these borrowings are inflationary in effect, tending to force up interest rates in competition with the demand for capital from private enterprise. It should be noticed that the fund may still be regarded as solvent if it is subsidised out of taxation or similar revenue, although the system is then no longer a simple case of insurance by the pooling of risks of unemployment.”

AN OUTLINE OF THE QUEENSLAND SCHEME.

The Queensland scheme will give a good illustration of the organisation and working of an unemployment insurance fund. The Queensland scheme is financed by means of equal contributions from workers, employers and the State. The original rate of contribution was fixed at three pence (3d.) per week. Every worker of the age of 18 years or over, whose rate of wages or conditions of employment are fixed by the provisions of a State Industrial Award or Agreement was compelled to contribute to the Unemployment Insurance Fund at the rate of 3d. for each full week worked. Likewise the employer was obliged to contribute 3d. per week for each worker employed by him, and the State Government also contributed at the rate of 3d. per week. The financial basis of the scheme has been equal contribution by worker, employer and State, and at no time since the inception of the Acts has this basis varied.

The employer is required, under the Queensland Acts, to deduct the contributions of the worker from wages paid to him each week. He is required to account for this and his own contribution by means of an adhesive unemployment insurance stamp affixed to a contributions book in the name of the employee. Thus an employer having 20 employees of the age of 18 years or over, covered by the Unemployed Workers’ Insurance Acts, would be required to provide an unemployment insurance contributions book for each employee, and affix weekly a 1s. unemployment insurance stamp representing the worker’s weekly contribution of 6d. and his own contribution of a like amount. (The present rate of contribution is 6d. per week, referred to later.)

For the convenience of employers, unemployment insurance stamps and contributions books are made available at the various labour exchanges throughout the State. Moneys arising from the sale of these stamps are remitted monthly to the Director of Labour for payment to the Unemployment Insurance Fund in the Treasury Department. The State’s contribution is calculated at one half of the monthly amount received from the sale of stamps to employers, and this is also credited to the Unemployment Insurance Fund in the Treasury Department.

The Queensland Acts are administered by the Director of Labour and such administration is closely reviewed by an Unemployment Council constituted in accordance with section 3 of the Acts. This Council comprises the Minister for Labour and Industry, who is chairman, the Registrar of Friendly Societies, the Director of Labour, a workers’ representative elected by the trade unions, and an employers’ representative elected by associations of employers. All revenue derived under the Act is paid to the credit of the Unemployment Insurance Trust Fund. Administrative and sustenance expenditures are debited against that Fund.

The collection of revenue under the Acts operated as from the 1st March, 1923. The payment of unemployment to insured workers, however, did not operate until the 1st September, 1923, six months later. This enabled the Fund to be built up to provide the means of paying unemployment benefits. To start the fund, the State made an advance of £30,000 against its contribution for the first year of operation. After three years’ operations it became obvious that the threepenny rate of contribution would not be sufficient to ensure the stability of the fund. The rate of contributions was therefore increased to fourpence (4d.) per week as from the 1st July, 1927. About this time the drought conditions which existed in Queensland were responsible for increased unemployment, resulting in a severe drain on the fund. The financial transactions for the year ended the 30th June, 1928, showed that the revenue of the fund had fallen short of the expenditure to the extent of £90,538. It was realised that the position must be met by increasing revenue and with that object in view the weekly rate of contribution was increased to sixpence (6d.) as from the 1st July, 1928. The rate of contribution has not varied since that date.
During the depression years which followed (1929 to 1931), the financial position of the fund caused the Unemployed Council much concern. Unemployment was at its peak and notwithstanding the sixpenny rate of contribution, the revenue of the fund fell short of the expenditure during the financial years ended the 30th June, 1930 and 1931.

The effect of the depression on the financial position of the fund was twofold. As the contributors lost their employment, so the revenue declined and so the demands on the fund became greater. The Unemployment Council was faced with the position of having to take action to offset a declining revenue and an increasing expenditure. In the first instance it was found necessary to secure temporary accommodation by way of loan from the Treasury Department at a reasonable rate of interest, and at the 30th June, 1931, the credit balance of the fund had been converted into a debit balance of £38,670. As the time was most inopportune to increase the weekly rates of contributions, the Unemployment Council was forced into the position of having to reduce benefits in order to preserve the solvency of the fund. This was accomplished by reducing the weekly rates of sustenance payable to applicants, by reducing the number of weeks’ sustenance which a worker was entitled to draw in any calendar year, and by imposing certain restrictions upon workers who had earned in excess of £225 during the twelve months immediately preceding the date of their applications for sustenance. The rules relating to the payment of sustenance to casual workers were also revised, which resulted in decreased benefits.

These entitlements of benefits resulted in a partial recovery and the close of the following financial year found the debit balance of the fund reduced to £1,308. With the gradual return to normal employment, which became evident in the years 1932-33, the financial position began to improve and at the 30th June, 1933, there was a credit balance in the fund amounting to £79,619. At the close of the following financial year (year ended 30th June, 1934) the credit balance had increased to £163,164. With the passing of the depression years, it became obvious that the financial position of the fund had improved to such an extent as to warrant the partial restoration of benefits. As from the 1st September, 1934, the maximum number of weeks’ benefit payable to an unemployed worker in a calendar year was increased from 13 to 14 weeks, and to 15 weeks (the original maximum) as from the 24th January, 1935. Likewise, the rules governing the payment of sustenance to casual workers were revised and benefits increased thereby. The earnings limitation of £220 per annum was also increased to £300. A more recent review of the financial position resulted in an abolition of the earnings limitation of £300, and also provided for sustenance to be paid for 8 dependent children of an applicant, whereas under the original scale of benefits the maximum number of dependent children for which sustenance was payable was 4.

As at the 30th June, 1936, the credit balance of the Unemployment Insurance Fund stood at £307,419. The transactions for the financial year ended the 30th June, 1937, disclosed that the revenue of the Fund would again exceed the expenditure and a further revision of benefits was under consideration by the Queensland Government in July, 1937.

The wisdom of adopting a policy of building up a substantial reserve in times of prosperity in order to provide for the heavy demands on the Fund in times of abnormal unemployment was amply demonstrated during depression years when a respectable credit balance was rapidly converted into a debit balance. The authorities considered that there should always be a reserve of from £500,000 to £1,000,000 in order to provide for unforeseen heavy demands on the Fund when the unemployed worker is most in need of assistance. With that object in view, the policy which has been adopted has been to preserve a small margin of annual revenue over expenditure. The experience gained in the administration of the scheme has shown that any increase in benefits made possible by a buoyant revenue should not absorb the full amount of the surplus revenue. It is far better that any increase in benefits should be gradual as it is much easier to increase benefits from time to time as warranted than it is to reduce them.

Remarkably on experience, the authorities state that an increase in revenue cannot always be regarded as a healthy sign. If the increase has been occasioned by the temporary employment of a large group of workers, the after-effect is an increased sustenance expenditure. These workers during the time they were in temporary employment would have contributed to the Fund and immediately they became unemployed would apply for sustenance. Paradoxical as it may seem there are circumstances under which an increase in revenue indicates an increased sustenance expenditure.

The Queensland Department has at all times received the assistance and co-operation of employers in carrying out the scheme. As can be expected, there are cases of employers who attempt to avoid their responsibility under the Acts, but these are comparatively few in number. The main body of organised employers realise that the welfare of the unemployed is their welfare, and that industry should bear some proportion of the cost of maintenance of the workers during the periods when industry cannot employ them. Likewise the State’s contribution to the Fund is justified by the fact that the welfare of the workers is primarily the concern of the State.

Since the inception, the scheme has been maintained strictly on an insurance basis, and the unemployed worker can receive only the benefits to which his contributions entitle him. It has been maintained that under the scheme the worker who has secured the most employment is by reason of his contributions entitled to the most benefit, whereas the worker who has secured very little employment and is in more need of financial assistance receives a smaller benefit. Under the Acts there is no discretionary power to vary the benefits according to the circumstances of the applicant. If this were so, the insurance principle would be destroyed and payments would become more or less in the nature of a dole.

The scale of benefit varies according to the conjugal situation of the applicant. An additional allowance is payable to a married applicant in respect of his wife, and also in respect of each dependent child up to a maximum of eight children under the age of 16 years.
The rate of benefit varies according to the district in which the applicant resides. The higher rates are payable in isolated parts of the State, where the cost of living is much higher than in the metropolis. The difference between the rates of sustenance payable in the various districts corresponds with the difference between the basic wage rates payable in those districts. As an example, the weekly rate of sustenance payable to a single unemployed worker in Brisbane is 14/- as against 17/- in the far north-west of the State. Likewise a married worker supporting 8 dependent children, a resident of Brisbane, would receive sustenance at the rate of £3/9/0 per week, as against £3/9/0 payable to the same worker if he were residing in the far north-west of Queensland.

At no time since the inception of the scheme has any of the revenue payable under the Acts been devoted towards affording assistance to industry in order to stabilise employment and so prevent the worker from becoming unemployed. The whole of the revenue has been absorbed in meeting sustenance expenditure and administrative costs. During the period ended 30th June, 1936, sustenance expenditure amounted to 85 per cent. of the revenue and administrative expenditure to 5 per cent., the balance of 10 per cent. being carried forward as reserve.

The unemployment scheme has now been in operation in Queensland for the past 15 years, and the original principles on which the scheme was founded still form the basis of its operation.

Persons entitled to benefit.—Persons who have contributed to the Unemployment Insurance Fund for the equivalent of at least two full weeks during the 12 months immediately preceding the date of application are entitled to sustenance benefits, provided they are registered as unemployed and available and willing to accept employment if offered them, and provided also that they have resided in the State continuously during the preceding six months. Unemployed workers in receipt of old-age or invalid pensions or workers' compensation are not eligible for sustenance even though they may have the necessary qualifications otherwise. Likewise persons who are unemployed as a result of illness or physical disability are not eligible for benefit.

Workers who leave their employment of their own accord (e.g. dishonesty, insubordination, etc.) are not regarded as being eligible for immediate benefit. Each case is decided on its merits and such a worker may be required to wait up to two months before receiving sustenance. The same applies in the case of a worker who, whilst unemployed and in receipt of sustenance benefit, refuses to accept employment which he might reasonably have been expected to accept.

Persons who have contributed to the fund in error as a result of misunderstanding by the employer or the result of having represented themselves as being over the age of 18 years are not eligible for sustenance unless there are special circumstances which warrant special consideration. In such cases the employer and worker are refunded the amounts paid by them during the preceding 12 months.

As already mentioned, the rate at which sustenance is payable is dependent upon the conjugal situation of the applicant and is determined in accordance with whether he is married or single, the number of children under the age of 16 years dependent upon him, and the district in which he resides. Particulars of all dependants in respect of whose sustenance is claimed must be shown in the application form. The period of benefit is determined according to the amount contributed by the worker during the 12 months immediately preceding the date of application. A contributions book must therefore be produced by the applicant when making application for unemployment sustenance. In addition to evidencing the contributions of a worker, the book shows also the name and address of the employer, the period of his employment, and the amount of his earnings and also an intimation as to whether the worker was discharged or left his employment of his own accord.

An applicant producing a contributions book containing stamps to the value of 2s, or over the previous 12 months would be eligible for one week's sustenance only, provided of course that the stamping is supported by the employer's indorsement. An applicant producing a contributions book containing stamps to the value of 26s. or over would be entitled to sustenance for the maximum period of 15 days. In determining the period for which benefit is payable, all contributions in excess of 26s. are disregarded, and also all contributions other than those made during the 12 months immediately preceding the date of application.

Applicants whose contributions entitle them to three weeks' sustenance or less are not required to serve any waiting period during which sustenance is not payable. Thus a worker assessed for two weeks' benefit on his application of the 22nd April would receive his first week's payment covering the period from the 22nd to the 28th April, and the second week from the 29th to the 5th May. Applicants whose assessments exceed 3 weeks but are less than 7½ weeks are required to serve a waiting period of one week in cases where they have not had 3 months' work during the preceding six months. Thus a worker assessed for six weeks' sustenance on his application of the 15th April would be paid one week's benefit covering the period from the 16th to the 22nd April, and the second week from the 23rd to the 30th April. All other applicants are required to serve twelve days of unemployment before benefit becomes payable.

An applicant who performs work during the waiting period when no sustenance is payable has his sustenance reduced accordingly. The principle observed is that no worker is entitled to sustenance benefit for any day upon which any work is performed. In the administration of the scheme no.
reliable measure of protection has been discovered with regard to applicants for sustenance who perform work and conceal the fact. In most cases the department is bound to rely on the applicant to voluntarily provide the information regarding work done by him. It has been found, however, that most workers are truthful in this direction. The fact that work has been performed during the currency of the application does not necessarily mean that the applicant will receive less sustenance. Payment for the particular days on which work is performed is deferred for the time being, and if the applicant is unemployed long enough he still retains the full benefit of his assessment. As an example, an applicant due for 10 weeks' benefit, who performed no work during the currency of his application, would cease to draw sustenance 13 weeks subsequent to the date of his application, whereas had he performed work he may have taken 16 weeks to draw the equivalent of his 10 weeks' benefit. As a general rule, it is found that workers are anxious to disclose all work performed by them as it frequently has the effect of increasing their contributions with a corresponding increase in the amount of sustenance due to them. However, it is admitted that numerous cases have been discovered of workers drawing sustenance with regard to days upon which they were employed. In quite a few instances this information has been conveyed to the department by some other applicant for sustenance. The action taken in such cases is dependent largely on circumstances. When the applicant is not prosecuted for imposition on the fund, he is required to refund the amount of sustenance overdrawn, and in addition he is punished by having future payments suspended for a specified period. The publicity arising from prosecutions in such cases has proved to be a deterrent to others.

*Special schemes for casual workers.*—Waterside workers, casual stokers and packers, casual painters and dockers and workers employed in the coal mining industry are paid sustenance under special schemes for casual workers. The principles involved do not differ materially from those applicable to ordinary workers, in that no worker is entitled to be paid sustenance in respect of any day on which any work was performed, and no worker can receive a greater amount of benefit than the equivalent of 15 weeks' sustenance in any one calendar year; his contributions to the fund determine the amount of benefit payable.

Under these special schemes for casual workers the worker is not required to register as employed or to renew his registration each week as is the case with ordinary scheme applicants, and he is not required to serve a waiting period. The application for sustenance is lodged on the first day of July in each year or on the first occasion after the first day of July on which the applicant attends a labour exchange for the purpose of claiming sustenance. Application is renewed monthly thereafter by the worker attending the labour exchange and lodging contributions sheets for the months subsequent to that during which application was made.

In calculating the amount of sustenance payable to an applicant under these special schemes for casual workers, only the amount contributed during the six months immediately preceding the month in respect of which sustenance allowance is claimed is taken into account. In the case of ordinary scheme applications contributions over the preceding 12 months are available for assessment purposes.

Casual scheme applicants are paid sustenance on a monthly basis, whereas ordinary applicants are paid on a weekly basis. In the case of coal miners, payments are made with regard to unemployable days in each lunar month; all other classes of casual workers are paid for unemployable days in each calendar month.

In determining the amount of sustenance payable in respect of unemployable days during a particular month, the amount of contributions during the preceding 6 months and the conjugal status of the applicant determines the daily rate at which sustenance becomes payable. Whether the applicant is paid at this rate for all days of unemployment during a month depends upon the amount earned during the days worked by him during that month. In this connection an earnings limitation has been fixed. This is applied so that the amount of sustenance payable for a month, plus the amount earned during such month, must not exceed an amount arrived at by adding the sum of £6 10s. to the amount of sustenance which a totally unemployable worker of the same conjugal status would receive under the ordinary scheme for such month. In the case of coal miners the sum of £6 is utilised instead of £6 10s., the variation being due to the fact that these workers are paid on a lunar month basis.

The experience of the Queensland authorities has been that only in isolated cases does a casual scheme worker receive the equivalent of 15 weeks' sustenance in any year.

The main channel of administration is through the various labour exchanges situated throughout the State where applications for sustenance are taken and assessed and payments made. In the more important centres labour exchanges are manned by staff officers of the department, whilst at other centres all work arising out of the operation of the Unemployed Workers' Insurance Acts is done by labour agents or clerks of Petty Sessions, who are ex official labour agents.

Payment of sustenance at country centres is made by means of cheques drawn on the labour agent on the Unemployed Insurance Claims Account. The labour agent is required to submit weekly returns to the Director of Labour detailing all cheques drawn for the payment of unemployment sustenance and all payments made by him. These returns are supported by the acquitted vouchers of the sustenance applicants, together with an official receipt accounting for any overdrawn or unclaimed amounts.

The application for sustenance is in two portions. The bottom portion which is detachable is forwarded by the labour agent to the Director of Labour immediately after the claim has been assessed. This bottom portion of the application shows among other things the rate of sustenance payable to the applicant, the address of his home and assessments Acts and regulations.

Payments are return submitted to the Secretaries of the various Unemployed Workers' Organizations to be exercised by the payment being made by them. The name and address of the employer are stated in the returns and warrants issued in respect of all claims for sustenance as it is found that payment cannot be made of sustenance by the Department to an applicant who is in the service of a firm or employer who is the holder of a licence in respect of the class of occupation of the applicant and is usually a matter of considerable difficulty. The name and address of the employer are also stated in the returns and warrants issued in respect of all claims for sustenance as it is found that payment cannot be made of sustenance by the Department to an applicant who is in the service of a firm or employer who is the holder of a licence in respect of the class of occupation of the applicant and is usually a matter of considerable difficulty.

All industries to inspect the various provisions of the Unemployed Workers' Insurance Acts.

1. That it gives the workers of pauperism and depression without pauperism. 2. That it is desirable. 3. That it is necessary. 4. That the workers have not been subject of industrial development. 5. That the administration is required. 6. That liquid assets shall be compulsory for the relief of pauperism. 7. That the pensionable age shall be 55. 8. That the earning of the disabled shall be 50%.
applicant, the number of weeks assessed, the specimen signature of the applicant, and the name and address of his latest employer. By this means a check is kept on the work of the outside labour agents, and assessments can be checked in order to ascertain that sustenance is being paid in accordance with the Acts and regulations.

Payments made to the applicants as evidenced by the acquitted vouchers supporting the weekly return submitted by labour agents are posted to the bottom portion of the sustenance application previously forwarded to the Director of Labour when the application was assessed. This enables a check to be exercised on the amount of sustenance payable to all applicants throughout the State, to ensure that payment has not been made in excess of the assessment. In the process of posting, a comparison can be made of the specimen signature of the applicant on the bottom portion of the sustenance application with that on the acquitted vouchers.

The name and address of the applicant's latest employer, which in all cases must be shown in the space provided in the bottom portion of the sustenance application, is required for the purpose of detecting fictitious claims. From the office of the Director of Labour communications are forwarded to employers advising them of the name of the worker who has applied for sustenance and requesting confirmation of the employment of such worker by them. The return of one of such communications through the Dead Letter Office, or a reply from the employer intimating that the applicant was never employed by him or is unknown to him is an indication that the claim might be fictitious, and certainly warrants further investigation. By this particular means a check can be maintained on the authenticity of all claims for sustenance lodged throughout the State.

All industrial inspectors, inspectors of workers' accommodation, and labour agents have power to inspect the wages rolls of employers and the contributions books of employees to ensure that the provisions of the Acts are being complied with. It has not been found practicable to inspect the books of all employers annually. This particularly applies in the case of employers in the sparsely populated parts of the State where regular inspection would be a costly matter. Experience has shown that the worker himself is virtually an inspector. Workers are well aware of the benefits to be derived from them by the Unemployment Insurance Scheme, and that these benefits are dependent on the amount of their contributions to the fund. They therefore leave no stone unturned to ensure that when leaving their employment their employer issues them with a contributions book correctly stamped according to the period of their employment.

My findings and recommendations on this question are:

1. That unemployment insurance affords a valuable standby to the unemployed worker; it gives the worker an interest in a fund to which he has contributed; is free from the element of pauperism associated with the dole, and conduces to an increase of spending power in times of depression, with a resultant alleviation of unemployment.

2. That such a scheme is desirable for Western Australia. That a separate State scheme is desirable.

3. That the scheme should be based on contributions from the Government, the employers and the workers.

4. That payments to workers under the scheme should be strictly confined to the benefits conceived within the range of the actuarial basis on which it is calculated, and that its funds should not be subject to depletion to meet extraordinary demands in times of slump.

5. That (arising out of the foregoing recommendation) the scheme should be placed under the administration of a body free from political control.

6. That the scheme should be given power to borrow money against its investments and liquid assets, and further that within the range of "actuarial safety" when the funds of the scheme became exhausted, it should have power to borrow against future revenue.

7. That the scheme should be made as wide as possible so as to include all workers up to pensionable age and youths at the time of their leaving school.

8. That the principle of the English legislation should be followed and provision made for the earning of credits by youths who remain at school after the leaving age until 18 years of age.
(9) PUBLIC WORKS POLICY.

A public works policy which has as its principle the expenditure by the Government in times of depression of moneys which have been placed in reserve in times of normal prosperity, or which have been raised by loans or by the issue of credits, is no innovation. The various Governments of Australia have all resorted to borrowing in pursuance of plans to stimulate credit and consumers' demand.

In 1928 the Commonwealth Development and Migration Commission called attention to this phase of national economy, and even then it had been well known in theory, if not substantially put into practice, for many years before.

Like many other forms of depressional recovery measures it has had its protagonists and its opponents, but events have shown that if its practice is confined to certain conventional lines it does produce quite a beneficial effect in the process of recovery of trade normality. The whole subject is one which is closely linked up with the monetary and banking system.

In a report "On the control of the business cycle—With special reference to Australia," made by Professor Copland to the Development and Migration Commission, published in Appendix I to the Commission's Report in 1928, Professor Copland stated:—

In a country like Australia which borrows substantial sums annually there is an opportunity of promoting stability of business conditions by planning such borrowing so that the loans raised will be at a minimum when trade is good and at a maximum when trade is bad. Under present conditions it frequently happens that a Government forced to consider economy in a period of business depression will seek to reduce its loan requirements. In doing so it only aggravates the depression. As many public works can quite readily be delayed for a year or two there is no need for Governments to press forward with a heavy borrowings policy in times of good trade. Projects upon which loans are to be expended should be in hand with all plans prepared so that they could be undertaken when a trade depression develops. The machinery for this now exists in the Australian Loan Council but it would be necessary for this purpose to provide the Loan Council with information upon the state of business conditions . . . .

This was written at a time when the Governments of Australia were spending over £400,000,000 per annum on public works which were financed largely out of borrowed moneys, but with the onset of the depression the Governments were caught unprepared; the loan market contracted with remarkable suddenness in the middle of 1930.

With the advent of cyclic depressions there is a traditional tendency to store up monetary credits and a consequent contraction of investment in enterprise, caused by the psychological reaction of the public, the dread of loss, and the shrinking of consumers' demand.

The object of the depressional public works policy is to create the reverse process and the application of the doctrine rests on the basis of increasing investment of savings.

Governments may therefore continue to get fresh credit in order to spend the money on works which will put those who become unemployed as the result of the depression into employment. The effect of the credit thus created may be far-reaching, because not only is work created for the unemployed thus absorbed, but the materials required for the work may stimulate enterprise (in a greater or less degree according to the type of the work) in the production of goods, creating further employment, and the money earned by the worker goes into circulation. The direct and psychological effect is towards recovery.

In order to provide the necessary credit Governments have generally had to borrow at interest and this is one of the arguments frequently advanced by opponents of the policy, as such borrowing has its consequential commitment of interest and sinking fund payments as against future Government budgets. But this argument, it is submitted, overlooks the fact that the true cost is to be measured in terms of the consumers' goods which but for the device would not have been produced. In other words, the real cost is practically nil.

The other method of issuing credit, that is by inflation preferably through a central bank divorced from Government control, is theoretically the ideal method but there is a psychological aversion to this form of stimulating credit. So long as the inflation is moderated to the need of the occasion, i.e., meeting deflation with corresponding inflation and no more, there can be nothing wrong in principle with the process and it may be described as slightly "cheaper" than borrowing.

So far as I am aware the method of creating reserves for public works has not been considered, nor is it likely to be, for political reasons of expediency. The existence of such a reserve is always a temptation where a Government is looking for money.

The problem is—how should such a policy be directed, i.e.—

(a) what should be the nature of the works undertaken, giving due consideration to the type of the work and the processes involved in its construction;

(b) when should the Government cease the work and what should be the manner of ceasing?

The economy of the States is fast becoming more and more associated with the Federal structure and the Loan Council. The Loan Council in its close association with the States is in a position to furnish the States with valuable information as to savings, and investments which have a bearing on the direction of any policy such as we are considering.
The ideal public works policy seems to involve the following principles centring round the question I have raised:

(a) The choice of works should preferably be works of public or general utility but outside the public works normally undertaken by the State.

(b) The works should be such as would be capable of termination to coincide with the resumption of normal conditions.

(c) They should be works carrying a high proportion of labour costs in comparison with other costs.

(d) They should involve as far as possible the use of non-imported goods, or the stimulation of demands for new goods and services for which there is likely to be a favourable outlook.

(e) They should be works suitable for the training of workers (young workers in particular) in processes which will enable them later to turn the training to account and compete in some avocation in the skilled ranks for which there is likely to be a demand.

The object of stipulating that the works shall be additional works, outside the normal range, is to ensure that additional money is spent and consumers’ demand thus stimulated.

The question of when to start shading off or tapering off the works is one of the most difficult matters to determine. If the works are cut off suddenly a fresh depressional reaction may set in. If they are continued too long, the Government may find itself in competition with private enterprise for labour and interfere with the flow of private savings into private enterprise. If wages and prices are tending to rise and private investment attains its normal level, then it is time to call a halt. A careful watch over these factors will enable the Government to decide just when to start shading off and when ultimately to cease operations of this nature. When investment funds are rising and there is a tendency to exceed savings, it is time to leave private enterprise to carry on.

In my opinion a definite works policy, such as I have outlined above, should be planned by the State and held in readiness in order quickly to absorb as many workers as possible in employment in times of depression.

(10) THE SHORTER WORKING WEEK.

The mass of detail which has been collected on this subject becomes almost confusing. There is evidence, however, of a tendency of public opinion towards the shortening of the working week. At the Premiers’ Conference held in Adelaide in August, 1936, the Premiers of Queensland, Western Australia, and Tasmania affirmed the policies of their respective governments in favour of the 40-hour week, and the Prime Minister of the Commonwealth and the Premiers of New South Wales, Victoria, and South Australia supported a proposal for an investigation of the position by a competent tribunal. All agreed, however, that the question of a reduced working week was not a matter for individual action by the States but was a matter for Commonwealth or joint action. How far could one State take the risk of such a step when other States might fail to pass the necessary legislation? This argument seems to infer that the taking of such a step might in fact increase costs of production which would mean that the State or States with the 40-hour week might be subject to competition from another or others with longer industrial hours, because the measure contemplated is the shortening of hours without any reduction of wage rates. Any State thus left in the lurch would not be able to offer a tariff barrier, because this is emphatically forbidden by the Constitution. Nor would such a course be desirable if the means were available. The Federal Attorney General (Hon. R. G. Menzies, K.C.), speaking on behalf of the Commonwealth, stated that the Commonwealth had no power to enact legislation providing for a 40-hour week for the whole of the Federation. The Commonwealth does not possess the power to legislate generally on this subject, and the limit to which the Commonwealth could go would be to reinsert the Federal Arbitration Court’s jurisdiction by declaring that the 40-hour maximum principle should be imported into all the Court’s awards. (See Waterside Workers’ Federation v. Commonwealth Steamship Owners’ Federation, 28 C.L.R., 209, per Knox, C. V., p. 218.) But a measure such as this would fall far short of accomplishing what is required; its influence would be too restricted.

Hours of labour are now reaching that stage when a reduction partakes less of the nature of a social reform, aimed at giving the worker a medium of comfort and tending to better health, than of economic expediency designed to afford a better sharing of employment. The argument formerly put forward (and sustained), that the closing hours of a long period in a day’s work were unprofitable to the employer, has lost much of its force, but has by no means entirely disappeared.

It is profitable to confine the treatment of this subject to the principle of a shorter week with constant wages (i.e., rise in wages rate per hour), as this is the only form the discussion is taking, and is likely to take in a time of recovery, in Australia, and it is also the form the discussion has taken at the
International Labour Office in recent years. At the same time, it may be noted that during the depression in Italy, Germany and (in Australia) Queensland applied the principle of a shorter week, with proportionately reduced wages, while the United States of America went even further, shortening the week and increasing wages as part of a policy of monetary expansion.

At bottom, the demand for a shorter working week with constant wages is only one form of a more general claim by the workers to participate progressively in social progress. Granted the justice of that aspiration, only two questions remain: First, whether the time is ripe for bringing into operation the further limitation of hours; and if so, secondly, whether the institution of this change will bring about the desired result. The consensus of opinion amongst economists appears to be that recovery is sufficiently under way to permit industry to increase the share of labour, but there is not much unanimity on the point as to whether the reduction could be introduced with advantage over the whole of industry. There is little doubt that shortening the working week, with a prospect of increasing total employment and thus absorbing the unemployed more quickly into the economy, is preferable to the two most canvassed alternatives—the grant of increased wages, or paid holidays to those workers already in employment.

It is not possible definitely to predicate that a general shortening of working hours will increase costs in all industries any more than it is possible to state, as a universal proposition, that costs will be generally reduced by this means. In some cases labour costs will be increased; in other cases the resulting increase in the proportion of overheads and costs in relation to each unit of production will cause a reaction and consequent displacement because this is the natural way in which employers may be expected to act when the standard of profits is lowered. In other cases again, given certain demand conditions, where the cost per unit of production is lessened the natural tendency will be to create more room for employment.

But the chief difficulty seems to lie in the tendency to regard all industry as though its several components were distinct instead of part of the one structure, and as though the requisite number of workers was, so to speak, standing by, only waiting to be absorbed in the various industries. This is not so. Whilst, no doubt, room for further absorption would be created in some industries, displacement would take place in others, and who is to say that one would compensate the other, or that the consequent displacement of workers in some industries and the resultant direction of these displaced workers into other industries for which they are not suited would not of itself create a further measure of unemployment? It is difficult to decide between the enthusiastic zeal of the International Labour Office (see the Report of the Director for 1937) and the less hopeful attitude of the economists; but with the prospects of rising costs in some directions the most favourable conditions for introducing the reduction would appear to be—firstly, when industry is on the up-grade and capital is more easily encouraged to new ventures, and fresh demands for new services are stimulated, and when employers generally will, despite rising wages costs, tend to fill orders if their profits are high; secondly, if the reform is accomplished gradually; thirdly, if discrimination between industries is practised, for monopoly industries and industries with relatively small labour costs, especially where more than one shift may be worked, can accept the reform more easily than others. Here, however, agreement ends. It is argued on the one hand that the shorter working week with constant wages, representing in itself increased labour costs, would lessen profits and check recovery, or at best force employers to resort to further mechanisation or reorganisation in order to decrease labour costs; so that fewer rather than more might be employed.

A review of the whole position strengthens the conviction that the Arbitration Court has the machinery for making proper inquiry and determining whether in any particular case reduction is justified. There may be certain industries where the Court, after inquiry, would come to the conclusion that a reduction would be advantageous but for the risk of interstate competition gaining an advantage. To meet these cases I recommend that the States immediately co-operate in the appointment of a tribunal to investigate the matter, and that, where, on investigation, it is shown that any type of industry in the Commonwealth is suitable for the change the States undertake to introduce legislation into their respective parliaments to give effect to the shorter working week. It would, however, have to be a principle of the legislation of each State that it would not come into effect until all States had ratified a convention adopting the reduced working hours.

My recommendations in this matter are:

1. That the State co-operate with the Commonwealth and the other States of the Federation in the appointment of a commission to inquire into what industries could accept the 40-hour week.
2. That legislation be passed empowering the Government by proclamation to declare a 40-hour week applicable in any industry or industries which the commission finds is able economically to accept it; but that the proclamation should not be made until such time as the other States have ratified a convention adopting the principle.

SYNOPSIS.

1. (1) Raising
2. (2) The problem
3. (3) The reconstruction

At the present time there is nothing in the present system of education, at least in respect of the standard of education in other countries, that can be said which looks any basis for the extension of such education as to provide a basis for a very wide and difficult adjustment of the possible age...

It is noteworthy that in the case of the New South Wales, or of any State, only, on the agreement of the agreement of the agreement... It is of course necessary, whatever the industry may be, to have any class affected by the new industry... It is not an easy matter, or in any ease, to bring... Nor is it the working life very easy to bring... In working life... The case of Klein, M.A., on the other hand, is just one case of... It is even worse that there were only 2,700 appearances...
(11) RAISING THE SCHOOL LEAVING AGE.

SYNOPSIS.

(1) Raising the school leaving age discussed .......... Hx.

(2) The practical aspect as applied to the State .......... Hx.

(3) Recommendations ........................................ Hx.

At the present time the law compels attendance at an elementary school until 14 years of age. There is nothing to compel a child to remain at school if he or she does not attain a specified standard of education. A good deal of evidence was put before me to justify the raising of the school leaving age. It was pointed out that the United States of America is the foremost country in the world in this respect and that recently Great Britain had raised the school leaving age to 15 years.

In considering the question I have to consider not only the educational effect but the economic repercussions if the proposal were put into effect. I also have to consider the present and potential condition of the State in relation to trade and commerce. It is, of course, useful to see what has been done in other countries but one must also weigh the cost, together with the details of the suggested reform, and see whether it is worth while in the present stage of the State's economic development.

It may be said that, broadly speaking, the raising of the school leaving age is justified on two grounds. Firstly, from a social point of view and, secondly, from an economic point of view. It is said that to extend school life would enable the educational system to train more thoroughly and less hurriedly for a vocation and citizenship that young persons would not be thrown into industry where difficult adjustments are demanded of them at what is medically and psychologically the worst possible age.

It is necessary to remove a misconception as to the industrial effect of raising the school leaving age. It has been stated (and indeed it was stated in evidence) that the effect of raising the school leaving age, say, from 14 to 15 years would be merely to keep a certain section out of industry for one year only, on the argument that in the following year all those who were kept back by reason of the advancement of the age for an extra year would be competitors for employment in industry. With this I do not agree. It is obvious if young persons between the ages of 14 and 15 years be precluded from entering industry the total store of persons available is reduced by that class and although it is true that the result in the first year may be most pronounced by reason of the sudden withdrawal of the whole of the class affected it is nevertheless a fact that in subsequent years the class of young persons seeking entry into industry must be reduced by reason of the limitation of the class. In effect, the working life of the community is reduced by one year.

Nor is this all that can be said for the effect of such a change. With the consequent shorter working life the working population becomes more mobile and there is a consequent facility of transfer into new avenues of employment. The adoption of means to facilitate the transfer is of vital importance, and elsewhere in this report I have pointed out that all educational and economic authorities must pay attention to the necessity of making adequate provision to facilitate this mobility because as time goes on technological unemployment and other forms of unemployment due to various changes in the industrial structure will present increasingly serious and pressing problems.

It is admitted that the change would involve a reorganisation of the specifically juvenile occupations and that there might be fewer jobs available at higher wages demanded by the older youths and, furthermore, that education would necessarily have to adjust itself to the change. It is pointed out, however, that the education given to youths aged 14 plus who are not destined for professions and commerce need not be conventional. In Germany and the United States, for instance, training for farm work and other forms of vocational training is given. It is said against the case for the raising of the school leaving age that parents would have the obligation put on them of maintaining their children at school for an extra year and that, as a necessary corollary of the reform, some kind of child endowment should be instituted which would provide the necessary funds for the parent to maintain the child for the additional period during which the child remains at school, or alternatively, that the basic wage which is calculated on the basis of what it takes a man to keep his family in reasonable comfort would have to be raised to meet the altered position.

The case for the raising of the school leaving age was put forward in more detail by Mr. J. A. Klein, M.A., lately Director of Education in this State. The case was based on a report made by Mr. Klein on statistics up to 1935, but there has been no violent change since then to require further data for a consideration of the subject.

It is estimated that during 1935 some 2,915 pupils left school between the ages of 14 and 15 and that there were 2,706 between these ages who still remained on the rolls at the end of the year. This 2,706 apparently went on to higher education.
Mr. Klein in giving his evidence stressed the fact that this change, if it should be brought about, should be brought about gradually. He considered that the first step should be towards raising the school leaving age to 15 years and that it should later be extended to the age of 16 years.

Mr. Klein quoted figures from statistics to show that the year 1930 was a peak year in regard to the number of births, which is set down at 9,200. Since that year a decline is recorded which is fairly steep during the first two years of the following four-year period and more gradual during the last two. The figures are:

<table>
<thead>
<tr>
<th>Year</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1931</td>
<td>8,549</td>
</tr>
<tr>
<td>1932</td>
<td>7,966</td>
</tr>
<tr>
<td>1933</td>
<td>7,874</td>
</tr>
<tr>
<td>1934</td>
<td>7,501</td>
</tr>
</tbody>
</table>

This, on the face of it, represents apparently a decreasing demand for accommodation in the teaching staff in the primary departments of the education system. It follows that a certain amount of the accommodation and existing equipment could be used for the teaching of those youths who would be kept back. The scheme as outlined would entail two new schools in the metropolitan area; one a general central school south of the river and a school with a technical bias in or near the city. So far as the country areas were concerned it was thought that no trouble would be experienced except in the larger country towns, that is Katanning and Narrogin, where there is no district high school.

Worked out in terms of money the cost was put down at about £40,000 for building and approximately £8,000 a year for five additional head teachers and 50 extra assistants for whom it was thought it would be necessary to provide.

Mr. Klein stressed the point that the additional schooling should be devoted to general cultural education. I now propose to examine the suggestion that the increased educational training given to this class of leaver (14 years) should be on a general cultural basis. My experience is (and I do not think it can be disputed) that the great number of youths who leave school at the age of 14 years and who drift into industry in its semi-skilled or unskilled branches are quite unsuited to imbibe a cultural education. It is no use endeavouring to force into their minds a mass of detail concerning history, geography and literature and if the extra year's schooling is to be employed for this purpose I think it will be a waste of time. I do, however, think that if the school-leaving age is raised, say, by one year, the additional year could be employed by concentrating on instruction in the three Rs and by taking an opportunity to give that class of pupil (if do not think it would take very much trouble to pick him out) who is temperamentally unsuited to receiving instruction in cultural subjects some instruction of a junior technical nature. This instruction should commence at the age of twelve plus. The technical instruction thus given would serve as a means for testing any particular adaptability of the youth for trade work. If that were done I think the extra year would be well spent.

As regards other children between 14 and 15 years of age they are well catered for. And as they generally go on to higher education there is no need to employ any special remedies to enforce their compulsory attendance at school for an extra year.

The Young Nationalists League and the General Secretary of the Australian Labour Party joined in the general endorsement of the proposal that it was advisable to raise the school-leaving age, but from the industrial point of view both pointed out what is quite obviously the case that unless a similar reform is carried out in other parts of the Commonwealth we might be placed at a distinct disadvantage as compared with the other States.

I consider that the time has arrived when the State should endeavour to conclude an agreement with the other States to introduce legislation to raise the school-leaving age to 15 years.

**Part-time Instruction.**

Several of the witnesses pointed out that there were in force in other parts of the world such as Germany and Great Britain laws which made it compulsory for all young workers in industry between the ages of 15 and 18 years to attend for part-time instruction at a recognised centre. Mr. Klein put forward this latter proposition as an alternative to the former course of straight-out raising of the school-leaving age. In Great Britain besides having raised the school-leaving age to 15 years in 1936 certain reforms were instituted commencing in 1918 which were mentioned to me by more than one witness. Here again, whilst it is interesting to know what other countries are doing, it is as well to bear in mind what our present condition is as compared with the conditions of those countries.

In England in 1918 the condition of unemployed youth became so bad that a special fund known as the Local Mayor's Fund was raised in London by public subscription for the purpose of providing donations for youths who were prepared to attend training centres during the period of their unemployment. This system of aid continued for some time. It ceased for a few years but was re-established when the position again became acute, the central authority at that stage bearing 75 per cent. of the cost of instruction and later the Government assured the whole of the responsibility. Later again the Government's responsibility was reduced to 75 per cent. of the expenditure. Attendance at these classes of instruction was not compulsory but non-attendance entailed loss of benefits under the scheme.
In 1930 the Unemployment Insurance Act made it obligatory for the local education authorities to provide instruction centres and pay 25 per cent. of the cost of the instruction of these youths. Previously unemployment insurance benefit in England did not apply to youths under 18 years of age but under the provisions of the last-mentioned Act youths were admitted to insurance at the age of 16 years and the Act made provision for the attendance at training centres of unemployed youths between the ages of 16 and 18 years. The penalty for non-attendance by unemployed youths at these centres was the loss of insurance benefits.

In 1934 the Unemployment Insurance Act was further amended to permit the minimum age of entry for insurance to coincide with the school-leaving age which was then 14 years. This age was raised in 1936 to 15 years.

The present law in England obliges all youths to remain at school until the age of 15 years and the remainder of the provisions are aimed at encouraging a youth to remain by providing that certain credits are earned in the unemployment insurance relief scheme if the youth stays at school. The new Act treats these young persons as having been in employment if they voluntarily remain at school. Attendance at training centres is required from all youths between 15 and 18 years of age who have not been in employment or who have lost their employment. Youths between 15 and 16 years are entitled to receive the insurance benefit only if their parents are unemployed and those between 16 and 18 years receive benefits provided they attend the training centres.

It is unnecessary for me to repeat here what I have already said in discussing the education question generally. I do not agree that the adoption of the English system of part-time instruction for youths would be of any great advantage in Western Australia. I would rather a voluntary scheme of instruction based on the efforts of some industrial officer who should go out amongst the young workers and stimulate interest in continued instruction.

I now sum up my recommendations:

(1) That the State should endeavour to conclude an agreement with the other States of the Federation to introduce legislation to raise the school leaving age to 15 years.

(2) That a classification of students be made at the age of, say, 12 years, and that those students who do not show any aptitude for cultural education should be given instruction in the rudiments of education—reading, writing and arithmetic—together with instruction of a junior technical nature.

(12) THE INCIDENCE OF AWARDS AND INDUSTRIAL CONDITIONS IN RELATION TO UNEMPLOYMENT.

It has often been said that the system of industrial arbitration as it exists in Australia is the cause, or one of the major causes, of unemployment. Often a worker seeking employment is told that he would be given employment but for some provision in the award and he is told to “go and see the union about it.” The award is made the sole reason for the worker’s not being able to obtain employment: but the true reason is more deep-seated.

In every State which I visited (with the exception of Victoria, and possibly of Tasmania) it was said—and there is no doubt as to the truth of the allegation—that there was a large displacement of labour between the ages of 18-19 and 21 years of age, owing to the increase in wages which was generally brought about by awards covering these particular ages. The greatest tendency for displacement is at the ages of 18 to 19, and it exists in a lesser degree at the age of 21.

I have made some mention of Victoria where it is said the “scatter” of juvenile labour does not take place at the ages of 19 to 21 on account of the Wages Board determinations shading off the attainment of adult wage until 23 years of age, but I notice from the report of the Boys’ Employment Movement of May, 1937, that even in that State some of the members of the executive of the movement express the opinion that industrial conditions militate against the employment of youth. Therefore it behoves me to examine the truth or fallacy of the contention that the industrial system in Australia conduces to unemployment.

In other parts of the world, particularly in Great Britain, there is no system of industrial arbitration but the principle of collective bargaining stands behind the enforcement of reasonable wages and conditions for the workers. As far back as 1776 Adam Smith remarked in “The Wealth of Nations” as follows:

Masters are always and everywhere in a sort of tacit, but constant and uniform, combination not to raise the wages of labour above their actual rate. To violate this combination is everywhere a most unpopular action and a sort of reproach to the master among his neighbours and clasp. We seldom indeed hear of this combination because it is the usual and, one may say, the common state of things which no one ever hears of. Masters also sometimes enter into particular combinations to sink the wages of labour even below this rate. These are always conducted with the utmost silence and secrecy.
till the moment of execution, and when the workmen yield, as they sometimes do, without resistance, though severely felt by them, they are never heard of by other people. Such combinations, however, are frequently resisted by a contrary defensive combination of the workmen, who sometimes too, without any provocation of this kind, combine of their own accord to raise the price of their labour. Their annual increases are sometimes the high price which their masters make by their work; but whether their combinations be offensive or defensive they are always abundantly heard of. In order to bring the point to a speedy decision they have always recourse to the lowest clamour, and sometimes to the most shocking violation and outrage.

This statement is as true to-day as when it was written, and where there is no system of arbitrary determination of wages and conditions there is generally this monopolistic tendency on either side. In Great Britain, the level of wages was maintained at a correspondingly higher figure than in Australia, where, in the depression, the various arbitration tribunals made drastic cuts in wages such as prior to the depression could hardly have been imagined. In other parts of the world where no industrial codes exist and where labour is either unorganised or left to collective bargaining, the same problem in the same age group is emphasised, and even more so than in Australia.

The tendency to displacement of juvenile labour at these ages is most marked in what one might term the distributive sections of industry. In giving his evidence the union representative said that there were at least 45 per cent. of juniors engaged in this branch of industry, and if this is so—and I have no reason to doubt the statement—it cannot be said that there are unduly restrictive provisions preventing youth from finding employment in this calling. Here we have youths employed in great numbers, and what do we find? As soon as they reach an age when they become entitled to better pay they are forced into the labour market, generally at an age when their adaptability is becoming blunted.

I made some inquiry from the large distributing firms in the city and, while employers generally deny that the displacement is deliberately done with the idea of cutting down costs, there is no doubt that it is a fact that, in some firms at least, displacement does take place on a large scale. Some of the firms say that there is an elimination of those who are least fitted for the industry. This may be so. It may be true that, having a large number of youths to choose from, in a market which is over-supplied, the firms are able to select the best, and in a world of commerce which lives by keen competition nobody can blame the employers for what they do. However, I am not concerned with motives but with the effect or fact in issue. In some of the larger establishments where business is of a more exclusive nature there is an absence of this type of displacement, due, I am inclined to think, to better selection in the first place and to less stress of competition. The trouble is most acute in the large stores with a big turnover, whose trade is more subject to sudden fluctuations in demand. Contrary to what might be the common belief, I found that in the chain stores there was not much displacement of this nature.

The tin canister-making industry, which forms a branch of the sheet metal working trade, was cited to me as an instance where the unrestricted employment of juvenile labour was anything but an advantage. Junior workers are employed in many instances to the exclusion of adult workers who number in all 12 out of 103 workers in the industry. The following figures which were quoted give some idea of how, in the stress of competition, juvenile labour will be employed to the exclusion of adult labour.

The 103 workers in the industry are made up as follows:
- 49 juniors under 16 years receiving per week £3 3s. 6d.
- 14 juniors 16 to 17 years receiving per week £1 3s. 1d.
- 14 juniors 17 to 18 years receiving per week £1 2s. 3d.
- 3 juniors 18 to 19 years receiving per week £2 3s. 10d.
- 4 juniors 19 to 20 years receiving per week £2 10s. 3d.
- 7 juniors 20 to 21 years receiving per week £3 10s. 1d.
- 12 adults receiving per week £4 6s. 9d.

Total — 91 juniors, 12 adults.

In very few cases do the boys have any chance of promotion. It is said that only one company employing boys on this type of work gives these employees a chance of advancement. Here then we have the extreme—a case of no limitation at all being applied in the industry so far as juvenile labour is concerned, and there is not the slightest doubt that the fullest advantage has been taken of the position. It is an instance of history repeating itself. The Webbs, in the 1911 edition of their "Industrial Democracy" (page 482), show the parlous state into which industrial conditions fell in England by reason of young boys displacing their elder brothers, and even displacing their fathers. There is more than a trace of bitterness in the criticism levelled by the workers against this evil, although I must say that in the course of the evidence tendered to me I detected rather a dispassionate note. It was said by one witness, speaking on behalf of the working class generally, that after all the result was only what one might expect in the existing order of the private employment of capital. If one employer takes advantage of conditions which enable him to employ labour at cheaper rates, then it is safe to say that unless his competitors follow suit and adopt the same methods they will very likely to go to the wall, so it amounts at bottom to a matter of self preservation. Most industrial codes contain some provision to the effect that any attempt made to evade the incidence of an award by dismissal of employees or by any action detrimental to the interests of employees is punishable, but a moment's reflection will show that the application of this doctrine to the matter now under consideration borders on the impracticable.

In New South Wales a novel suggestion was made that the arbitration tribunals might further limit ratios in the several age groups of juvenile labour. This, in my opinion, would be no remedy. Any suggestion for the reduction of wages, and there are many suggestions of this nature, is also useless, and
I think one can dismiss with scant consideration any suggestion for the further increasing of the ratio of junior labour to adult labour in those industries where junior labour is displaced in the way I have mentioned. It all comes down to a question of a limited number of jobs being available for a number of persons which is much greater than the number of individual jobs.

Instances such as these emphasise more and more the fact that the sooner we get down to a better basis of gauging the absorptive capacity of industry and of directing youths into those channels where work of a permanent character can be, if not guaranteed, at least anticipated with some measure of assurance, the better for all. If any legislation is needed it is needed to keep youths out of those types of employment where there is little to look forward to but the industrial scrap-heap at an early age. In dealing with the subject of education I have remarked on the advisability of rounding up these juniors and endeavours to get them to realise in a proper measure the necessity of fitting themselves for some other avocation before it is too late.

My finding in regard to this matter is that there is no evidence to support the contention that the incidence of awards and conditions in industry has any effect in regard to unemployment.

(13) MALE AND FEMALE EMPLOYMENT.

The employment of women in commerce and industry is by no means a modern development, although there is a large body of opinion which inclines to the belief that women have gradually moved into avocations which were generally regarded as the prerogative of the male.

The entry of women into the labour market in large numbers may be one cause of unemployment amongst men, by reason of the fact that difference is made in the quantum of wages paid to men and to women for similar classes of work, and where this state of affairs exists there is an encouragement to employ women where possible, and a lead is also given to technical changes in industry which will permit of this employment.

In spite of the general impression to the contrary, there has not been a world-wide invasion of the labour market by women in the twentieth century. Indeed from 1900 to 1921 the proportion of women employed actually fell by 2.6 per cent. although it is thought likely that the proportion of women has risen since 1921. But whatever the increase has been it has not been very great. What has really happened is that women have tended to move from the traditional occupations of women to occupations enjoying better conditions, or to positions called into being by technological progress and structural changes in industry. In agriculture it used to be quite common for women to be employed, and in domestic service there was no dearth of available labour amongst women, but each of these avocations shows a diminishing proportion of females in recent years, while the lighter industries, commerce, the civil service and the professions reveal the opposite trend.

On the whole, trends in Australia accord with movements elsewhere. From 1921 to 1933 the proportion of females to the total breadwinners employed in Australia rose from 20 per cent. to nearly 25 per cent. In manufacture both males and females increased by about 15 per cent. Women gained relatively to men in transport and communication, in commerce and finance, and in personal and domestic service, while in public administration and the professions the number of men declined by about 4 per cent. but the women increased by over 26 per cent.

Various suggestions have been made for the restriction of the employment of women in the labour market. Some suggestions made are, that women should be restricted on a definite quota basis, or that they should be totally prohibited from entering profitable employment in certain sections of commerce and industry. These are only shifts, which to my mind represent frenzied attempts to do something in the matter without giving proper study to the true causes of the situation. Why should it be thought that women must not engage in profitable employment in commerce and industry? If the proposition is accepted wholeheartedly, then it is difficult to see why a state of affairs has been censured for so many centuries of the industrial life of Great Britain and other countries of the world. The view which I have formulated—I do not say that my view is to be taken generally and applied to every single case of female employment—is that women are in the main employed in avocations to which they are particularly adapted. In some industries—in a manufacturing process, perhaps—a lighter touch is required, or a more dextrous operation of some machine is necessary and it will be found that for the most part women preponderate. This was the view expressed to me by many leading manufacturing firms. Whilst in South Australia, I had occasion to discuss this subject with Mr. Hankin, the Public Service Commissioner, and he instanced cases where men had from choice left positions and the same positions had to be filled by female labour. I may cite the case of machinists working on adding and computing machines. This type of work is of a tedious and monotonous nature, and is essentially sedentary, and it was found that women would not stick to the uninteresting and, after a while, mechanical process of working a machine, especially as that particular line of work offers little or no prospect of advancement. To-day these jobs may be taken by men if they care to do them. Any position in the civil service which entails shorthand and typewriting or the working of a machine can be
applied for by a male. There is no prohibition of male labour in these lines. The fact is that males generally show no inclination to take up these classes of work. In the teaching profession, too, this is the case. The Department has difficulty in obtaining men teachers. Yet here is a profession in which discrimination in wages for a similar class of work is actively practised to the extent that on average the male receives approximately one-fourth more than the female.

It is all very well to talk lightly of making a clean sweep of women in commerce and industry, but we are apt to lose sight of the fact that a good many of these women have their own family obligations. Generally speaking it may, I think, be taken for granted that it is necessity rather than choice which leads women to seek employment.

It is pointed out in Professor Walker’s book “Unemployment Policy,” (page 130), that in Australia “the only deliberate action to exclude women from employment was the dismissal of married women from the State teaching service (New South Wales). Although the recruitment of temporary women clerks in the Public Service of New South Wales has ceased, this is an economic measure rather than an unemployment policy.”

The Bank Officials Award (No. 21 of 1931) contains a provision which, I consider, does not mean very much. Paragraph (e) of clause 1 reads:

Female clerks, other than typists, engaged on or before the 1st day of September, 1929, may be paid the rates prescribed for female typists, but any female clerks other than typists engaged after the 1st day of September, 1929, are to be paid the rates prescribed for male clerks. Where, however, female clerks are employed on such work as typing, shorthand, indexing, sorting, filing, recording branch returns, current account of shares, cash books or slips, personal or dealing with branch returns or the working of any mechanical appliances, they may be paid the rates prescribed for female typists.

It will be noticed that the paragraph virtually reserves to the employer the right to employ female labour at female labour rates on those classes of work on which it is customary for females to be employed.

One suggested remedy is equal pay for the sexes, but this has become somewhat of a loosely used slogan, and there is a great deal of confusion of thought as to what it means and as to its operation. I subscribe to the principle that it is wrong to make discrimination in rates of pay where a woman is doing work equal in volume and importance to work done by a man. If the work performed by the man merits a higher sum of money by way of remuneration, then the woman is entitled to get the same payment for her services, but the question is—is the man overpaid, or is the woman underpaid? In some cases in order to arrive at a true value of the work performed it might be necessary to lower the wages of the man to the standard of the woman, while in other cases no doubt the wages of the woman would have to be raised to the same level as the wages of the man. I am not convinced that the principle of equal pay for equal work would bring about the result which its protagonists predict.

In October, 1937, in New South Wales, an award (shop assistants) was made by the Industrial Commission, to the effect that male rates should be paid to all employees selling certain goods, and that in other departments females might be employed exclusively. Male rates were to be paid to assistants employed in any shop in the sale of groceries (with some few exceptions), men’s clothing, women’s clothing, hardware (except kitchen or household hardware), furniture, carpets and linoleum, manchester (other than fancy linen, napery and towels), mercury, men’s hats, ladies’ hats, men’s footwear, women’s footwear, sports goods, saddlery and trade grinders, wireless sets and equipment, motor vehicles and motor vehicle accessories and bicycles and bicycle accessories. In the grocery departments female shop assistants engaged in selling biscuits, cakes or confectionery may be paid lower wages than male assistants, provided they are employed exclusively in such work.

The award in this report, refers to the above cases:

I propose:
1. Section 3.
2. Section 4.
3. Section 5.

The labour force in the state is probably inadequate to meet the demand for work. The figures given in the Balance Sheet show what is happening.

The employment of women in commerce and industry is a cause for congratulation. The following are the principal reasons for the increase in the number of women engaged in commerce and industry:

1. That there has been no great increase in the employment of women in commerce and industry.
2. That it is not desirable that any restriction should be put upon the employment of women in commerce and industry other than such restriction as may arise from matters of health and hygiene.
3. That those avocations generally followed by women are those most suited to their adaptability, either from the delicate movements required in the particular process in which they are engaged or from the point of view of temperament required to perform the task.
(14) LABOUR EXCHANGES.

The labour exchanges are important institutions in most advanced countries. They act as clearing houses for labour and exercise an important influence in conjunction to the mobility of the labour force.

The proper function of the exchange is to promote employment and to register all persons unemployed and in search of work, and, by recording also the names of employers requiring labour services, to put the worker into suitable employment.

The State Labour Bureau (W.A.) has operated for many years.

The activities of the State Bureau are in the main confined to Perth. The function of the Bureau is to act as agent in the distribution of employment. For the most part unskilled labour is engaged through the Bureau. The office administration is divided into two sections, male employment which is centralised at the head office in Marquis Street, West Perth, and female employment which is centralised at Pier Street, Perth. There are country offices but with the exception of Narrogin and Kalgoorlie there is not much activity at these offices. Records of all applications are dealt with at Head Office. The office advances both rail and shipping fares to workers who are not sufficiently financial to pay their own fares. In some cases assistance is advanced where the applicant has no engagement but satisfies the office that he has good prospects on reaching his destination and is not likely to become a burden on the local community. In every case the recipient of an advance must sign an agreement to refund the amount within a reasonable time. The women's branch is conducted in Pier Street, Perth, and is controlled by a female officer. There is also a further branch's women's bureau at Fremantle.

All other organised activity in this direction is in the hands of private employment brokers, who carry on business by license issued under the Employment Brokers Act, 1909. These brokers are required to keep certain records, to exhibit in their offices a statement of all fees charged by them, and to make out such charges as are specified in the table of fees; to make out a transcript of every engagement brought about by them and to deliver a copy to each party on demand. The broker is not supposed to charge the employee a fee unless a fee of the same amount is charged to the employer; but it is said that this rule is often disregarded and whereas a fee is collected from the employee, the fee payable by the employer, by a collusive arrangement, is merely charged up against the employer who, in accordance with the collusive undertaking, does not pay. The spirit of the Act is that licenses are personal to the holder, but there is evidence of some doubling. The power of control conferred by the legislature on the administration is not effective. No returns are forwarded, nor statistics kept, and such records as the broker is obliged to keep are more with a view to preventing abuses and impositions on individual masters or servants than with the object of serving any general utilitarian purpose. There is nothing to show any details of recruitment, or to distinguish between the activities of these offices in finding employment for young persons on the one hand and adults on the other.

The labour exchange is an essential factor in the economic organisation which I have elsewhere in this report recommended should be set up. The question is, should this important function be left in any measure to private control.

I propose to consider the following questions:

1. Should private agencies be abolished?
2. Should the Government exchange charge fees?
3. What should be the general lines of organisation of a State system?

The labour exchanges should form an important link in the carrying out of a plan of vocational guidance and placement, and can also be availed of in the administration of any unemployment insurance scheme.

Mr. Bradshaw, the Chief Inspector of Factories, who gave evidence on the subject, advocated the abolition of the private registry office and the establishment of a system of State control. In 1905 a Bill to this effect was introduced into the State Parliament but failed to pass.


Each member who ratifies this convention shall establish a system of free public employment agencies under the control of a central authority. Committees which shall include representatives of employers and of workers shall be appointed to advise on matters concerning the carrying on of these agencies. Where both public and private free employment agencies exist, steps should be taken to co-ordinate the operations of such agencies on a national scale. The operations of the various national systems shall be co-ordinated by the International Labour Office in agreement with the countries concerned.

The following recommendations were also adopted:

(a) That the establishment of employment agencies for profit be prohibited.
(b) That such agencies as exist be brought under control and abolished as soon as possible.
Substantially the same recommendations were made at the General Conference at Geneva on the 8th June, 1933.

The ever-increasing importance of the aspect of employment as a matter of government concern is sufficient reason for the establishment of a system of State-controlled agencies giving free service to both parties. It might be argued that it would be unfair to wipe out those agencies which are now carrying on business. The private agencies should be more strictly controlled and made to furnish regular analyses of all transactions going through their offices. They should be prohibited from having anything to do with the placement of young persons, and the renewal of their licenses should be a matter entirely in the discretion of the Minister for Employment where the licensee has been convicted of two breaches of the law in connection with the conduct of his business. If the private employment agency services are controlled on this basis, the employer and the worker can then please themselves whether they will utilise the free public agency or the private agency.

I advocate the setting up of a central organisation by the Government in the City of Perth, with a large branch office at Fremantle and branches offices at all important centres in the State. The central organisation should absorb the Government Labour Bureau and the Boys' Employment League, but in the activities of the Bureau and its agencies the employment of youths should be kept separate and distinct from the employment of older persons. The placement of youths should be regarded as a matter intimately connected with the education system. The youth section of the exchange should be organised on such a basis that it is at all times in touch with the vocational guidance bureau in Perth and the primary, post-primary and secondary schools in the metropolitan area. In the country centres the formation of small representative committees (these could be the organised trade committees which I have recommended should exercise advisory powers in trade matters concerning apprentices and junior workers) is recommended, to work in conjunction with a teacher at each centre, who should be nominated by the Education Department. A prompt and regular flow of statistical information should be furnished by the country exchanges to the central organisation, which, in turn, should correlate the information and forward it to the statistical branch.

To a large extent existing organisation could be utilised for the new system. In country centres I think the various clerks of court and clerks of petty sessions are well suited to administer the country agencies. It should be observed that notification of unemployment must be made compulsory, otherwise a good deal of the statistical value of the system will be lost.

A summary of my recommendations and findings on this head is as follows:

(a) That a system of State controlled labour exchanges be instituted, with free service to both employer and employee.
(b) That the activities of the exchanges be divided into two distinct branches—
   (i) adult placement (persons over 25 years of age);  
   (ii) youth placement (persons under 25 years of age).
(c) That the Labour Bureau and the Boys' Employment League be absorbed in the new organisation.
(d) That in conjunction with youth placement the exchange work in conjunction with the vocational guidance bureau in the metropolis and with the trade committees and the Education Department in the country.
(e) That private, fee-charging agencies should be brought under more strict control and placed directly under the Minister for Labour, who should be given the power to renew and cancel licenses. That the fees chargeable by these agencies should be definitely fixed by law.
(f) That notification to the exchange of unemployment should be made compulsory.

(15) RURAL SETTLEMENT AND RURAL EMPLOYMENT.

Land Settlement.

As might have been expected, evidence was given generally emphasising the fact that this State is "a primary producing State" and that it is necessary to direct our energies to settling the land or stimulating rural employment. The question of more land settlement or additional intensity of settlement, and the question of placing persons in employment on the land, to a great extent go together, but notwithstanding that it may be unwise to encourage fresh agricultural settlement there is something to be said for supplying a demand for more employment in rural industries if, in fact, the demand exists.

With regard to the urge for further land settlement, it is regrettable that generalisations, mostly of a political nature, are apt to enter into these discussions without any real effort being made to face the realities of the situation. The following questions are pertinent to the issue:

1. What are the localities of the markets for our primary produce?
2. What is the trend as regards those markets?
3. What are the causes for any defined trends?
4. What indications are there for the future, paying due regard to the present market?
A reference to the statistical table in Appendix X. shows that of the total number of bread-winners in industry in the State the following were the percentages in rural industry on the census dates 1911, 1921, and 1931:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Census</td>
<td>Percentage</td>
</tr>
<tr>
<td>1911</td>
<td>15.9</td>
</tr>
<tr>
<td>1921</td>
<td>21.8</td>
</tr>
<tr>
<td>1931</td>
<td>21.3</td>
</tr>
</tbody>
</table>

These percentages, and a comparison of the aggregate numbers employed at the census dates, show a great increase in the numbers and proportion employed, while in the same period other States and countries show a decline in the proportion, if not in the numbers. The last ten years have seen stabilisation and bounties introduced to buttress up weak markets—weak in the sense that they were over-supplied, with a consequent forcing down of prices. Further, competition has to be faced from countries whose standards of living are lower than ours, and who produce at much less cost.

Production has entered largely for an overseas market, but in recent years Australian tariffs and embargoes have led many countries which were taking our products to restrict their importation and to embark on policies of economic nationalism.

Professor Giblin has advocated the establishment of sustenance farmers as a measure of providing employment, but this is a policy of despair. The prospect of creating a peasantry seems to indicate a positive impotence rather than to point the way to a solution.

What then is the prospect of extension of the market? None, according to indications.

An improved technique, which increases production, would tend to have this effect, but nowadays other countries are just as alive to improved methods as we are; but here it must be observed that even if overseas trade were not influenced, subdivision and closer settlement would receive an impetus from the use of improved methods. Although I sought in likely quarters for evidence which would support the inference that there was any prospect of improved methods materially affecting these industries, those who should be in a position to know were sceptical. The average yield for wheat per acre and the average clip head of sheep (including lambs) over the last 10 years does not indicate any tendency to increased efficiency of production. The following are the figures:

**WHEAT PRODUCTION.**

(Year ended last day of February.)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Production</th>
<th>Average Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Bushels</td>
<td>per Acre</td>
</tr>
<tr>
<td>1928</td>
<td>36,370,219</td>
<td>12.1</td>
</tr>
<tr>
<td>1929</td>
<td>35,799,040</td>
<td>10.1</td>
</tr>
<tr>
<td>1930</td>
<td>39,081,183</td>
<td>11.9</td>
</tr>
<tr>
<td>1931</td>
<td>35,504,149</td>
<td>13.5</td>
</tr>
<tr>
<td>1932</td>
<td>41,591,245</td>
<td>13.1</td>
</tr>
<tr>
<td>1933</td>
<td>41,701,366</td>
<td>12.3</td>
</tr>
<tr>
<td>1934</td>
<td>37,365,100</td>
<td>11.7</td>
</tr>
<tr>
<td>1935</td>
<td>39,985,000</td>
<td>9.8</td>
</tr>
<tr>
<td>1936</td>
<td>23,315,417</td>
<td>9.2</td>
</tr>
<tr>
<td>1937</td>
<td>23,549,000</td>
<td>8.4</td>
</tr>
<tr>
<td>1938</td>
<td>35,622,222</td>
<td>11.1</td>
</tr>
</tbody>
</table>
| Average (10 years) | 34,916,000 | 11.5 (Percentage based on receipts.)

**WOOL.**

Year | Total Sheep Shorn (including lambs) | Wool Clip (in lbs.) | Average per head (including lambs) |
<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>1927</td>
<td>8,381,393</td>
<td>62,782,013</td>
<td>7.5</td>
</tr>
<tr>
<td>1928</td>
<td>9,067,784</td>
<td>58,885,734</td>
<td>7.5</td>
</tr>
<tr>
<td>1929</td>
<td>9,516,239</td>
<td>67,166,720</td>
<td>7.1</td>
</tr>
<tr>
<td>1930</td>
<td>9,924,466</td>
<td>71,544,885</td>
<td>7.2</td>
</tr>
<tr>
<td>1931</td>
<td>10,191,794</td>
<td>71,614,145</td>
<td>7.0</td>
</tr>
<tr>
<td>1932</td>
<td>10,500,980</td>
<td>75,147,012</td>
<td>7.1</td>
</tr>
<tr>
<td>1933</td>
<td>10,420,310</td>
<td>78,424,200</td>
<td>7.5</td>
</tr>
<tr>
<td>1934</td>
<td>11,344,785</td>
<td>89,991,658</td>
<td>8.0</td>
</tr>
<tr>
<td>1935</td>
<td>11,464,536</td>
<td>85,766,700</td>
<td>7.5</td>
</tr>
<tr>
<td>1936</td>
<td>11,584,385</td>
<td>93,557,209</td>
<td>7.4</td>
</tr>
<tr>
<td>Average (10 years)</td>
<td>10,917,177</td>
<td>72,469,127</td>
<td>7.2</td>
</tr>
</tbody>
</table>

An increase in consumers' demand within the State, arising out of increased population or a rising income level, would justify an effort to extend or intensify rural settlement, but neither of these contingencies presents itself, either forcibly or faintly, now, as a likely happening in the future.

If there be any opportunity, I think it lies in new uses for primary produce which science and invention may discover, giving rise to new manufactures to serve the needs of our own people; but there again the indications are not sufficiently promising to justify action.

The chief opportunities seem to lie in the fostering of conditions under which the rural industries will be able to turn quickly to new lines of production within the compass of their existing resources. If, example need be stated, I think the development of the fat lamb export market and the export pig market afford illustrations.
The urge for further development is largely based on the assumption that we have large areas of land available for selection and settlement, but this is not so. The areas now available are limited and with the exception of a number of abandoned farms (some of which no doubt could be re-settled and worked profitably) there is not much further field for exploitation. If there is any warrant for encouragement of youth enterprise it is in the South-West, which I think is beginning to open up possibilities for small farms with diversified agricultural activity, but if I am right and the possibilities are there it will not be long before capital flows in this direction and youth will have its chance of employment arising from the increasing flow.

I am prepared to recommend that the Government assist a limited number of youths in the acquisition of dairy farms, but only on the following conditions:

(a) That a youth can show to a competent committee that he is suited for the industry, and that he has worked in it for at least five years and has acquired the necessary knowledge and experience to work on his own account;

(b) That he has saved a reasonable sum of money of his own which he is prepared to put into the venture.

This no doubt will invite criticism, but I cannot support the principle of dumping boys on farms and leaving them to learn, to their own disappointment and at the Government’s expense in the way of continual spoonfeeding. I am not advocating that a youth should be able to provide in cash that margin of security which would be required by an associated bank, but such a sum as would be an earnest of his good faith in the proposition. Employment is not difficult to obtain and the experience necessary to be gained can be acquired by working in the right surroundings.

RURAL TRAINING—RURAL EMPLOYMENT.

Evidence of a general nature was put before me that there was a great scope for the employment of youth in agriculture. The extent of the demand is not easy to gauge and there is no available information, which could be procured, to give anything like an approximate estimate. But it is fairly safe to say that there is some demand for this type of labour.

There are some who advocate that youths should not be trained for the work unless there is an ultimate prospect of their becoming farmers themselves, but I do not agree. Someone has to do the labour. A different outlook will have to be cultivated towards farm labouring.

Granted that there is a demand which is not being met, every effort should be made to supply it. It is well known that city youths are reluctant to go into the country in search of work. This reluctance may be put down to a number of reasons: There are chiefly—the long hours; the seasonal nature of employment offering to many workers; the varying rates of wages paid for this type of labour, and the conditions under which farm labourers are called upon to live in the country.

In this connection it is interesting to trace the “labour” trend in the industry over the last decade:

From 1897 to 1930 there was great activity in agricultural development; labour was at a premium, wages were correspondingly high, and yet most farm labour was done by migrants or by farmers’ sons.

From 1930 there was a marked change. The depression forced farmers to curtail labour; only the minimum of improvements was made to the land; wages were generally about £1 per week and keep, and there is evidence that some farm labourers worked for keep only. During this period the field was mainly left to Australians.

By 1933 conditions had improved all round; there was evidence of a revival, but the bad seasons of 1934-35 caused a reaction; there was less labour wanted and the revival of mining, with its attractively high wages, caused a drift of labour to the goldfields.

In 1936 another bad season had its influence on labour; wages generally were low; labour was hard to find, but it was not wanted in any great degree.

Besides the drift to the goldfields there has been a drift to the timber mills following the revival of business in that industry, and a further drift to the city is noticeable. Even the sons and daughters of farmers are attracted to the cities and are often encouraged to go.

There will always be room for labour on the farm despite improvements in methods. If good labour is to be attracted the work will have to be put on a better basis than at present. The farm labourer cannot expect the same regular hours as the industrial worker in the city, but between seasons it should be possible to give him some relief in the hours worked. It will also have to be realised that a farm labourer who is worth his salt will need to have a fair range of knowledge. With this knowledge his value to the farmer increases and the farmer should be able to pay him better wages. In my opinion there should be a statutory code for this industry, and I recommend the organisation of labour on the following basis:

(a) The country labour exchanges should place farm workers, and with the assistance of an inspector supervise farm work and conditions.
We have large areas of land in the State which are not available for young persons. The only education available is that of the technical school, but the number of young persons is not large enough to justify the opening of a new technical school. We are therefore prepared to pay for the employment of youths in the country.

(b) Farm labourers should be granted certificates of proficiency by recognised schools, provision being made to protect and certify those who have been working in the industry already for two years, and who can show that they have attained the reasonable standard of proficiency.

c) More effort should be made to interest youths in this calling.

d) A scale of minimum wages and conditions should be prescribed by law for workers who are certified as proficient.

e) Farmers should be selected as suitable for the employment of labour, as bad farmers deter farm workers. Employment through the exchanges should be limited to these selected farmers.

FARM SCHOOLS.

Several farm schools have been established in this State with the idea of preparing boys for farm life and giving them a grounding in rural methods.

Tardaun Agricultural College was founded in 1927. It is situated in the dry area, being 307 miles north of Perth on the Midland line. The object of the school, which is conducted by the Christian Brothers, is to recruit orphan boys from the Clontarf Orphanage at about the age of 12 to 15 years and give them a training in agricultural methods sufficient to enable them to conduct farming operations or to accept work as farm labourers. No fees are charged. The boys live on the farm. The idea is to select and establish the most promising boys on their own farms. As regards the other boys, the Brothers place them in employment when they are ready, their wages ranging from 12s. 6d. to £2 10s. per week and keep. The school has initiated a system of instructing the boys in general educational subjects and putting them up for the Junior examination of the University—a policy to be commended. The Principal of the school (Brother Conlon) states that there is no lack of application for the boys when they have finished their training.

The Fairbridge Farm School, as is well known, was founded by the late Kingsley Fairbridge, who came from England in 1912 for the purpose of establishing a farm school for children of the Old Country, who are either orphans or the children of poor parents. Fairbridge's principle was that in order to make successful migrants, who would settle down to rural pursuits, it was advisable to bring children away from the home country at an early age and so settle them in a new country at a time when their minds had not yet become impressed with the environment of their native land. For the purpose of his scheme he founded a farm school near Pinjarra. This school, which accommodates both boys and girls, aims at cultural education of a primary and post-primary type and also at vocational instruction in farming methods for the boys and home science training for the girls. The record of the school is one of steady progress in the face of formidable obstacles. The majority of the boys at the farm who have completed their training have been placed out in farm work, and the girls for the most part have taken up domestic work. The farm is well equipped with buildings and since 1921 has been revenue producing. This school already receives a subsidy of 3s. 6d. per week per child under 14 years of age from the State Government and a further subsidy of 3s. 6d. per week per child and 5s. per week per child from the Commonwealth and Imperial Governments respectively. The State contribution is paid on the certificate of the Fairbridge authorities that it is costing them more than 15s. per week for each child in respect of whom the subsidy is paid.

The Ugly Men's farm at Wokalup was started a little over four years ago. It has a capitalisation of about £14,000, and has turned out approximately 250 boys who have found employment at wages ranging from 12s. 6d. to £1 per week per week. This farm serves for unemployed boys of poor parents. The object is to keep the boys on the farm for about three months and during this period to give them a grounding in dairying, including the care of cows and calves, milk separation, cleanliness and hygiene, caring for, feeding and tending pigs, vegetable growing, kitchen work, handling horses, machinery, etc. During the time the boys are at the school, according to the season, they learn something about shearing, lambing, lamb-marking, woolclassing, the construction of silos, haymaking, fertilising, top-dressing, etc.

The Werribee Boys' Home, which is conducted under the auspices of the Methodist Church, is situated near Werribee. It was founded in November, 1928, for the purpose of housing and training boys in farm pursuits. The boys' ages range from 10 to 14 years. In the first few years the Home took 15 to 20 boys annually but for the last few years the number has been 30 per year. The aim of the Home is to accommodate boys who, on prospects, appear to have less opportunity than the average boy (e.g. boys from poor homes) and destined for a trade. About half the number in the Home are State wards for whom the State pays 7s. per week per child to the age of 14 years. The boys attend the local Government school. Boys from 12 years of age have two afternoons per week off school duties to learn farm work and they receive further instruction in their spare time. The farm has poultry, sheep, and an orchard. A certain amount of hay is produced. The farm is conducted by a superintendent and an assistant and there is an expert advisory committee.

Since 1930, 26 boys have been trained in the Home and placed on farms. The executive reports that there is always a waiting list of farmers who desire to obtain the services of these boys. If at any time up to the age of 18 years a boy becomes unemployed he may return to the Home and work there until another situation is found for him.
The Home is supported by donations, by the State subsidy (already referred to) of 7s. per week for each State ward, and parents and guardians are charged 7s. per week for each boy placed there by them. The average annual cost per head per boy, based on a yearly average of 30 boys, is £30 7s. but this does not take into account girls in kind and voluntary services rendered to the Home.

On the whole I find that agricultural instruction is not well catered for in this State. The Muresk College and the Narrogin School of Agriculture can take a limited number of students only, and besides, the standard of instruction imparted at these centres is much beyond what is required in the majority of cases.

In another portion of this report I have stated that I consider that the curriculum of the country schools should be revised so that in the post-primary stages and in the high schools definite attention can be given to agricultural training.

Admittedly farm schools are expensive institutions to keep up and they appear to be more suitable for that type of lad who has been unfortunate enough to have been left an orphan and destitute. The worthy institutions I have mentioned have a difficult task in carrying on, and as they are doing vocational work of a useful nature and endeavouring to make some provision for a type of boy who is less able to help himself than more fortunate boys. I recommend that an allowance of 10s. per week be paid in respect of each destitute orphan boy maintained and trained by these schools until the boy reaches the age of 16 years, on condition that—

The methods of vocational training comply with requirements to be laid down by the Education Department, and the schools show that they are instructing the boys and keeping up a general educational standard satisfactory to the Department.

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(16) CONSIDERATION OF SOME SPECIAL AVOCATIONS IN WHICH IT WAS SUGGESTED THERE WAS AMPLE ROOM FOR ABSORPTION OF FURTHER LABOUR.

I now propose to consider some special avocations in which it was suggested that there was ample room for the absorption of further labour. They are as follow:

DOMESTIC LABOUR.

This type of labour with the women is as unpopular as is farm labour with the men. The reason that the women have drifted from this form of employment is principally that there are more attractive forms of employment now open to them which have arisen pursuant to technological progress. The field of domestic work covers a wide range and there is some evidence of exploitation, and just as much evidence on the part of the domestic workers of incapacity to do the work for which they are hired.

The women's point of view was represented by Miss Holman, M.I.A., and Misses Riceboth and Joyner, who advocated the proper training of girls in this work and suggested the organization of this class of labour by means of an award of the Court of Arbitration. At the present time, as is well known, the Court of Arbitration has no jurisdiction in regard to these workers, and on every occasion when a Bill has been put before Parliament to authorize the Court to deal with this calling Parliament has not passed the Bill. No doubt there is some apprehension that trade unionism will endanger itself into the home by means of inspectors calling to interview workers, although the last proposal brought before Parliament excluded powers of inspection in this particular case.

There is room for extension in domestic science instruction by the technical branch of the Education Department, and elsewhere in this report I have made a recommendation that increased facilities be given in this regard. In recruiting girls for these classes I consider that some attention should be paid to ascertaining whether the girl who is to receive instruction intends to take up this class of work. I realize of course that not all girls attend these classes for that purpose, but there should at any rate be a large percentage attending the classes with the idea of taking up the calling as a means of livelihood. But it is not much good leaving the matter at that. It is necessary to have an officer attached to the school who can make contact with suitable employers who can take these girls as they are trained. If it turns out that even with these aids the girls fail to take the employment offered, then I think the course might well be abandoned.

Evidence was given that in Denmark the domestic workers had organized and formed a union and that their status was recognized in that country to an extent far above the status of that type of labour in Australia. It is difficult to make a comparison without knowing something of Danish social life, and one cannot say definitely that over a course of years such a state of affairs could be brought about in
Australia. While the careful recruitment of girls with the necessary knowledge and the exercise of caution in the placing of girls in homes where they will at least receive good conditions and reasonable treatment are measures which must be kept in mind if any scheme of placement in this calling is to have any chance of success, I cannot see why the Court of Arbitration should not have jurisdiction to deal with these workers. Alternatively I am of the opinion that some code should be laid down by law to govern the conditions of labour of such workers. This code would provide for hours of labour, holidays, rates of pay, etc. My view is that it would raise the status of this work if some kind of certificate or diploma were issued from the Domestic Science School and the rate of pay were made dependent on the degree of proficiency attained by the worker in her studies.

MOTHERCRAFT NURSING.

Professor Fisher brought this subject forward as an instance of a new service for which there should be a demand in this State. He pointed out that there was almost a complete absence of this type of work in Western Australia, whereas in New Zealand employment of mothercraft nurses was quite common. Inquiries have shown that there are not more than two such nurses available in this State. Their function is to look after normal babies in the period immediately following birth, to train them in good habits of feeding, sleeping, etc., and to assist the mother in adjustment to the change of environment which the care of a young infant necessitates. These nurses may be employed in cases of emergency, when the mother is ill or is for any reason prevented from taking charge of the baby herself, or at periods when the parents are compelled to travel. Professor Fisher stated that in New Zealand their most useful and most valuable period of employment was for a fortnight or so after the mother’s return from the maternity hospital, quite irrespective of the presence of any abnormal conditions. In New Zealand these Karitane nurses are engaged quite commonly at the time when arrangements are made for encouragement, and the practice is common amongst persons of quite modest means. The fee charged is two guineas per week, which is half that payable to a fully trained nurse.

There may be openings for a few nurses of this type in this State but there is no evidence to satisfy me that there is likely to be any great scope for their employment. Professor Fisher said there were some scores employed in New Zealand, but on a proportionate basis there would not be room for many in Western Australia.

JUNIOR FARMERS’ CLUBS.

The junior farmer movement in this State was inaugurated at Harvey and it has spread to a number of other country towns. The movement is based on the principle of self-help, and its object is to engender in boys an interest in all things pertaining to farming.

Since its inception in 1934 the movement has directed its attention to evening lectures and to experimental work. These lectures are attended not only by youths who are working on farms but also by other youths. Membership is limited to youths between the ages of 14 and 21 years.

The Harvey club claims to have given members a comprehensive course in blacksmithing and saddlery, and also detailed courses in pasture and irrigation, stock judging, the care of stock and diseases of stock, and, further, to have organised experiments in regard to soil testing.

A large amount of voluntary help has been forthcoming and, generally, farmers have assisted their young workers to attend these lectures.

A case was put to the Commission for Government aid for the movement and, in terms of pounds, shillings and pence, the amount requested was £750 a year, which was estimated by Mr. A. E. Ball (the spokesman for the movement) to be sufficient to provide for the full-time salary and travelling expenses of an organiser. It was also suggested that the Railway Department might assist by granting concession fares to youths travelling to agricultural shows for the purpose of receiving some specialised instruction, especially in stock judging; and the further suggestions were made that the Agricultural Department should assist with seed, and that some provision should be made for a club house at Harvey.

This movement is well spoken of and has been favourably commented on by the Director of Education in his annual report (see report for 1937).

Whilst I think the Government should do everything possible to foster this movement, I cannot see my way clear to recommend that any monetary grant should be made. If the Government once conceded to that request, then I think it would be incumbent on the Government, as custodian of the public purse, to see that the money was properly spent. This would mean that the Government would have the responsibility of planning the syllabus and ensuring that suitable instruction was given and that a proper number of youths received that instruction. I have already recommended, in dealing with the subject of Education, that increased educational facilities in agricultural science and agricultural methods should be given by the State as part of its educational policy.

I understand that some voluntary assistance is already given to junior farmers’ clubs in the shape of lectures by Government experts and to this extent I think the Government should endeavour to see that the assistance is continued.
SUGGESTED APPRENTICESHIP OF ENGINE CLEANERS.

The West Australian Locomotive Engine Drivers, Firemen and Cleaners’ Union put forward a case in support of the contention that there was room for the absorption of approximately one hundred youths as cleaners in the locomotive section of the Railway Department.

It is the practice of the Commissioner of Railways to advance cleaners first to positions as firemen and later to positions as engine-drivers, provided they pass the necessary examinations and the prescribed tests. Complaint was made of the long hours and overtime which were being worked by engine-drivers and it was said that this could be obviated by the employment of further cleaners, who could ultimately qualify, in the way suggested, as engine-drivers.

The approximate cost of employing the 100 cleaners proposed was stated to be £15,000 per annum. The overtime at present being worked by the engine-drivers represents 68,432 hours at an approximate cost of £13,100.

The case was not answered by the Commissioner of Railways and I have not had an opportunity of making full investigation, but the principal question for determination is whether the overtime worked by the engine-drivers is reasonably preventable. If it be, then I consider there would be a case for the employment of additional cleaners, but I have no information to assist me in coming to a conclusion. Matters such as this should be referred to, and decided by, a trade committee in the industry. If the proposal is simply put forward as a means of providing further employment, without there being a reasonable chance of its very considerably reducing overtime, then the proposition cannot be supported.

It was suggested that there should be an “apprenticeship to the footplate” so that cleaners would gain a proper working knowledge of engine-driving. Here again, if the system I have recommended in connection with apprenticeship is established, the question of whether apprenticeship is necessary or desirable in this particular type of calling will be determined by the Apprenticeship Executive with the advice and assistance of the trade committee concerned.

ORDER TAILORING.

Mr. Baron Frieze, President of the Master Tailors’ Association and a tailor of many years’ experience, gave evidence on behalf of the order tailoring industry. Mr. Frieze contended that there was room in this industry for the absorption of large numbers of boys and girls as skilled hands. He considered that if certain alterations were made in the industrial laws, openings would present themselves within a few years.

It appears that in the order tailoring award provision is made for the employment of apprentices, and juniors are not allowed; whereas under the ready-made clothing award juniors may be employed as well as apprentices—although the evidence given by Mr. Frieze was that no apprentices were employed in the ready-made clothing industry.

There is evidence in the order tailoring industry of mass production in the manufacture of certain portions of garments. A perusal of the order tailoring award shows that for adult workers there is a schedule of rates for certain allotted tasks, which are described in the award; there are the various tasks which go to make up the complete garment. Some tailors follow the practice of hand-tailoring (that is to say, cutting and sewing) a certain portion of the garment, and using machines to cut out and sew other portions. It is not easy for the purchaser, in these days, to distinguish the difference between what is, in the true conception of the term, a tailor-made suit and a suit on which the tailor has worked but which has been largely fashioned by the aid of machinery. Mr. Frieze complained that some tailors were selling garments as “tailor-made,” or under trade descriptions which would lead the purchaser to believe that he was getting a tailor-made suit or garment, when in fact a large part of the garment had been fashioned by machinery. The extent to which this practice exists is hard to gauge because there was no evidence on the point, although the decline of the genuine tailor and the large quantity of cheap suits available would lead one to believe that there is substance in Mr. Frieze’s contention. It was stated by the witness that suits were also turned out almost entirely by machinery in factories catering for the ready-made industry and that these suits were also sold under trade names calculated to mislead the purchaser into believing that they were tailor-made. It has already been pointed out that in factories juniors are employed and there is practically no employment of apprentices. This factory clothing, coming into competition with the order tailoring, has done a good deal of damage to the latter and much of the competition suffered by the order tailoring industry has been through competition from Eastern States factories.

No one will deny that the purchaser should be unrestricted in his choice between the tailor-made and the ready-made article, but there should be nothing which is calculated to mislead the purchaser, either expressly or impliedly. Mr. Frieze’s proposition, therefore, comes down to this, that he asks that a law be put into effect so that the vendor must make it clear to the purchaser whether he is buying a tailor-made suit or garment in the true sense of the term, or whether the suit or garment has been produced by factory methods. I have no doubt that if some members of the public knew they were buying a garment which was largely machine-made they would not buy it but would insist on a tailor-made garment.
Where a factory holds out that a suit is tailor-made when in fact it is not, then a prosecution could be instituted under the existing laws, but it is always difficult to sheet home cases of this nature and it would be much better, if anything is to be done, to lay it down definitely that where a suit is in fact tailor-made there should be a sign or mark attached in a convenient place on the garment to the effect that it is made according to the tasks described in the schedule of rates in the order tailoring award. The public then would soon get to know this mark as a badge of a genuine tailor-made suit, and prosecution should follow in any case where the mark was wrongly attached or where any description was used calculated to mislead a purchaser into the belief that he was getting a tailor-made article when he was not. In my opinion there is already the legal means available for achieving this objective. The Trade Descriptions and False Advertisements Act, 1936, provides (section 5) that no person shall sell any goods of the nature or description set out in the schedule to that Act, unless there is conspicuously applied thereto in such manner as may be prescribed the full name and the complete address of the manufacturer and a trade description of the goods, containing such details as may be prescribed. The Act makes provision for the raising of the necessity to affix the name and address of the manufacturer where it is impracticable or inconvenient to do so, so that the prescribed trade description may relate merely to the characteristics of the goods themselves. The schedule to the Act includes clothing and materials for clothing made wholly or mainly of wool, and provision is made in the Act for the inclusion by regulation of other classes of goods in addition to those already specified. It follows, therefore, that it could be prescribed that tailor-made clothing should be marked in a certain manner and that the regulations could also provide that it should be an offence to mark other than tailor-made clothing in such a way as to mislead the purchaser. If this were done, that section of the public which is now buying ready-made clothing in the belief that it is tailor-made would, on learning the true facts, resort to buying genuine tailor-made clothing and this would result in the employment of further apprentices in the skilled section of the industry; but I do not think that the section which is being misled is nearly as great as Mr. Friese believes. However, if insistence on the legal label results in the employment of more apprentices, whether they be few or great in numbers, then some good will have been achieved.

I therefore recommend—

That the provisions of the Trade Descriptions and False Advertisements Act, 1936, be applied in the prescribing of a regulation to specify the type of description to be used in connection with tailor-made clothing, and that it should be made an offence for any person to use that description in connection with clothing which is other than tailor-made in the strict sense of the term.

STONEMASONRY.

This is one of those crafts, the passing of which is to be deplored. The President of the Stone Masons' Union gave an interesting account of the decline of this industry. A glance at the figures in Appendix No. XV. will show how the apprentice registrations in this industry have fallen off. When there is any demand for this class of artisan he has generally to be imported either from the Old Country or the other States of the Commonwealth. The fact is that concrete construction has displaced stone by reason both of its cheapness and the speed of erection. The witness spoke about the superior classes of stone available for quarrying in this State, and in particular eulogised the familiar Donnybrook freestone. He considered that some incentive might be given to the use of stone, and especially Donnybrook freestone, if the Government granted some concessions. At present the Government charges 9s. per ton royalty on the stone; the railway freight from Donnybrook to Perth amounts to 12s. 3d. per ton; cartage from the quarries at Donnybrook to the siding amounts to another 5s. 3d. per ton and unloading at the siding entails a further 1s. 9d. per ton, with an added cost of cartage of 2s. 6d. per ton. With other charges the cost is brought up to £3 10s. per ton delivered on the site. The witness suggested that the Government might be prepared to waive some portion of the royalty and to grant a further concession on the freight rate. The freight rate is already a cut-rate and, although I should like to see this craft assisted, I am afraid that the reduction of the royalty and the freight charges would not do anything material towards attaining the end desired.
PART II.

THE LAW (INCLUDING THE HISTORY AND DEVELOPMENT OF THE LAW) RELATING TO APPRENTICES IN WESTERN AUSTRALIA.

SYNOPSIS.

(1) The law (including the history and development of the law) in Western Australia: A short historical survey

Apprenticeship at common law

Apprenticeship under the State Arbitration system

(2) The effect of awards made by the Commonwealth Court of Conciliation and Arbitration

Examination and Criticism of the Apprenticeship System

Recommendations

(3) Indenture apprenticeship as compared with trainee apprenticeship

Findings

(6) Building Trades

Apprenticeships

The builders' labourer

Findings

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lxxiv–lxxvi

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lxxviii–lxxxv

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xxxix–lxxxix

xlvii, xlviii

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el.

In dealing with this subject I have confined myself to a discussion of the law in outline and to stressing those points which are of importance, bearing in mind modern developments and general criticisms of the system. It would be going beyond the necessity of the case to enter into a comprehensive treatment of the subject, which may be found in a standard work such as "Austin—On the Law Relating to Apprentices." A consideration of the development of the law will be an advantage, as the Common Law of England is still an important factor in the whole body of apprenticeship law and its doctrines are often applicable to cases which arise.

The laws relating to apprentices in Western Australia have their origin in the English Common Law as amended by statute. The contract of apprenticeship may be defined as a contract whereby one person, termed the master, undertakes to teach another, termed the apprentice (who is generally a minor) some craft or trade, and the apprentice binds himself to the master and undertakes to serve him in his craft or trade for a fixed period. However, the term is often loosely applied to persons who are merely learners or improvers and who are not bound by any definite obligations to their employers.

In the earliest times no wages were payable to the apprentice; in return for his training the apprentice, in later years of his apprenticeship, was generally able to render service to his master which compensated the latter for the instruction and other obligations undertaken by him.

In early times (14th to 17th century) the tie between master and apprentice was close indeed. The master stood to all intents and purposes in loco parentis. The apprentice generally dwelt in his master's house, and his master was obliged to care for him in sickness, to clothe him and to look after his spiritual welfare by seeing that he attended divine worship. The master also had the power of chastising his apprentice moderately.

The English common law early recognised the validity of a contract of apprenticeship entered into between a master and an employer on the principle that such a contract was beneficial to the infant and the courts would hold the obligation binding on the infant provided that it contained no obligations which were unduly onerous so far as the apprentice was concerned.

The influence of the craft gilds on industrial conditions at the beginning of England's industrial development was very marked. The gilds consisted of associations of masters carrying on some common trade or calling. Their influence, conformably to the conditions of the time in which they flourished, was of a local or municipal character. They became a powerful force. They were able to enforce rules regarding the compulsory training of apprentices, including the period of training, the number of apprentices who could be taken by any one master, and to insist on a system of registration; and to protect their industries from competition besides ensuring employment to artisans trained through their system. The gilds also exercised an important influence in preventing the exploitation of child labour and developed a set of regulations designed to prevent the incursion of juvenile labour into the sphere of adult activity.
An apprentice on acquiring a knowledge of the craft received the freedom of the gild, which entitled him to follow his trade. If a person proved before examining authorities appointed by the gild that he had the necessary skill and experience, he could also acquire the freedom of the gild.

The term of apprenticeship insisted on by the gilds was generally seven years, and the minimum age for apprenticeship was fourteen years.

The gilds became a source of power, and came to exercise monopolistic rights which were out of keeping with the national industrial outlook which developed in England in the 17th century. The adoption of mechanical devices and the commencement of specialisation in industry were the factors which eventually destroyed their influence.

Although the common law laid down no hard and fast rules as to the period of apprenticeship or the obligations of the parties, as already explained these were generally well defined in the craft or calling in which the apprentice was bound.

Mention has been made of the close tie involved in the older conception of apprenticeship, but this to-day has almost entirely disappeared in practice, as the result of the mechanisation of industry and changed methods. Thus, in modern times we have apprentices bound to the Building Trades' Apprenticeship Board, and the bulk of apprentices in other trades and crafts, although bound to individual employers, receive their practical instruction from craftsmen employed by their employers.

By the end of the 17th century the system had begun to shed its "domestic" characteristics. It was not uncommon to find the master no longer bound to supply food, lodging, clothing or medical attendance; the apprentice began to receive pocket money and then wages; premium apprenticeships became common, and apprenticeship on the outdoor system was definitely instituted.

The Statute of Artificers 1563 (5 Eliz. cap 4) was passed as a national measure to consolidate the various local rules of the realm of England relating to apprenticeship. It provided that apprenticeship should extend to seven years at least, the term not to expire before the apprentice attained the age of twenty-four years; that no person except those already lawfully engaged therein should exercise a craft unless he had been apprenticed in the prescribed manner; and that a master might have three apprentices to one journeyman; for every apprentice above three one other journeyman had to be employed. Both masters and servants were made subject to the jurisdiction of courts of petty sessions in cases of breaches of the Act. But the enactment laid any statutory machinery for its enforcement. The courts placed a very rigid interpretation on its provisions. The craft gilds endeavoured to police the statute but failed. The introduction of machinery and the change from "home" manufacturing to the workshop or factory served to intensify the difficulties of enforcement.

That portion of the Act which made the indenture system compulsory and specified the qualifications of masters for taking apprentices and the conditions under which they could take apprentices was repealed in 1814 by the Apprentices Act, but the latter Act expressly continued the disciplinary powers of the justices.

The partial repeal of the Act of 1563 did not mean the abolition of the apprenticeship system, which was firmly implanted. It survived. The generally recognised form of training in those trades demanding a higher degree of skill even in processes which had become highly mechanised was still apprenticeship. Apprenticeship endured as the general rule in those crafts which still continued either wholly or substantially as the exercise of skilled manual process requiring lengthy and continuous training. While the respective basic obligations—on the part of the master to teach, and on the part of the apprentice to serve—still remained, the contract had lost many of its incidents.

In point of time, we now arrive at a period when this State—then a colony—was founded in 1829. On the foundation of the colony the first colonists brought with them the whole of the common law and statutory law of England which was applicable to the situation and condition of the colony. (Blackstone 1 Comm. 15th Ed. (1809) p. 167). This, as we have seen, was no more than the common law provisions, as the Statute of Artificers had been repealed in 1814.

The first legislation concerning apprenticeship in Western Australia was in 1842, when an Act was passed by the then Legislative Council "to regulate the apprenticeship and otherwise provide for the guardianship and control of a certain class of juvenile immigrants." Although the operation of this Act is now exhausted it is interesting to note that it made provision for the apprenticing of these juvenile immigrants by an official styled the "Guardian of Government Juvenile Immigrants." Apprenticeship under this Act was effected by means of a deed executed by the Guardian and the master in statutory form; the apprentice did not execute the deed. In one respect the provisions of this Act were peculiar, because at common law a minor cannot be apprenticed by his guardian without his consent, but doubtless these juvenile immigrants all desired to become apprenticed. The Guardian was given the general superintendence over the moral, religious and technical instruction, and the health, comfort and general treatment of the apprentices, and for that purpose the Guardian was granted the right of access to all reasonable times to see and converse with any apprentice apprenticed under the Act (see 7). Provision was made for disciplining the apprentices and for enforcing the obligations of defaulting masters. The statutory form of deed provided that the master would teach the apprentice his craft to the best of his
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THE PROVISIONS OF THE STATUTE

The provisions of the statute provide that apprenticeships shall be cancelled if the terms of the indenture are not fulfilled. The indenture must be signed by the master and the apprentice and must be registered with the appropriate authority. The indenture must also specify the terms of the apprenticeship, including the period of the indenture, the work to be performed, and the wages to be paid. The indenture must also specify the conditions under which the indenture may be cancelled, including failure to perform the terms of the indenture or failure to fulfill the obligations of the indenture. The indenture must also provide for the registration of the indenture with the appropriate authority. The indenture must also specify the conditions under which the indenture may be cancelled, including failure to perform the terms of the indenture or failure to fulfill the obligations of the indenture. The indenture must also provide for the registration of the indenture with the appropriate authority. The indenture must also specify the conditions under which the indenture may be cancelled, including failure to perform the terms of the indenture or failure to fulfill the obligations of the indenture. The indenture must also provide for the registration of the indenture with the appropriate authority.
form of indentures, which must contain provisions satisfactory to the Minister for the proper keeping, maintaining, clothing and (where necessary) educating of such child, and for the due payment of such wages as may be payable thereunder (secs. 53-54). Under section 55 of the Native Administration Act, 1905-1936, similar powers are exercisable by the governing authority of a native institution in respect of any native child sent to the institution, and the same Act empowers the Governor to prescribe the conditions on which these native children may be apprenticed. (Sec. 68 (f).)

A corporate body may take an apprentice.

The common law fixes no limit to the number of apprentices which a master may take.

Form of Contract.

An agreement for apprenticeship for a period not exceeding one year is binding without a written agreement, but by the operation of the Statute of Frauds, if the period is for any longer term than a year that agreement must be in writing, otherwise it is unenforceable. Apart from this requirement the common law provided no special form of contract on which the validity of the relationship was made to depend, but apprenticeship under indenture was by far the most common type of apprenticeship because of the special solemnity, and some special advantages, attaching to that form, and on account of opinions held as to the uncertainty of some of the English statutory provisions on the subject.

This general requirement was abolished on the repeal of the Statute of Artificers in 1814.

Certain other Acts, such as 5 Eliz. cap. 5 and 43 Eliz. cap. 2, required the use of indentures in other cases, but the Apprentices Act, 1814 (Eng.) provided that contracts of apprenticeship would be valid effectual if in the form of indentures, deeds or agreements in writing.

OPERATION OF THE CONTRACT.

Custom.

A question sometimes arises as to how far local or general customs of an industry are imported into the terms and conditions of a contract. Where the contract is in writing no trade usage will affect its provisions unless the custom is reasonable and is so certain and notorious in the industry that all parties must be considered as tacitly implying it in the conditions of the contract. (R. v. Stoke-on-Trent, 5 Q.B., 393.)

Master's Exclusive Right to Apprentice's Services.

A master has the exclusive right to his apprentice's services and may obtain damages against any person who entices the apprentice away or who keeps the apprentice out of his service, but the courts have tended to prevent the apprentice serving another person, or another person from employing the apprentice. The law went so far as to establish that the earnings of an errant apprentice belonged to his master. On the other hand, the apprentice is not obliged to go outside his covenant to serve and learn, by assisting his master in matters beyond the scope of such service, such as acting in an menial capacity. (Austin on The Law Relating to Apprentices. p. 59.)

Obligation to Teach.

Where there is an unqualified agreement to teach an apprentice a trade the apprentice must be taught the whole and not merely a part of the trade, but in practice the employer usually protects himself by qualifying his obligation so that he is bound to teach the trade only "so far as carried on by the employer." However, the master is not bound personally to communicate the instruction in the craft to the apprentice.

Hours of Work.

Where the agreement does not contain provisions specifying the hours of work, the apprentice is required to work the hours customary in the trade and such reasonable overtime as is required. Nor is he entitled to receive additional wages for overtime unless the agreement makes provision; but the Factories and Shops Act, 1920-1937, definitely lays down certain limits of overtime which may be worked by juniors. Temporary sickness or accident incapacitating the apprentice does not relieve the employer from his obligations under the contract, but permanent illness or incapacity excuses performance.

Wages.

Subject to any express conditions of the apprenticeship contract, an apprentice is entitled to receive the whole of his wages during sickness. The apprentice is entitled to demand the whole of his wages without deduction, even where he has caused damage or injury to his master's property, but where necessary has been supplied to the apprentice it is competent for the master to deduct the cost from the apprentice's wages.

The Personal Tie.

Where a master has contracted to teach his apprentice or cause him to be instructed, and also to provide the apprentice with the necessities of life and the master becomes ill so as to be unable to teach his apprentice or carry on his business, that does not entitle the master to determine the contract. His obligation, however, would be sufficiently complied with if he found another master in the same business
capable of teaching the apprentice and willing to take him. However, the consent of the apprentice to serve the new master would of course be necessary to the transfer. If the apprentice refused to consent to a transfer in these circumstances and sued his master for breach of contract the master could plead the apprentice's refusal.

Place of Training.

As a general rule in the case of "outdoor" apprenticeships, where the contract makes no express stipulation, the apprentice can demand to receive his training at the place where the residence or home of the master of the business is carried on. An apprentice cannot be sent or taken out of the State unless by the very nature of the contract or industry (e.g. merchant marine) the circumstances require it. However, where the contract is an "open" contract and the master removers his place of business to some place not remotely situated from the original place of instruction an outdoor apprentice will be bound to go to the place of removal for his instruction. In the case of an "indoor" apprentice, however, the rule is wider. The master may take an indoor apprentice to any part of the State if the removal is for business purposes and does not put the apprentice to needless trouble and expense and does not interfere with the object of the contract or his instruction in the trade, and if it is not against the express or implied understanding of the parties or the nature of the contract imports it (Austin, p. 64).

The Effect of a "Rationing" Clause at Common Law.

At common law a provision in an indenture stipulating for the suspension or standing down of an apprentice when work is not available must be looked at on the general principle that an apprenticeship contract to be binding must be for the minor's benefit and the question whether the presence of prejudicial clauses renders the agreement unenforceable depends on whether they outweigh the general benefit. There is no fixed rule of law determining the conditions under which a clause providing for the suspension of an apprentice during periods of slack trade would render an apprenticeship agreement invalid. Each case must be treated on its merits, but the considerations likely to affect a determination are illustrated in the case of Bell v. Sir W. G. Armstrong, Whitworth & Co. (Unreported).

In that case the plaintiff had been suspended on alternate weeks without wages on account of shortage of work. The decision turned on the actual terms of the indenture, which contained a clause providing that the firm would, provided they carried on business during the period, to the best of their knowledge, power and ability teach and instruct the apprentice or cause him to be taught and instructed during the period in the trade or occupation of fitter and turner as carried on by the employer and as the capacity of the apprentice would permit, and that, inter alia, the apprentice would be paid wages at a specified rate per week of 58 hours, the rate increasing each year of apprenticeship. Circumstances of trade arose which necessitated placing the apprentice on half-time, the apprentice being "stood off" on alternate calendar weeks. For the defendants it was contended that the agreement meant that if the apprentice worked for less than the full week the amount of his wages should be proportionately less. The court, however, held that the rates (other than the bonuses specified) were minimum rates and were payable in full notwithstanding that the apprentice might be on short time or even suspended for a whole week. Sargent, J., said:

As regards the plaintiff's claim to his full rate of wages under the indenture, I am clearly in his favour. When one considers the object of the indenture and the fact that both parties to it are binding themselves for a period of five years, the one to employ and teach the apprentices and the other to serve the employer, it is in my judgment impossible to read into the indenture or its schedule such a modification of the employer's prima facie liability as would enable him to employ the apprentice for shorter hours and at a proportionately reduced wage. It is quite unnecessary to mention or negative any such obvious absurdity as that the apprentice's wage, trifling in itself and obviously bargained for with a view to his interim maintenance, should be reduced indefinitely for any period during which the employer should think fit to shorten the actual hours of work. A power in the employer so as to reduce the apprentice's hours of work and wage might in my view go far towards rendering the indenture unenforceable against the apprentice.

The plaintiff's claim for damages for loss of tuition during the suspension, however, failed, the court finding that as the firm were bound to teach the apprentice the trade or occupation of fitter and turner only in so far as it was carried on by then they were entitled to act as they had done in putting him on short time.

Corporal punishment of apprentice.

Reference has already been made to the power of the master to chastise moderately the apprentice, but if the master exceeds the bounds of moderation and causes the apprentice reasonably to fear for his safety the apprentice will be justified in leaving his service. The power of the master to chastise the apprentice moderately has been imported into the statute law (Criminal Code, S. 257).

Neglect of apprentice.

The criminal law provided that a master might be indicted at common law if he neglected to comply with any legal liability to provide food, clothing, lodging or medical aid for an apprentice so that the health of the apprentice should have been seriously affected. The same principle is now embodied in the Criminal Code of 1913 (s. 264).
Absence of apprentice from work on a military expedition or for defence.

The great war revived some important considerations relating to military service and military enlistment of apprentices. At common law if an apprentice enlisted without the consent of his master that entitled the master to determine the contract. Section 134 of the Defence Act 1903-1932 as amended provides that an employer may not prevent or attempt to prevent an employee who is serving or liable to serve in the cado or citizen forces from rendering the service required of him, or attending military training. An employer is liable to pay a youth who is a senior cadet during the period he is absent for training, unless the absence is necessitated by reason of the cadet's being in default or under detention. Section 135A of the Defence Act 1903-1932 provides that an employer shall not prevent an employee from rendering the personal service required of him after enlistment in the defence forces or in time of war and shall not in any way penalise or prejudice in his employment an employee for rendering such service or for voluntarily enlisting or attempting to enlist in the forces or raised for active service either within or without the limits of the Commonwealth, either by reducing his wages or dismissing him from his employment or in any other way. It is also provided that the rendering of personal service or enlistment referred to in the section is not to terminate a contract of employment but the contract shall be suspended during the absence of the employee for the purposes mentioned. However, the section provides that the employer is not to be liable to pay an employee for any time when he is absent from the employment for the purposes mentioned in this section.

Section 40A of the Defence Act 1903-1932 provides that:

In time of war any person who is employed under articles of apprenticeship may notwithstanding any provision of or obligation under the articles enlist in the military forces, and any person who so enlists shall not be liable during the period of his service in the forces, and until a reasonable period thereinafter, to be claimed for service under the articles.

Any person employed under articles of apprenticeship who has in time of war enlisted in the military forces shall upon discharge from the military service be entitled to a discharge from his employment under the articles of apprenticeship and the period served by him after discharge shall be deemed to be a continuance of the period served by him prior to his enlistment.

If any master, upon the application of the apprentice who is entitled under the last preceding subsection to resume his employment, refuses to re-employ him, the master is liable to a penalty not exceeding £50.

In view, however, of the fact that some authorities do not regard the contract of apprenticeship as a contract of service as between master and servant there is perhaps some doubt whether section 134 of the Defence Act 1903-1932 applies to apprentices and that doubt is reinforced by the special provisions of section 40A of the same Act, which was inserted in 1918 and which applies specifically to apprentices.

Most of the same provisions are contained in the Apprentices Act 1918 (State Act No. 12 of 1918). This Act suspends the operation of contracts of apprenticeship during any period of enlistment for active service and six months thereafter, and provides for the renewal of the contract by the apprentice on his return from active service.

Discipline of the apprentice.

If an apprentice (who is a minor) serving under a good agreement of apprenticeship fails to observe his part of the contract he cannot be sued for breach of the covenant where, however, a parent or guardian has become a party to the agreement and has bound himself by covenant to answer for the infant, a breach of covenant by the infant will render the parent or guardian liable to be sued.

An apprentice cannot be dismissed for misconduct, but if his misconduct is such as to make it unsafe for the employer to keep him (as where the apprentice is an habitual thief) and as to make it impossible for the employer to perform his part of the agreement (as where the apprentice absconds and remains away) this would be good defence to the employer in an action on the covenant. An apprentice may by covenant give the employer a right to dismiss him for misconduct. Where the master has no contractual right to dismiss the apprentice for misconduct his remedy is in damages for breach of covenant.

It is important to note here the difference between the contract of service in the general sense and the contract of apprenticeship. If a servant refuses to obey the lawful orders of his master the master may summarily dismiss him, but the apprentice cannot be dealt with in this way, although he may be punished.

To sum up, an apprentice has to be a very "bad boy" before his master can summarily turn him away, and a master may have to put up with a great deal of annoyance before he can justify termination of the relationship. In any case, the failure of the master to have a properly drawn document specifying his right to terminate the contract on account of misbehaviour of the apprentice is a great inconvenience.

Assignment of Indentures.

The common law permits the assignment of the indenture to another master with the apprentice's consent and provided that the assignment is to a master competent to teach the apprentice the trade the assignment is recognised as valid.
Section 58 of the Child Welfare Act 1907-1927 provides for the assignment of indentures of State wards with the consent of the Minister or with the consent of the governing authority having jurisdiction in the matter.

Termination of contract.

The agreement is terminated by the death of the master, and unless the agreement expressly provides otherwise the apprentice is not bound to serve the executors, and the latter are not liable to the apprentice, nor can the apprentice recover any premium or part thereof which may have been paid for his apprenticeship.

Where an apprentice is bound to a partnership, the dissolution of the partnership puts an end to the apprenticeship unless the contract makes special provision, or implicitly stipulates, for its continuance in that event. Where the apprenticeship is determined by dissolution, the apprentice may sue for breach of covenant, although his recoverable damages may be reduced to a nominal sum if a continuing partner is capable and willing to take over the contract.

The winding up of a company determines the apprenticeship of any apprentice bound to the company. The bankruptcy of the master does not, however, determine the apprenticeship unless the contract so provides. The Bankruptcy Act 1924-1932 (Federal), section 57, provides that on the making of a sequestration order the apprentice is entitled to give notice in writing to the receiver or trustee and determine the relationship. Where a premium has been paid for an apprenticeship the trustee has power to refund the whole or any portion of the premium which the trustee considers reasonable. The trustee is also empowered to assign the contract at the request of the apprentice or of any person acting on his behalf.

Section 6 of the Child Welfare Act, 1907-1927 provides that if the foster parent of any ward shall become unable to maintain and employ the child or shall be about to remove from the State the secretary of the Child Welfare Department or the governing authority having jurisdiction in the matter may on application by or on behalf of the foster parent or child make an order releasing and discharging the foster parent and the child respectively from the indenture of apprenticeship or agreement and from any covenant and agreement therein contained or thereby implied.

An apprentice on attaining his majority may either repudiate or ratify the agreement. If he repudiates it he is no longer bound, but his repudiation does not discharge his sureties; if with knowledge of the terms of the agreement he continues to work in the agreed manner, ratification will be implied.

The relationship may be determined by mutual consent even where the apprentice is still under age. All the parties to the original contract should join in the cancellation, and it is advisable to endorse the cancellation on the deed or agreement of apprenticeship, but there is no necessity to cancel a deed by a deed; the cancellation may be by ordinary written memorandum. Such a cancellation will be effective against a minor if it can be shown to operate for the minor’s benefit.

FORM OF APPRENTICESHIP.

Some mention should be made of the forms which an apprenticeship may take at common law. It has already been stated, in the strict conception of the term, “apprenticeship” covers only that contractual relationship under a deed or indenture whereby the master undertakes to teach the apprentice and the apprentice undertakes to serve the master in a particular trade or section of a trade. But the relationship in many cases substantially subsists under a written agreement, or it may subsist under an oral agreement; but where a statutory enactment requires “a formal apprenticeship” it will be taken that a deed or agreement in writing is required. (Kirby v. Taylor, 1910, 1 K.B. 529.)

(1) Apprenticeship under indenture or other written agreement.

There is little distinction to be drawn between these two forms of apprenticeship. In the case of an indenture or deed the law attaches a special solemnity to the form of the document, and its provisions are generally more elaborate than in other cases.

(2) Oral Agreements.

The systems of “upgrading,” “learnership” and “improvership” are not practised on a legal basis in this State, even outside those industries covered by industrial award or agreement, except in the case of a few awards and agreements, which are specified in the schedule of conditions applicable to junior workers under State and Federal awards and determinations (App. XVI.). For example, in the Metropolitan Bootmaking Industrial Agreement (No. 38/1926) provision is made for female “learners” and these learners are employed in a limited capacity. Again in the Metropolitan Ladies’ Hairdressing Industrial Agreement (No. 1 of 1937) provision is made for improvers, or rather one should say “learners” because these so-called improvers are junior learners leaving the trade. The two terms “learnership” and “improvership” are really distinct, although the latter term is often used to indicate a species of learnership whereas in its true conception it is used to cover the case of a qualified journeyman who is employed at a lower wage than the customary wage while he is getting more experience at the
APPRENTICESHIP UNDER THE STATE ARBITRATION SYSTEM.

The law of Western Australia to-day regarding apprenticeship consists for the most part of the common law provisions as altered or modified by a system of awards promulgated by the Court of Arbitration of Western Australia.

The earliest recorded official act of the Court in regard to apprentices was in 1907. I here quote from the evidence of Mr. W. Somerville, who was the workers' representative on the Court of Arbitration at the time:

"Par. 694.) The apprenticeship system of Western Australia may be said to have had its genesis in an award which the court made relative to the tailoring industry about 1907. The award is contained in volume 6 of the Arbitration Reports for 1907, and I should like to refer you to it and the judgments of the members of the court on pages 103 to 119 inclusive. A close examination of conditions in the tailoring industry revealed the fact that junior workers were not getting proper tuition and experience, although their parents were under the impression that they were working for the low wages which were being paid to them as a consideration for receiving this tuition and gaining the necessary experience. It was held by the court that the jurisdiction to make the award was given to the court by the definition of "industrial matters" in the Act of 1902. A long legal fight ensued in which this was challenged. In the meantime other cases in addition to the tailoring were providing the court with information as to the unsatisfactory conditions in other trades. In the case of Frieze v. Court of Arbitration (11 W.A.L.R., p. 38) it was finally decided that we had not the necessary jurisdiction and in 1909 a short Act of three clauses was passed giving the Arbitration Court the authority to do all things necessary in the regulation of apprenticeships. This was repeated in the Act of 1912 and again in 1925.

The provisions referred to by the witnesses consisted of an amendment of the term "industrial matters" as defined in the Industrial Arbitration Act, so as to include the following headings, namely:

all matters affecting or relating to—

(i) the persons who may take or become apprentices;
(ii) the number of apprentices that may be taken by any one employer;
(iii) The mode of binding apprentices;
(iv) the terms and conditions of apprenticeship;
(v) the registration of apprentices;
(vi) the examination of apprentices and the payment of examiners;
(vii) the rights, duties, and liabilities of the parties to any agreement of apprenticeship;
(viii) the assigning or turning over of apprentices;
(ix) the dissolution of apprenticeships; and
(x) any claim or dispute arising under any agreement of apprenticeship or relating to an alleged breach of such agreement, notwithstanding that any party to such agreement may have determined or have purported to determine the agreement.

(See sec. 4, Industrial Arbitration Act, 1912-1925.)

The same witness (Mr. Somerville) went on to say:—

For some years prior to 1925 attention had been given to the peculiarities of the building trades and it was felt that the great fluctuations in the amount of work that individual contractors had on hand required a modification of the five years contract. So in the Act of 1925 a provision was made for the appointment of an apprenticeship board to which all apprentices in the building trades are in the first instance apprenticed.

Besides containing special provisions in regard to the building trades the Act of 1925 further elaborated the statutory provisions of the Act relating to apprenticeships generally. These provisions are now contained in Part VIII, (secs. 125 to 128 inc.) of the Industrial Arbitration Act, 1912-1935, and are of such great importance that I here quote them in full:

INDUSTRIAL ARBITRATION ACT, 1912-1925,

Part VIII.—Apprentices.

125. (1.) The Governor may appoint a board of three members, to be called "the Apprenticeship Board," which shall be constituted as follows:—

(a) One member shall be nominated by the industrial unions of employers in the building trade;
(b) One member shall be nominated by the industrial unions of workers in the building trade;
(c) The third member shall be appointed chairman, and shall be a member of the Court of Arbitration.

(2.) No person shall be employed or become an apprentice in the building trade otherwise than as prescribed by this section and the regulations.

Penalty: One hundred pounds.
(5.

Whenever any person who is indentured as an apprentice to the Board shall have already served for some period as an apprentice to the building trade (including service with the parent of the apprentice), such service shall be taken into consideration in fixing the period of apprenticeship to the Board.

(4. Every such apprentice shall be indentured to the Apprenticeship Board in the prescribed form, and shall be placed from time to time with an employer under an agreement of apprenticeship between the Apprenticeship Board, the apprentice, and the employer, with power reserved to the Board to approve any agreement, and to transfer the apprenticeship from one employer to another.

Provided that the members of the said Board shall not be personally liable under this Act or under any agreement or indenture of apprenticeship entered into with the said Board, nor shall such members be liable to any action or proceeding at the instance of any apprentice or employer or other person joined in such agreement or indenture.

(5. The Governor may, on the recommendation of the Court, by regulation define the term "building trade" for the purposes of this section.

126. (1.) Every person desiring of becoming an apprentice shall be employed on probation for a period of three months to determine his fitness or otherwise for apprenticeship. In the event of his becoming an apprentice, such probationary period shall be counted as part of the term of apprenticeship.

(2.) No premium shall be paid to or accepted by an employer for taking an apprentice.

(3.) It shall be provided in every agreement of apprenticeship—

(a) that technical instruction of the apprentice, when available, shall be at the employer's expense, and shall be in the employer's time, except when such instruction is given after the ordinary working hours;

(b) that in the event of any apprentice, in the opinion of the examiners, not progressing satisfactorily, increased time for technical instruction shall be allowed at the employer's expense to enable such apprentice to reach the necessary standard.

(4.) Any employer who, when required by the Court, or by the Apprenticeship Board in the case of apprenticeships in the building trade, to enter into an agreement of apprenticeship, neglects or refuses to do so without reasonable cause shall be guilty of an offence.

Penalty: Fifty pounds.

(5.) This section applies to apprenticeship generally to any industry to which this Act relates.

(6.) So far as the Act to declare the law relating to masters and apprentices (37 Vict., No. 12) is inconsistent with the provisions of this Act, or of any industrial agreement or award, it shall be of no effect.

127. (1.) No apprentice shall be employed by an employer in an industry which is subject to an industrial agreement or award, otherwise than by an agreement in writing registered with the Clerk of the Court.

(2.) Application for the registration of an agreement for apprenticeship shall be made by the employer to the Clerk of the Court within fourteen days from the date of the agreement.

(3.) Subject to section one hundred and twenty-five, subsection (3.), service under an agreement of apprenticeship shall not commence until registration, unless an application for registration has been duly made within the prescribed time, in which case, on registration of the agreement, service thereunder shall be deemed to have commenced from the date of the agreement, or such other date (not being earlier than the date of the agreement, or such other time as may be mutually agreed between the industrial union of workers and the employers) as may be thereby fixed.

Provided that if it is proved to the satisfaction of the Court that by inadvertence, or from some cause for which there is sufficient excuse, an application for registration was not made within the prescribed time, the Court may permit the registration after the expiration of such time, but in such case the service shall date from the registration, unless the Court otherwise directs.

(4.) Except as provided by this section, every agreement of apprenticeship shall be subject to the provisions of any industrial agreement or award in force for the time being applicable to apprenticeship in the industry to which the agreement relates.

(5.) Notice of application for the registration of an agreement for apprenticeship shall be given by the Clerk of the Court to the industrial unions or associations of workers or employers in the industry, and any such union or association may, within a time to be fixed by a notice (not being less than fourteen days from the date thereof), give notice to the Clerk of the Court of his objection to the registration of the agreement, and the grounds thereof.

On receipt of such notice of objection the Clerk shall refer the matter to the Court, and shall notify all parties concerned of the time and place appointed for the hearing, and the Court may make such order for registration of agreement or otherwise as it thinks fit.

(6.) Except as provided in subsection (4) of section one hundred and twenty-five an apprentice shall not be transferred from one employer to another otherwise than by an agreement in writing registered by the Clerk of the Court. The provisions of subsection (5) of this section shall mutatis mutandis apply to the registration of any such transfer.

(7.) No apprentice employed under a registered agreement shall be discharged by the employer for alleged misconduct until the registration of the agreement of apprenticeship has been cancelled by order of the Court on the application of the employer.

(8.) If at the commencement of this section any employer in an industry to which this section applies is employing any person as an apprentice under an agreement that has not been registered with the Clerk of the Court, such employer shall forthwith apply for the registration of such agreement under this section, and service under such agreement shall be deemed not to have commenced until registration, unless on an application by the employer, or by or on behalf of the apprentice, the Court shall otherwise direct.

(9.) The breach or non-observance by an employer of any of the provisions of this section shall be an offence against this Act.

Penalty: Fifty pounds.
128. (1) The Court, with the approval of the Governor, may make regulations—
(a) prescribing the method in which apprentices shall be indentured and placed with employers,
and the terms and conditions of apprenticeship;
(b) prescribing the matters to be taught to apprentices, the methods, times, and conditions of
the instruction (if any) which shall be passed by them;
(c) for the training of apprentices in technical schools or otherwise;
(d) for the examination of apprentices, and the appointment and payment of examiners; and
(e) prescribing all such other matters relating to apprentices as may be deemed necessary or
desirable.

(2) The Governor may, on the recommendation of the Apprenticeship Board, by regulations
prescribe the wages to be paid to employers by apprentices employed in the building trade, when such
wages are not fixed by an industrial agreement or award, and by such regulations may impose a penalty
not exceeding twenty pounds for any breach thereof.

Provided that this section shall not operate in limitation of the powers of the Court in respect
to industrial matters.

It will be noted that by section 128 (1) quoted above the Court was given power, with the
approval of the Governor, to make regulations concerning various matters relating to apprenticeships.
Regulations were made by the Court, with the approval of the Governor, in 1926, being tabled on the
24th August, 1926, but on the 12th October, 1926, they were disallowed by the Legislative Council.

The Court then drew up a set of model apprenticeship conditions based on the regulations which
had been disallowed by Parliament, the idea being to incorporate these in industrial awards of the Court
relating to apprentices in any particular industry.

It will be seen, therefore, that in relation to modern apprenticeship under the laws of the State
the Court of Arbitration now plays a very important part.

Mr. Somerville stated in evidence in reference to the Court's standard conditions relating to
apprenticeship—

"(Par. 709, p. 39) "In case after case over a long period of years in which an award was
sought for the skilled trades the employers and workers have said 'We desire the court's standard
regulations applied to our trade.'"

These regulations or provisions are set out in full in Appendix XI. to this report, and with slight
modifications to meet the requirements of any particular industry they are embodied in every award
or agreement which makes provision for the employment of apprentices.

Building Trades Regulations.

Special regulations relating to the building trades cover the following:—

(a) Bricklaying (including tuckpointing).
(b) Stonemasonry (including all forms of stonecutting and fixing and monumental masonry).
(c) Plastering (including moulding but excluding cement and plaster sheet making and the
making of cement tabs, baths and cisterns).

The latest set of building trades apprentice regulations (promulgated on the 30th May, 1928) as
amended to date, is set out in Appendix XII. of this report.

Numerous awards made by the Court of Arbitration and many industrial agreements governing
or affecting apprentices have been registered under the provisions of the Act. A table showing the
salient provisions of these awards and agreements is appended in Appendix XIII.

Before proceeding to criticise the existing system I shall make some comments on some of the
outstanding features:—

Apprenticeship Boards and Advisory Committees.

Mention has already been made of the Building Trades Apprenticeship Board and of the powers
possessed by that Board (see Part V. of the Industrial Arbitration Act, 1912-1935, quoted above),
and of the fact that apprentices to the 'building trade' are bound to the Board. It is unnecessary
to repeat in full the powers conferred on the Board by this part of the Act. It may usefully be
pointed out, however, that the Governor, on the recommendation of the Building Trades Apprenticeship
Board, may fix the wages payable to apprentices in the building trade when such wages are not
fixed by industrial agreement or award (see 128 (2)). This authority was exercised in the case of the
three apprenticeship trades under the jurisdiction of the Board by regulations made by the Governor
and gazetted on the 10th December, 1927, on the recommendation of the Board. The wages fixed were
as follows:

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Wages £</th>
<th>s</th>
<th>d</th>
</tr>
</thead>
<tbody>
<tr>
<td>During the first year</td>
<td>0 17 0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>During the second year</td>
<td>1 7 6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>During the third year</td>
<td>2 0 0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>During the fourth year</td>
<td>2 17 6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>During the fifth year</td>
<td>4 0 0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The respective awards provide that the wages payable to apprentices shall be as fixed from
time to time by the Building Trades Apprenticeship Board.

On the 5th June, 1931, an additional regulation to the regulation covering building trade
apprentices was gazetted providing for the adjustment of these rates in conformity with the basic wage, and
since then the wages have been adjusted accordingly.
Although a number of awards and industrial agreements provide for a board to be appointed by the Court consisting of—

(a) some person appointed by the Court, who shall act as Chairman;
(b) two representatives appointed by the employers;
(c) two representatives appointed by the industrial union or unions of workers in the trade;

with such powers and duties as the Court may in each case determine, no advisory committee has been appointed in respect of the following trades, the awards or industrial agreements relating to which contain the provisions referred to:

<table>
<thead>
<tr>
<th>Baking</th>
<th>Hairdressing (males)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boilermaking</td>
<td>Hairdressing (ladies)</td>
</tr>
<tr>
<td>Bootmaking</td>
<td>Jewellery and watchmaking</td>
</tr>
<tr>
<td>Bootmaking (bespoke)</td>
<td></td>
</tr>
<tr>
<td>Butchering</td>
<td>Moulding</td>
</tr>
<tr>
<td>Carpentry and joinery</td>
<td>Painting and signwriting</td>
</tr>
<tr>
<td>Clothing (ready made)</td>
<td>Pastrycooking</td>
</tr>
<tr>
<td>Conchbuilding</td>
<td>Saddlery</td>
</tr>
<tr>
<td>Engineering</td>
<td>Sheet metal working</td>
</tr>
<tr>
<td></td>
<td>Timber machining</td>
</tr>
</tbody>
</table>

In the job printing, the newspaper printing, and the process engraving industries provision is made for apprenticeship boards consisting of a chairman and six other members, three to be nominated by the employers’ union and three by the employees’ union concerned, with power to advise the Court on all apprenticeship matters in the industry. In two of these industries, namely the job printing and the process engraving trades, boards have been appointed, but not in the newspaper section. The order tailoring industry has provision in its award for a board consisting of a chairman, three representatives of the employers, and three representatives of the employees. This board has been constituted and is now functioning. The nursing, the plumbing and the optical awards make no provision for any board or advisory committee. In the furniture trades award provision is made for an advisory board consisting of a chairman and two other representatives, one to be nominated by each of the parties. The board has power to advise the Court as regards apprenticeship matters under various headings.

In the country, numerous awards and industrial agreements make provision for these boards or committees. The awards or agreements provide for a board to be constituted by a chairman, appointed by the Court, and two representatives to be appointed by the employers and two by the employees; but no boards have been appointed. The following are the industries in which this provision is made:

Baking (municipalities and townships outside metropolitan area),
Baking (radius 8 miles P.O., Kalgoorlie),
Boilermaking (Kalgoorlie Foundry),
Boilermaking (Mines),
Butchering (Geraldton),
Butchering (Bunbury),
Butchering (Kalgoorlie),
Carpentry (Kalgoorlie Foundry),
Carpentry (Mining),
Conebuilding (municipalities and townships outside metropolitan area),
Electrical trades (Mining),
Electrical trades (Coolgardie and Broome Road Boards),
Engineering (Kalgoorlie Foundry),
Engineering (Mining),
Engineering (South-West),
Moulding (Kalgoorlie Foundry),
Moulding (Mining),
Plumbing (Geraldton),
Plumbing (Kalgoorlie),
Plumbing (Kalgoorlie Municipal Council),
Plumbing (Kalgoorlie Road Board),
Plumbing (Boulder Municipal Council),
Printing (Country),
Sawmilling and sleeper-cutting (South-West).

Where no board is appointed, or where no provision is made for a board, the only means of smoothing out difficulties or settling disputes is by application to the Court.

Age at which a Person may be Apprenticed.

There is no statutory minimum age at which a person may be apprenticed. The principle of the common law already referred to would appear to govern the question, subject only to the practical effect of the Education Act, 1928, and the Factories and Shops Act, 1920-1937.
Section 17 of the Education Act, 1928, enacts as follows:

"17. (1) No person shall take into his employment or cause to be employed during school hours any child under the age of fourteen years who is not exempt from school attendance.

(2) A parent who employs his child in any labour exercised by way of trade or for the purpose of gain shall be deemed under this section to take such child into his employment."

Sections 53 to 60 of the Factories and Shop Act, 1920-1937, enact as follows:

53. No occupier of a factory, shop or warehouse shall employ therein any child: Provided that in case any child was at any time heretofore lawfully employed in a factory, shop or warehouse, and continued to be so employed at or immediately prior to the commencement of this Act or the coming into operation of this provision, nothing in this section shall prevent the employment of such child in the same factory, shop or warehouse by the same employer.

54. No occupier of a factory shall employ a male under eighteen years of age or a woman in any part of such factory in which there is carried on—

(a) the process of silvering of mirrors by the mercerial process; or

(b) the process of making white lead.

55. No occupier of a factory shall employ a female under eighteen years of age in any part of such factory in which the process of melting or annealing glass is carried on.

56. No occupier of a factory shall employ therein a girl under sixteen years of age if there is carried on therein—

(a) the making or finishing of bricks or tiles not being ornamental tiles; or

(b) the making or finishing of salt.

57. No occupier of a factory shall employ a person under sixteen years of age in any part of such factory in which the dipping of lucifer matches is carried on.

58. A girl under sixteen years of age shall not be employed as a typesetter in a printing office.

59. The occupier of a factory shall affix and keep affixed, in legible characters, in some conspicuous place therein, and so as to be easily read by the employees, a copy of such of the sections fifty-three, fifty-four, fifty-five, fifty-six, fifty-seven, and fifty-eight as are applicable to such factory; such copies to be supplied by the Chief Inspector.

60. (1) Without limiting the foregoing restrictions as to the age of employment, the inspector may, if he is of opinion that any boy or girl under the age of sixteen years who is employed in any factory, shop, or warehouse, is physically unfit for such employment, by notice in writing require such boy or girl to produce, within the time stated in such notice, a certificate signed by a medical officer of health, certifying that he has examined such boy or girl, has satisfied himself as to his or her age, and that such boy or girl is physically fit to perform the duties upon which he or she is engaged.

(2) It shall not be lawful for any occupier of a factory, shop, or warehouse to continue to employ any boy or girl who has been required to produce a certificate of fitness as aforesaid unless and until such certificate has been produced to the inspector.

(3) The inspector shall, upon serving the notice under subsection (1) of this section, at the same time notify the occupier in writing that he has required the said boy or girl to produce a certificate of fitness as aforesaid.

(4) For every certificate of fitness issued under section of the medical officer of health may charge a fee not exceeding five shillings, which shall, if the boy or girl has been in the employment of the occupier for a period exceeding one calendar month, be payable by the occupier, and if such boy or girl has been employed for less than one calendar month, such fee shall be payable by the boy or girl aforesaid.

It would therefore appear that while a young person under 14 years of age could in some cases be legally apprenticed such a happening would be rare and no single instance is known where apprenticeship under that age has occurred in this State.

The metropolitan hairdressing agreement (females) (No. 1 of 1937) definitely states that apprentices in that industry must not be less than 15 years of age. In the Government workers' painting and signwriting awards (Nos. 24 and 35 of 1912) it is provided that no apprentice under 16 shall be taken in the painting branch of the trade. The metropolitan order tailoring award (1/1930) provides that no apprentice under 16 shall be taken in the pressing branch. Apprentices to the Midland Railways must not be over 17 years. In the stereotyping section of the newspaper printing industry it is provided by the award (No. 1 of 1936) that no person under 16 is to be apprenticed, and the country newspapers printing award (No. 7 of 1930) forbids the employment of an apprentice on typesetting until the apprentice reaches 18 years of age. The building trade apprenticeship regulations provide that no person between the ages of fourteen and eighteen years shall be employed in the building trades (bricklaying, stonemasonry, plastering) except as a junior worker when the award or industrial agreement provides for such, or an apprentice including an apprentice on probation. In the Federal cooperating award it is provided that apprentices to the trade must be not less than 16 years of age.

The law of the State does not lay down any limit of age beyond which a person shall not be apprenticed, and the basic wage provisions of the Industrial Arbitration Act, 1912-1935, do not apply to apprentices (sec. 121 (6)).

Probationary Period.

The law stipulates a period of three months, and if the probationer afterwards becomes bound the probationary period counts as part of the period of apprenticeship.

*Ina. A male under 14 years or a female under 15 years.
Obligations of the Parties and Form of Deed.

The form of deed in use provides for the old independent basic common law obligations, namely an obligation on the part of the employer to teach or cause the apprentice to be taught; and an obligation on the part of the apprentice to serve his employer.

Technical Education.

The employer is obliged to pay for the apprentice's technical education when available and the instruction is to be given in the employer's time except in places where such instruction is given after ordinary working hours (sec. 126 (3b) of the Industrial Arbitration Act, 1912-1935). Again, the employer is obliged if the apprentice in the opinion of the examiners is not progressing satisfactorily, to allow the apprentice increased time for technical instruction at the employer's expense to enable the apprentice to reach the necessary standard.

Trade classes are provided by the educational authorities in the following subjects, and attendance on one half day per week in the employer's time (four hours in all per week) is compulsory:—

Perth Technical College—
Boilermaking,
Bricklaying,
Carpentry and Joinery,
Couchbuilding (painting branch),
Engineering (including motor mechanics, machining, fitting, turning, fitting and turning, patternmaking, blacksmithing, brass finishing, electrical),
Painting and Signwriting,
Plastering,
Plumbing,
Printing (Composing),
Printing (Machining),
Sheet-metal working,
Stonemasonry,
Tailoring (Ordinary).

Frome Technical College—
Plumbing,
Sheet-metal working.

Midland Junction Technical School—
Railway apprentices.

Apart from these classes, technical instruction is optional and the apprentice must get his technical instruction as best he can.

Although it is provided in awards, industrial agreements and in the building trade apprentices' regulations that technical instruction of the apprentice under the award, agreement or regulations shall be paid for by the employer, no fees are charged in practice. The only charge is a nominal enrolment fee, which is paid by the employer.

Period of Apprenticeship.

This is generally fixed by the award or industrial agreement at five years, although there are instances where the term is less—viz.:—Boilermaking—not less than 3 and not more than 5 years, according to the age of the apprentice; Bookmaking (Bespoke)—4 years; Furniture—3 to 5 years; Glass bevelling and glass silvering—4 years; Hairdressing (males)—1 year; Hairdressing (females)—4 years; Journalism (on weekly newspapers)—3 years; Nursing—3 years; Tailoring (Ordinary metropolitan)—3 to 5 years; Tailoring (Bunbury and Geraldton)—3 to 5 years according to the branch of industry in which the apprentice is employed; Timber machining (metropolitan)—4 years. The metropolitan sheet metal working award provides that no apprentice shall be employed on a press until he has been 5 years apprenticed.

On the other hand, in a few cases, the period fixed by the award or industrial agreement exceeds 5 years; viz.:—Jewellery and Watchmaking—6 years; Printing (newspaper)—6 years, with a proviso that where the apprentice is over 16 years of age at the time of apprenticeship the period shall be 5 years; Optical trade—6 years. The Federal Award governing Commercial Printing prescribes 6 years, but where the apprentice is 16 years or over the term is 5 years. The building trade regulations provide for a reduction of the period, if the Board approves, in the case of a person who desires to acquire a general knowledge of the trades under the jurisdiction of the Board with a view to qualifying as a building contractor, architect or engineer. The Industrial Arbitration Act 1912-1935 also provides (with reference to an apprentice in the building trade) that whenever any person who is indentured as an apprentice to the Board shall have already served for some period as an apprentice to the building trade (including service with the parent of the apprentice) such service shall be taken into account in fixing the period of apprenticeship to the Board.

Ratio of Apprentices to Journeymen.

Awards invariably make provision in this regard and thus give a codifying effect to what has been trade usage for many years. Enquiry into the various quotas fixed reveals that they are infrequently changed. The quota cannot be varied unless the award is amended—except in the case of the Journalists'
Awards (State and Federal) where provision is made to increase the ratio with the written consent of the Australian Journalists’ Association and the shipwright and boat building (Federal) award where provision is made for variation by agreement.

Rates of Pay.

These are fixed according to experience, all awards providing for graduated increases according to the length of service, as the Table in Appendix XIII will show.

Time Lost Through Sickness.

The employer is bound to pay the apprentice for all time lost through sickness, with a limit of one month in any year. If the time lost through sickness exceeds four consecutive working days the employer has the right to ask for a medical certificate and also to ask for a further certificate if any more time is lost within seven days from the date the apprentice resumes duty—but the cost of any certificate (not to exceed 5s.) is to be paid by the employer.

An apprentice is not entitled to receive wages from his employer for any time lost through any accident not arising out of or in the course of his employment, or for any accident or sickness arising out of his own wilful default.

It will be seen that the provision for payment during sickness differs from the rule at common law, for at common law the employer is obliged to pay his apprentice’s wages during sickness and is entitled to treat the contract as at an end only if the illness of the apprentice is such as to make it practically impossible to continue.

Transfer of Apprentices.

Although under the standard conditions quoted, provision is made for the transfer of apprentices from one employer to another on application to the court, this relates only to transferring the apprentice from one employer to another in the same trade or branch of the trade in which the apprentice was originally apprenticed, and there is no provision in the standard conditions for the transfer of an apprentice from one section of a trade to another section of the same trade; e.g., fitting to turning, or vice versa.

Discharge of Apprentice for Misconduct. Cancellation of Agreement.

The employer is not entitled to discharge the apprentice for misconduct without the consent of the Court. In cases coming under the jurisdiction of the Building Trades Apprenticeship Board the Board is empowered to give the consent.

Before an apprentice can be discharged, the apprenticeship agreement must be cancelled by order of the Court. The employer, however, has the right to suspend the apprentice until the Court deals with the application for cancellation, and if an order for cancellation is not made the apprentice is reinstated and his wages are payable retrospectively to the date of suspension.

Cancellation of Contract on Bankruptcy or Liquidation of Employer.

The standard regulations provide for a cancellation of the contract in the event of the bankruptcy of an employer or liquidation, where the employer is a company, and the right is given to the trustee or liquidator to give notice of cancellation with the express provision that the apprentice has the right to pursue any legal action he may have for damages for breach of contract, provided that any action must be commenced within six weeks after the service of the notice.

Suspension of apprenticeship on account of lack of orders.

The provisions in the standard conditions relating to part time were the result of the depression when so many of the employers were faced with shortage of contracts and inability to instruct or have their apprentices instructed properly, and in many cases to pay the wages of the apprentices.

THE EFFECT OF AWARDS MADE BY THE COMMONWEALTH COURT OF CONCILIATION AND ARBITRATION.

The gradual encroachment of the Federal system of conciliation and arbitration into matters which used to be regarded as only within the competence of the State Legislature has upset many theories as to the supremacy of the State in connection with its industrial laws and the non-justiciability of its own instrumentalities to the awards and edicts of the Commonwealth Court of Conciliation and Arbitration. The now established doctrines of the High Court as to the constitutional powers of the Federal Arbitration Court in industrial matters potentially permit of the over-riding of almost any State industrial laws by an award of that Court, which is within its constitutional powers.

The Commonwealth Constitution (section 92, plenum xxvi.) empowers the Commonwealth Parliament to make laws for the peace, order and good government of the Commonwealth in respect of conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State.

The test of the Commonwealth Court’s jurisdiction to act is that there must be a real dispute in fact extending beyond the limits of the State. There must be something in the nature of an industrial war existing or threatened. (Sawmiller’s case 8 C.L.R., 405).
Once made, the awards of the Commonwealth have the force of law. Formerly the majority of
the High Court rejected this proposition, but the later decisions of the Court have declared it to be the law.
An award of the Federal Court may therefore be made which over-rides State laws and State awards.

It follows, for example, that the Commonwealth Court could by an award fix a minimum wage
for juniors lower than that fixed by the Factories and Shops Act 1926-1937 of this State; that it
could lay down a set of conditions regarding the apprenticeship system in an industry radically differing
in principle from the provisions of our State laws.

At the present time the influence of the Commonwealth Court has been felt in this State, although
not to the extent to which it has become apparent in the larger States.

The Commonwealth Conciliation and Arbitration Act (sec 28 (2)) has been so framed that in the
absence of a new order of the court to the contrary an award shall continue in force from the date of the
expiration of the period therein specified until the proceeding of a new award. (See Waterside Workers' 
Case 28 C.L.R., 209). The influence of the Court in an industry may therefore be felt long after the
happening of the original set of circumstances by which its jurisdiction was invoked, and long after the
necessity for the exercise of the Court's jurisdiction has ceased to exist.

At the present time the only industries in this State in which the Commonwealth has exercised
jurisdiction in regard to apprentices are:

Coopering (throughout the State),
Journalists (metropolitan daily newspapers),
Country journalists (Bunbury, Geraldton, Northam and Kalgoorlie),
Flour Mill employees (State),
Commercial Printing (metropolitan),
Shipwright and boatbuilding (throughout the State).

In the industries governed by the Commonwealth Court, boards of reference have been appointed
with power to deal with apprenticeship matters in the coopering, commercial printing and the shipwright
and boatbuilding trades.

When framing the job printing award, the Commonwealth award left the State board of reference
a certain amount of power in regard to the training and examination of apprentices. The board of
reference has framed certain regulations, a copy of which appears in Appendix XIV, of this report.
It will be noticed that the regulations provide for technical instruction in the second, third and fourth
years only.

EXAMINATION AND CRITICISM OF THE APPRENTICESHIP SYSTEM

The importance of the arts and crafts in industry hardly needs emphasising. If a nation is to
keep its place in the industrial world its first duty is to see to it that its artisans and technicians are
properly trained. Industry owes a duty to the community to keep up the standard of workmanship.

Great Britain has justly earned a high reputation for the work of its artisan class, the value of
whose achievements demand recognition in any consideration of her industrial prestige. In a new and
young nation such as Australia we should see to it that our goods and products are kept up to a constant
standard of perfection and that we need have no misgivings when the products of our industries are com-
pared with those of other countries. I join with those who maintain that the skilled workman and
artisan will never be displaced. Forms of industry may change, mechanisation, specialisation and mass
production may profoundly affect the industrial processes, but no change will ever bring about a robot
which can entirely displace the artisan and technician. Not that one can deny that with the ever chang-
ing methods of production, some of the arts and crafts may cease to be practised or may become less
widely used. Those of us who have had occasion to know some branch of craftsmanship at its best
may marvel at the accuracy of eye and the manual dexterity and precision of execution of the craftsman
and deprecate a system of progress which compels its passing; but we must bow to the inexorable march
of industrial development.

But while some artisans are lost there is a need for others constantly arising to meet changed
conditions, and the community must see that there is an adequate and properly trained supply of skilled
labour always available to cope with the demand, to cater for industry in its modern developments, and to
avoid wasteful training for processes fallen into desuetude; for it is a consequence of modern industry
that the machine has created a need for a new class of worker who may require to be semi-skilled or
who may not need to have any special skill at all. The former should also receive recognition, but there
should be no harassing standard of training laid down far in excess of what is reasonably required for
the task to be performed. Industry should be constantly looking to youth to feed the stream of indus-
trial labour, and youth should have its opportunity to respond by receiving adequate training.

In Appendix XV. of this report will be found a list of annual apprenticeship registrations in
the various trades for each of the years 1926 to 1936 and the first quarter of 1937. The influence of
the recent economic depression can clearly be seen in these figures, which I am reliably informed would
represent almost all apprenticeships in industry in the State; with the exception of the building trade
the figures show that registrations are now practically back to pre-depression level. As has been pointed
out these figures are only the annual registrations and do not constitute the total registrations. These are
also shown in the same appendix (No. XV.) at 2205 at the date of the inquiry.
I now propose to examine and criticise the apprenticeship system in the light of the laws and regulations which have been detailed in the previous paragraphs.

In recent years the most advanced nations of the world have evidenced a quickening interest in apprenticeship and although it has been said in some quarters that the apprenticeship system has fallen down that criticism is not justified.

All the other States of the Commonwealth have systems of apprenticeship, the majority of which are akin to our own.

Great Britain, the United States of America, Germany, France, Czechoslovakia and other great nations all have the system well implanted in their economic life.

The United States Government has at present under consideration a national plan for a scheme of voluntary apprenticeship. Apprenticeship in the United States has had a somewhat interesting history. Many of the States considered that apprenticeship fulfilled a vital and necessary place in the social structure and the English system became firmly established. Parents who neglected their children were liable to have them taken out of their custody and apprenticed. As in England, specialisation had the effect of causing a decline in apprenticeship, which many of the States sought to re-establish.

In the first half of the 19th Century the social evil attendant on badly trained operatives became manifest and an attempt was made to develop an outdoor system with the aid of technical instruction. In the second half of the 19th century special manual training schools were established and towards the end of that century trades schools were instituted.

In 1910 a compulsory part-time continuation school system was proposed and was adopted by several of the States. In 1914 the laws of no less than 26 of the States provided for indoor apprenticeships, with all customary conditions, and specified that one of the master's duties was to educate the apprentice generally as well as in his trade. From 1915 to 1919 the State of Wisconsin passed laws providing for a State system of apprenticeship which insisted that minors learning a trade had to be bound under contract to the trade; and provided for compulsory technical instruction for 5 hours per week until the age of 18; for the classification of trades and industries; the supervision of the contracts, and the settlement of disputes, close touch being kept with committees of employers and employees. From the Federal Committee on Apprenticeship training at Washington I obtained copies of the recent scheme of voluntary apprenticeship, which was promoted as the result of a presidential order issued pursuant to an Act of Congress. There is no radical departure in this scheme from the main principles of what I might term modern apprenticeship conditions.

In France apprenticeship is encouraged, but in a somewhat indirect manner. Students are able to take courses of full time specialised training prior to employment. In 1919 a law was passed requiring every employer to release his younger workers during the ordinary working day from four to eight hours a week for technical instruction. The State promotes apprenticeship by taxing all industrial concerns paying more than 10,000 francs in wages per annum. Progressive relief is granted from this tax according to the number of apprentices employed and the provision made by the employer for adequate workshop and vocational instruction for the complete training of craftsmen.

The Chief Inspector of Technical Schools in Victoria (Mr. Ernest P. Eltham) commenting on the apprenticeship system in Germany said:

Notwithstanding the decline of indentured apprenticeship in some countries the basis of the training of Germany's skilled rank and file in industry is still through indentured apprenticeship. The term of the apprenticeship varies with the trade or craft but three or four years are the usual requirements in the main trades. An apprentice can only be taken where he works under the direction of a master craftsman who is responsible for his trade training. Boards of employers and employees (skilled craftsmen themselves) examine the apprentice at the end of his course of training and as part of the examination the apprentice must submit an example of his craftsmanship certified by the master craftsman by whom he was trained as the sole work of the apprentice. On successfully passing the test the apprentice receives a certificate without which he is unable to work at the trade. He must serve a further period at the trade in order to gain his master's certificate. Every branch or calling is in this way provided for—Engineering and building trades, food trades, hairdressing, etc. Concurrent with his trade training the apprentice receives both general and vocational instruction at the technical school, embodying civics and German, but with some five out of the total of eight hours per week devoted to technical subjects. Every employer irrespective of the number of juveniles employed must pay three marks per year to the State towards the compulsory part-time training of young workers. No fee is demanded of the boy or girl for this instruction.—Report on the Technical Education System in other Countries (1938).

In Czechoslovakia, in most trades and crafts, it is necessary for a youth, in order to qualify, to have completed at least eight years in a primary or higher primary school and to have served some of years' apprenticeship in the trade or craft, at the end of which he must pass a test of skill. The full time vocational trade schools, which are somewhat like the Écoles d'Apprentissage in France and Belgium, were established to take the place of apprenticeship in certain occupations in which apprenticeship had fallen into desuetude (see the Eltham report quoted above, p. 41).

The report of an English committee appointed by the British Government in 1927 to inquire into apprenticeship shows that despite the existence of the learnership system in many skilled trades many employers and employers' organisations deplore that system and advocate the indenture system.

It is in matters of detail rather than in matters of principle that one can criticise the system in this State.
After considering the evidence put before me, the views of leading authorities in other parts of the world, and the systems in vogue to-day in the most advanced countries, I am convinced that the apprenticeship system is a necessary system, but that it should conform to the following basic principles:

1. No person should be permitted to take an apprenticeship unless he has the ability to teach, either personally or through the medium of some qualified journeyman, the trade which he is to learn. As a corollary of this principle it is essential that the master who takes an apprentice should have the necessary plant and machinery so as to bring the apprentice into touch with the latest practice in the industry as carried on in this State.

2. The apprentice should be a fit and proper person in all respects to learn the trade. This involves the principle that as far as possible every apprentice should be properly selected for the trade he is to learn. He should be examined by some competent body with a view to seeing that he has the necessary personal qualifications for the trade, that he is physically fit, that he has passed the required standard of education laid down by the educational authorities, and that he does not possess any peculiar attributes or any qualities which would militate against his successfully learning and exercising the craft.

3. The "trade," as called, should be one to which it is essential that an apprentice should be bound. In modern times mechanisation and mass production have to a large extent in many industries eliminated the degree of skill formerly required by the artisan who manufactured goods now turned out in mass.

4. There should be continuity of service by the apprentice in the trade, that is to say, he should be continuously bound to serve his master and every effort should be made to avoid broken periods when the apprentice is idle and not receiving proper instruction.

5. There should be a technical education system so as to impart to the apprentice such technical knowledge as he would not otherwise receive in the course of his practical experience in the workshop or in the factory.

6. There should be some executive body which at all times has the administration and policing of the whole system, including the power of deciding what trades are to be classed as apprenticeship trades.

7. The executive body should be able to exercise a disciplinary influence upon the master and the apprentice, so that if necessary the contract between the parties can be readily dissolved or one or other of the parties punished for any breach of contract, as the occasion warrants.

New Organisation for Control of Apprenticeship.

The control of the system in this State by the Arbitration Court is not, in my opinion, satisfactory. The Court already has a large amount of work to do and, in my opinion, it is not able to give sufficient time to the various details which come into the working of the apprenticeship system. It is true that a statutory board exists in connection with the building trades but, for reasons pointed out in this report, this board governs only three sections of that trade, that is to say, the bricklaying, plastering and carpentry sections, and there are other important branches of the trade which are left without any direct governance by a board. The furniture trades union recently had an amendment inserted in its award which, in my opinion, is on right lines. It has been suggested that the provision is ultra vires, but it has good sense to commend it and probably it will survive without a challenge. A board of reference was appointed by the court to adjust matters from time to time in regard to apprentices (amongst other matters). Virtually the clause purports to give the parties power to amend their award. The secretary of the Union stated that the clause arose out of a conference between the parties who were endeavouring to devise ways and means for overcoming difficulties arising from expansion of the industry (i.e., shortage of labour) without prejudicing the position of the present operatives. The parties seem to have arrived at the stage when through their trade committee they are prepared to exercise a certain amount of give and take without a wholesale breaking down of conditions.

So far as the building trade is concerned, the evidence before me shows that the Building Trades Apprenticeship Board has carried out good work since its statutory incorporation in 1925.

In my opinion, besides a central executive to police the whole system there should be statutory committees for every industry in which apprentices are allowed. These committees should consist of representatives of employers and employees with a chairman to be appointed by the Governor. I think such committees are best suited to assist in determining the requirements of the trade with regard to vocational guidance, vocational training, rates of pay, period of apprenticeship, and general conditions.

Many witnesses called before me mentioned the absence of boards or committees in the particular industries in which they were interested, and advocated the formation and working of these bodies. It is my view that if the opposing interests in industry are brought continually together by means of such committees many differences will be smoothed out which otherwise tend to become magnified and a source of serious trouble.

The legislations of Queensland, Victoria and New South Wales all have as their main principle the creation of some central authority which has the general superintendence and control of the whole of the apprenticeship system. In Queensland all wages and conditions pertaining to apprentices are fixed by the apprenticeship executive on the advice or recommendation of various trade boards which are appointed for each particular trade for which apprentices are allowed.

One of the subjects into which your Excellency's Commission directs me to inquire is the desirability or otherwise of establishing apprenticeship boards in every industry, with uniformity of conditions. I am satisfied that each trade will require to have its particular conditions and that a uniform set of conditions is not desirable.

No system of control will, I think, supplement it. I am convinced that it is a system which is not suited in any circumstances to the industrial requirements of the apprenticeship industry.

A rising of the 'Apprentices.'

That the report be continued.

That the report be considered at a later meeting.

That the report be printed at the cost of the Government and be distributed to all interested parties.

That the report be in addition to the proclamation.

That the report be in the hands of the Chancellor of the Crown.

That a number of the reports be presented to the Legislature, to endeavours to bring the industry into a state of proper regulation.
set of conditions or code would be unworkable. Uniformity as far as practicable could be assured by the central executive or commission, or whatever it may be called, but the trade committee should be left to draw up and frame the particular conditions necessary for that particular trade, subject to the approval of the apprenticeship executive.

**Technical Education.**

No system of apprenticeship is complete without an adequate system of technical education to supplement it. In my opinion criticism may be levelled against apprenticeship in this State because of the lack of technical education in many trades. Too much attention cannot be given to this side of education.

In the commercial printing section there is no technical instruction in the first and last years of apprenticeship. This is definitely a defect. In all trades, instruction should continue throughout apprenticeship. As I have already pointed out the apprentice is only entered for in some trades. I shall deal with this aspect of the matter under a separate heading.

**Liaison and Welfare Officer.**

I have come to the conclusion that the appointment of a full-time conciliation officer to act as a liaison and welfare officer between the executive and the trade committees on the one hand and the employers and apprentices on the other would do much to promote apprenticeship in the skilled trades. I am convinced that many employers do not know what conditions operate in regard to apprentices. With a system which allowed of the ready dissolution of apprenticeship in case of necessity, without any qualification as to damages (as I have recommended later in my report) and proper discipline of the apprentice, I cannot see that there should be any reluctance to take apprentices.

Arisings out of the foregoing observations I make the following general findings:

That the system of indentured apprenticeship in the skilled trades is necessary and should be continued.

That the control of apprenticeship be removed from the Arbitration Court.

That the administration be placed under the control of a central executive consisting of—

- 2 Government nominees—one, with general experience in business and industrial matters, to be chairman; the other an educationist with experience on the technical side;
- 3 representatives of the employers;
- 3 representatives of the employees;
-the employers and the employees to appoint their own representatives by election.

That the formulation of the detailed conditions relating to each trade be left to duly constituted trade committees in each industry, consisting of—

- The chairman of the executive, who should be chairman of each trade committee;
- Equal numbers of employers and employees well versed in the trade, to be elected by the respective employing and employee interests.

That the Governor by proclamation be empowered on the advice of the central executive to declare what trades or crafts shall be apprenticeship trades or crafts and the localities in which the proclamation is to apply.

That the system of technical education be extended so as to give better facilities for instruction in the crafts and to supplement the practical training received by apprentices.

That a full-time liaison and welfare officer be appointed to assist the promotion of apprenticeships, to take cognisance of and report complaints made by employers and by apprentices, and to endeavour to adjust differences arising between employers and apprentices.

**Apprenticeship to Boards as Against Apprenticeship to Individuals.**

A notable instance of apprenticeship to a board has already been remarked on in the case of the building industry. In no other industry does it exist. In the case of the building industry the system was inaugurated in 1925. The reason was that employment in the industry was likely to be spasmodic owing to the fact that at certain periods of the year the trade is slack and that there is often a marked falling off in the continuity of a coal miner's work. The principle of the system in the building trade is that the apprentice is apprenticed in the first instance to the board, which "places him out" with a master under indenture. The board is given the power to "abrogate" the agreement and place the apprentice with another master if the board thinks fit. (Industrial Arbitration Act, 1913-1936, s. 125.) By this means the legislature intended to carry out the principle that as far as possible the training of a youth apprentice should be continuous—a matter which is most essential to any scheme of apprenticeship. The weight of evidence both from the employers in the trade and on behalf of the employees in the trade was for a continuance of this board and the principle of indenturing to the board on which it proceeds. Evidence was given that the board had done much good work and I am satisfied that in this industry the principle of indenturing to the board fulfils a valuable purpose bearing in mind the peculiarities of the industry. But the building industry is the only industry in which I would consider the principle that apprenticeship should be to a board in Queensland a system exists in the building trade under which apprentices are bound not to the individual but to the Master Builders' Association.
In all other crafts apprenticeship should be to the individual employer. The evidence in this regard was overwhelmingly and convincingly in favour of the retention of the system of apprenticeship to the individual employer and in all other States of the Commonwealth the system of apprenticeship (whether it be on the indenture basis or on the trainee basis) follows the same principle.

Age Limits for Apprenticeship—Selection of Apprentices.

It is my view that no youth should be apprenticed to a trade until he has demonstrated his vocational fitness, and that no youth should be apprenticed until he has reached the age of sixteen years. I agree with the remark made by one witness (Par. 3418) that in many cases sentiment, expediency and relationships are at present the principal means of getting boys apprenticed irrespective of suitability. From the age of 14 plus to 16 years, or during the two years preceding the age of 16 years, those youths desiring to enter the skilled branches of industry can be given instruction both practical and theoretical in the nature of a general trade bias, i.e., woodworking, metal working, mensuration and drawing. During this period the instructors can watch the youth’s progress and no youth who fails to pass the necessary test of fitness and adaptability for the trade should be allowed to be apprenticed. I am convinced that a careful system of selection will do much to avoid disappointment on both sides. This opens up a consideration of the question of vocational guidance and pre-vocational training—subjects which are dealt with under specific headings in this report. In dealing with the general question of unemployment I have had occasion to refer in more detail to these matters, which I consider to be an essential part of our educational system. Too much attention cannot be given to avoiding what is familiarly termed “the square peg in the round hole.”

No youth over the age of 21 years should be permitted to become apprenticed except with the special permission of the central executive on the recommendation of a trade committee, after reviewing the whole of the circumstances of the case. Experience shows that after a youth has reached adolescence he loses a good deal of the facility to learn the technique of a trade. No doubt there are exceptions to the rule but generally speaking I find that this is the experience of employers. The skilled trades should be concerned in getting the best available material as operatives and the operatives should amongst themselves be concerned to see (and so should the community) that they get a fair measure of return for their labour. To this end I deplore the employment of adults as apprentices, but at the same time I think that sufficient latitude should be given, for example, to meet the case of a youth who through no fault of his own has been prevented from qualifying for a skilled trade, or a youth who can demonstrate that he has already had some experience in the trade. Then again, there are cases where a youth who is proceeding to an executive position may desire to obtain practical touch with a trade, although he will not require the same intimate knowledge of the trade as a youth who intends to make the manual practice of the trade his means of livelihood.

Probationary Period.

Some adverse criticism was levelled against the customary period of probation—3 months. It was said that there was a tendency on the part of some of the probationers to be on their best behaviour during the probationary period, although it was not seriously urged that this was generally the case. Upon the whole I am of opinion that the provision for a probationary period is good and that it does give both the employer and the probationer the opportunity of drawing back before the contractual tie of apprenticeship is made.

Obligations of Parties and Form of Deed.

The existing form of deed is quite suitable. The primary obligations on the part of the master to teach and instruct, and on the part of the apprentice to serve in the trade, should be continued.

Period of Apprenticeship.

There is a tendency on the part of some employers and employing organisations to criticise the period of apprenticeship as being too long in some cases but on the whole there was no serious criticism levelled against the length of time prescribed by the various awards and industrial agreements as the period of apprenticeship. In one case (bricklaying) it was suggested that a shorter period would be sufficient, but I cannot come to a conclusion on this point on mere generalisations. Even in this case the considerations of opinion from the Master Builders’ Association and the Union went to show that the present period of five years is not too long. Matters of detail such as this should be left to the determination of the Apprenticeship Executive on the recommendation of the trade committee concerned.

Ratio of Apprentices to Journeymen.

Perhaps there is no more vexed question than the quota question. From time to time awards of the Court of Arbitration have specified the proportion of apprentices to journeymen allowed to each employer in particular industries affected. With some few exceptions no sound basis appears to exist for the various proportions fixed. The history of industrial struggles in England and other parts of the world emphasises the fact that there is a real need to lay down a definite rule in each trade in this regard. The absence of such a rule generally leads to the exploitation of juvenile labour. The Webers in their “Industrial Democracy” point to the dire results and suffering which may accrue if this principle is not followed. (1911 ed., pp. 489 & seq.)

The fixing of these quotas is a difficult matter and deserves much more attention than it has been given to it in the past. To fix the quota properly it is necessary to be able to gauge the number of apprentices who can be effectively trained by the journeymen; the probable growth or decline of the industry; past average wage; rate of at a continuing in the course of my investigation the needs of the industry and establish the facts. A generalisation then the permitted ratio as regards individual establishments still hold. I have based my conclusions on the following basis: For example it was accepted by the employers (as a profession), where the trade was to be increased to the extent of one apprentice for every three journeymen, which the employers considered the maximum, and the employer was to receive the permit price for the apprentice in question. An instance (Par. 3474) in connexion with the bricklayers’ trade, that if no impossible standard of perfection was expected the limit of the question. This discussion shows that the power of sanction of the Department is by no means a power of the State.

As for the objections of the employers it is to be borne in mind that where there is the power of sanction there is little or no technical study of the manipulation of this report.

A summary:

1. That the approved by the Government.
2. That to the absorptive capacity.
3. That a may, with the approval of the Government.

The study of the fixed sums necessary to meet the varying wage of the basic wage, it is the rate of basic wage.

Mention is made of the importation Act shall be in conformity with
industry; past absorption of apprentices as artisans, taking into account apprentices trained and any "wastage" which takes place by reason of apprentices not completing their course of training or not continuing in the industry after having qualified. Then again recourse must be had to statistics showing population trends and the figures carefully examining the number of operatives who have retired or died. In the course of my investigations I heard various complaints that the ratios fixed were insufficient for the needs of the industry, but with few exceptions the general tenor of the evidence before me was to establish the fact that the industries of the State were not absorbing the skilled operatives available. As a generalisation there appears to be some reason for this contention when it is considered that on the whole the permitted ratios of apprentices to journeymen in industry have been increasing since 1911, while, as regards industrial development, the census figures of 1921 and 1933 show that the State has practically stood still.

In some cases, wheresoever urgent that the ratios in certain trades should be increased, I found on examination that the permitted quotas had not been availed of to their full extent. For example it was urged by one witness (Paras. 1037-1040) that in the plumbing industry (metropolitan), where the ratio is 1 apprentice to 2 or fraction of 2 journeymen employed, the ratio should be increased to the extent of 2 to 2, as it was said that youths were being denied the opportunity of entering the trade because of quota restrictions. On examination of the position the facts showed that despite the permitted ratio of 1 to 2 or fraction of 2, actual apprenticeships were only in the region of 1 to 5.

Another weakness lies in the fact that the material time for determining an employer's eligibility to take an apprentice is the time the contract is entered into. This means that in theory an employer who has, say, three apprentices to fifteen journeymen on the basis of a ratio of 1 apprentice to 5 journeymen may still keep the three apprentices even although he subsequently dispense with the services of all the journeymen. This is no doubt an extreme illustration, which would not be likely to happen in practice, but nevertheless authority should be given to the trade committee to insist on the transfer of an apprentice if the state of adult journeymen employment in the employer's business is such that the employer cannot teach or has not the apprentices to teach the trade properly.

An instance of the too rigid application of the quota rule was cited to me by one witness (Par. 2474) in connection with panel beating. The witness, an employer, stated that he found it difficult, if not impossible, to obtain the services of a fully qualified journeyman, as skilled labour in this vocation was scarce. He mentioned that he was anxious to employ another apprentice but being up to the limit of the quota of apprentices allowed for the industry he was unable to do so. I consider that this discloses a defect in the system. The trade committee in a case such as this should be invested with the power of sanctioning the employment of an apprentice despite the fact that the quota would be exceeded. Moreover, the facts in this case, as stated by the witness appear to warrant an examination of the quota in this trade.

As for the suggestion that a youth should be educated for a trade for which he shows aptitude, irrespective of whether the trade can usefully absorb him or not, I am against asking the community to shoulder the burden of what would be a wastage and a lasting disappointment to many of the individuals concerned. In such a case, if the youth can find the money to acquire the necessary knowledge and acquire a proper degree of skill, on the off-chance that he may be absorbed in the industry, well and good, but public money should not be employed to educate youths for vocations in which there is little likelihood of their being absorbed. I wish to emphasise the fact that I am not disputing the principle that all youths considering entering industry should receive pre-vocational training, but the objection is to the wastage in time and money entailed in educating a youth for some definite calling in which there is little or no probability of his obtaining employment. As the matter of "absorptive capacity" is a technical study of a statistical nature, I have given the question special consideration in a separate section of this report.

A summary of my findings in the matter of ratios is as follows:

1. That the absorptive capacity of each industry be estimated by the trade committees and approved by the central executive; that proper statistical data be compiled by the State for the purpose of this estimate.

2. That the ratio of apprentices to journeymen be fixed by the trade committee in relation to the absorptive capacity of the trade, and approved by the executive body.

3. That the quota be adhered to except in special circumstances, when the trade committee may, with the approval of the executive, sanction a departure.

**Rates of Wages.**

A study of the list in Appendix XIII will show that the rates of pay are in some cases stated at fixed sums according to length of time served, but in other cases, while preserving the principle of the rate varying in proportion to the length of time served, the rate is expressed in terms of a percentage of the basic wage. I think it would be a sound principle if all rates were fixed on a percentage of the basic wage.

Mention has already been made of the Regulation promulgated on the 5th June, 1931 (see Appendix XL) providing that the wages prescribed in pursuance of section 128 (2) of the Industrial Arbitration Act shall from time to time automatically become increased or decreased so that they may be in conformity with the basic wage last determined by the Court.
The standard regulations (Appendix XI, regulation 33) provide that if an apprentice fail to pass any of his examinations the employer may apply to the Court to disallow the increase in wages prescribed by the award, and the court is entitled to make such order as the circumstances of the case may require.

In the case of the Metropolitan Printing Award, No. 6/1928, referred to in the list (Appendix XIII), it will be noticed that certain increments are conditional on the passing of the prescribed examinations.

In my opinion the increments in all trades should be automatic according to length of service, but where an apprentice fails to pass the necessary practical and theoretical examination the employer should have power to refer the matter to the trade committee for its determination as to whether the increase should be paid.

The provisions of the Act lay down in mandatory terms that in the event of an apprentices, in the opinion of the examiners, not progressing satisfactorily, increased time for technical instruction shall be allowed at the employer's expense to enable such apprentices to reach the necessary standard. I consider that these provisions are unfair. They favour the lazy and the backward youth. I think they should be amended and every case should be dealt with on its merits by the trade committee.

In Queensland provision is made for the employment of apprentices recently out of their time, who have not reached adult age, at a wage below the standard wage. It is found in some cases that apprentices on qualifying are not worth the full wage, and the legal provision for full wages would militate against their obtaining employment. In my opinion the trade committee, on application by the apprentice, should be given discretionery power to deal with such cases. As time goes on, with a better method of selection of apprentices for the various trades, applications of this nature should become rare.

A summary of my findings under this heading is as follows:—

1. That all apprentices should be paid according to length of service and without regard to the age of the apprentice.

2. That all wages payable to apprentices under awards should be assessed on the basis of a percentage of the basic wage.

3. That the trade committee should have the power to order that increments be withheld if an apprentice fail to pass his examinations.

4. That where an apprentice fails in his examination and the examiners recommend further time for technical study the question of whether the instruction should be at the employer's or at the apprentice's expense should be determined by the trade committee.

5. That the trade committee should have the power in a proper case, on application by the apprentice, to authorise the employment, for a stipulated period, at a rate less than the award rate, of an apprentice who has completed his term and has not reached adult age.

Time Lost Through Sickness.

The standard conditions for apprentices contain a clause, already referred to, under which the apprentice is entitled for payment for time lost through sickness, with a maximum of sick leave paid for one month per annum. If the sickness exceed four working days the employer may demand a medical certificate, and may also demand a further certificate if any further time is lost through sickness after the date of resumption of duty, but the employer has to meet the cost (not to exceed 5s.) of these certificates.

Provision is not often made in awards for sick pay for journeymen. Where it is, the maximum period generally allowed is fourteen days in any year. Juniors have no sick pay concession at all. I am well aware that it may be argued that the apprentice is on a fixed contract and that at common law he had far more extensive rights, but even so I see no real reason why the incidence of sickness amongst apprentices should be any greater than amongst journeymen. I think the period could stand reduction without any injustice being done.

Transfer of Apprentice to another Employer or another Section of Trade.

The provision regarding transferring of apprentices has always been a questionable point. This provision is not wide enough to permit the transfer of an apprentice from one section of a trade to another. For example, a youth apprenticed to turning may desire to transfer to fitting and turning, and it sometimes happens that it is necessary and desirable to effect a transfer. I think the regulation could well be amended in this respect.

Discharge of Apprentice for Misconduct—Workshop Discipline.

The rigid provisions of the common law have been obstructed into this aspect of apprenticeship. Employers have complained, and cited instances of how difficult it is to get rid of an unsatisfactory apprentice. An instance was quoted in evidence of a boy apprenticed in the furniture trade, who committed an assault on an elderly foreman. This boy was said to be something of a pugilist. The Furniture Trades Union collaborated with the employers' union to apply to the court to cancel the indentures, but the application was unsuccessful and the boy was reinstated. The other employees, it was said, refused to work alongside the boy and a special room was built in which the boy worked and finished his course for cancellation right to dismiss.

It will be apparent that for any case any court law should be suitable.

Whilst on the matter of the examiners I pass to personal matters.

Personally I have no opposition to allow the apprentice to be a foreman when content. In the States it seems to be good so when it is that the onus is on the foreman in the various trades.

Cancellation of Awards.

Without the approval of an apprentice, employers may not enter into an agreement.

Under the agreement, the company has the right to demolish or burn.

It was stipulated by or on behalf of the company.

Complain of these matters and the employer, which is as in this.

No provisions for temporary positions, necessary supplies.

In the future, apprentices. By the terms of the agreement, I am inclined to agree with the other terms.

Generally speaking, the conditions I have described are the regulations of the.

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finished his contract. Another case was quoted where a boy twice committed theft but an application for cancellation was unsuccessful. In ordinary cases of master and servant the master would have the right to dismiss the servant summarily for such conduct.

It will be noted that under the standard regulations the employer has the right to suspend the apprentice for misconduct but the suspension does not become absolute until the Court approves. In my opinion any conduct which would justify an employer in summarily dismissing a servant at common law should be sufficient to entitle him to succeed in an application to have the indentures cancelled.

Whilst on the subject, I should like to mention the matter of shop discipline. In many trades the nature of the trade is such as to preclude any practical examination, and an apprentice is judged by the examiners largely on his shop report.

Personally I am inclined to think that a lot of money paid out in examiners' fees is wasted in such cases. There is a tendency for a foreman to make good reports where the reports should be unfavourable, and to put up with a good deal from a boy before attempting to discipline him. I realise that foremen do not like to make themselves unpopular in the craft. The same criticism was made in other States. It seems obvious that many boys who on shop records are "exemplary" in conduct are not so good when it comes to their technical records, which often tell more like the true story. I consider that the unions are on the unions to endeavour to do something in this regard. Nobody wants a martinet foreman in the workshop, but firm control, with punishment for disobedience, is good for youth.

Cancellation or Suspension of Apprenticeship on account of the Failure of the Employer or Lack of Orders.

Without question these are contingencies which every employer has to bear in mind when taking an apprentice. During the depression these contingencies were forcibly brought home to many employers.

Under the standard regulations, in the case of bankruptcy of the employer (or, in the case of a company, liquidation), the employer has the right to terminate the apprenticeship but the apprentice's right to damages is preserved. As no premiums are permitted by law, I consider this clause unduly onerous.

It was stated in evidence that during the depression a number of claims for damages were made, by or on behalf of apprentices, against trustees or liquidators and these claims had to be paid or compounded.

Complaints were also made of the delay and difficulty in getting before the Arbitration Court in these matters and a contrast was made with the expedition of the Building Trades Apprenticeship Board, which strengthens my conviction that trade boards are better suited to determine matters such as this.

General.

No provision is made for "pupil apprentices," who aim at becoming foremen or occupying executive positions. I consider there is a limited call for this class of apprenticeship. The question of the necessary supplementary technical education in such cases is dealt with under "Technical Education."

In the building trades I consider that there is room for improvement in the job work done by apprentices. Bricklayers, for example, while not needing an intimate knowledge of plastering and carpentry, do require to have sufficient experience to enable them to "work in" with the other trades, and I am inclined to think that the job experiences, as regards the "interlocking" of the apprentice's trade with the other trades, could be improved.

Generally speaking employers seemed to be satisfied with the standard regulations with the exceptions I have detailed. Mr. Carter, the Secretary of the Employees' Federation, stated that "by and large" the regulations as such were pretty sound.

A summary of my findings and recommendations on these heads is as follows:—

1. That the probationary period should be retained.
2. That apprenticeship should be to the individual master and not to a board, except in the one case of the Building Trades Apprenticeship Board.
3. That where the employer shows good cause (e.g., bankruptcy) there should be provision for him to be absolutely released from the apprenticeship contract without any reservation as to damages. That application for release should be dealt with by the trade committees, whose decision should be subject to the approval of the Executive.
4. That foremen should exercise better "shop" discipline over apprentices in the making of reports for examination purposes. That the unions should endeavour to see that foremen furnish reliable reports. That the so-called practical examination be abandoned in those trades where it is manifestly impracticable to conduct a practical examination.
5. That the sick pay provisions of the standard regulations need amendment and that it is desirable that the sick pay period be reduced to conform to the period allowed to journeymen.
6. That a limited number of pupil apprentices should be trained as foremen and for executive positions.
7. That in the building trades, apprentices should receive more experience on the job, and technical instruction, with a view to enabling them better to work in with the allied sections of the trade.
INDENTURE APPRENTICESHIP AS COMPARED WITH TRAINEE APPRENTICESHIP.

A good deal was said during the hearing of the Commission in connection with trainee apprenticeship, and several witnesses considered that the adoption of such a system in this State would be of advantage and would lead to more young men being trained. No witnesses gave evidence before me professing to have any detailed knowledge of the trainee system, but I made my business while in New South Wales to make inquiry in regard to the operation of the system there.

In New South Wales the Beeby Metal Trades Award, which was delivered in 1935, made definite provision for this class of "Apprentice." In delivering the judgment of the court his Honour said:-

"To which junior labour should be admitted, and the wage conditions of juniors, again
furnished a most difficult problem. Before the award of 1938, apprenticeship on traditional lines was vaunted, but the adoption of industrial conditions to manufacturing or mass production was only possible by permitting the employment of unapprenticed labour in specialised processes.

The 1929 award maintained the established apprenticeship conditions for specified skilled occupations and provisions for some unapprenticed labour in "John’s" and "Cate's" distinguished from manufacturing establishments. But it also provided for female adults and for unapprenticed male and female juniors in manufacturing, with wages graded according to experience.

The general economic collapse which followed the 1930 award resulted in apprenticeship almost entirely falling into disuse. The output of large engineering establishments rapidly declined, and many employers found themselves under obligation to pay and train apprentices for whom they could not find employment. The position became so acute that the Court had to vary the award to provide for ranging of apprentices as well as adults, and for other relief. It also permitted the insertion in future contracts of apprenticeship of a proviso that, on terms prescribed, the obligation to keep an apprentice could be suspended or terminated if the employer suffered future reverses. But notwithstanding this safeguard as to the future, comparatively few new apprentices have been taken since 1938.

Employers appear to regard the obligations of the old apprenticeship conditions as too onerous, and allege that the temperament of Australian youth in these days makes it necessary to find some method other than rigid apprenticeship for the training of skilled operatives.

I am not disposed to agree to the opinion that the old system, with its master and servant, is in appropriate to modern youth. But its abandonment without some effective system for the future training of skilled tradesmen cannot be entertained. Regarding this as a matter for social legislation rather than industrial regulation, in the 1938 award, subject to certain conditions, the Court left the control of apprenticeships largely in the hands of State apprenticeship commissions, which it had always been taken since 1930.

There, however, has been no movement towards uniformity of State legislation, and the Court is impelled to make an award in the disputes on all aspects of junior steps. The New South Wales legislation has recently provided for the training of skilled tradesmen, but containing the main essentials of that system.

This experiment is well worth a trial, and the award provides that apprentices under the supervision of the State apprenticeship commission shall be regarded as apprentices. If other States adopt similar regulations the award can be varied to permit their being inserted. As to skilled labour, therefore, alternative apprenticeship and learnership conditions are provided for.

This attempt to place the training of apprentices on a footing more appropriate to modern ideas and methods is experimental and can be reviewed in the future.

Coming now to unapprenticed labour, the conditions under which youths employed in jobs distinguishing from manufacturing shops, have been re-arranged, without any particular classes of work and with an extra wage when youths are employed on furnaces.

The unrestricted employment of females and juniors in the manufacturing processes was the subject of much controversy. The dispute now determined in reality originated with allegations by the New South Wales branch of the Ironworkers' Association, that the 1930 award had resulted in the displacement of adult labour by junior and girls, that has been repeated.

There was no material evidence to support these allegations. In one or two establishments some youths and some adults doing comparatively skilled work were wrongly employed as process workers, but on the whole employers have been singularly careful not to misuse provisions made to facilitate the development of manufacturing, and have not deliberately displaced skilled workmen with cheaper labour.

The possibilities of abuse of the process workers conditions have been lessened by a variation of the definition of process workers mutually agreed to. It is true that there has been a great increase of junior labour employed, but, as anticipated in the 1930 award, this has been accompanied with new work and when employment for trained craftsmen has been referred to, simple machine processes and in the assembling of small parts, every new or extended factory has its staff of tool-makers and machine-fixers. In addition to this, many skilled mechanics have found employment in the manufacture of machines, presses, and other appliances used in mass production. As I have frequently pointed out, this Court cannot say that simple machine and assembling processes must be done by adults. This would mean an increase in costs and inability to compete with countries in which no restrictions are placed on the employment of female and junior labour. In apprenticeship the extent to which proportions of apprentices to mechanics have usually been prescribed, but only as a check on employers who, by employing too many, are unable to give proper training. Few reputable employers have ever employed the full proportion authorised, and viewing the industry as a whole, the production of sufficient tradesmen has not been hampered by awards.

The Court is now asked by some of the employers' unions to fix similar proportions of unapprenticed juniors; and in other words, to direct that of the simple work now done by juniors shall be transferred to adults. The proportion of juniors to adults now employed varies according to the nature of the factory product. In the radio industry, for instance, juniors vastly outnumber adults. In the making of electric motors and motor parts, more responsibility accompanies some of the processes, and more adults are employed. A proportion based on present practices, even if it were fixed, would have to be fixed for individual factories or for sections of the industry. Then again, a factory or a section of the industry often by the use of new inventions or increased use of automatic machinery alters its balance of labour. On inspection, saw balancing of in which the overwhelming predominance of juniors seemed alarming, but in no instance did I see work which should have been done by male adults being done by females or juniors. I therefore do not think that in process work or other work done by unapprenticed juniors any proportion of juniors to adults should be prescribed.
Strong objection was also raised by unions of employees to the fixation of junior wage rates according to experience instead of age. The experience basis was adopted in order to give the youth of more mature years increased opportunity of starting in some occupation.

Evidence disclosed that there is a considerable turnover of junior labour, and that youths, in their anxiety to obtain some form of employment, sometimes start with a new employer without claiming the rates to which they would be entitled on previous experience. Some employers also misused the system by dismissing the employees after one or two years’ experience and taking on fresh employees at lower rates.

But this has not become a general practice in the industry. The abuses of the experience basis so far have not been sufficient to outweigh its benefits. The change was made to meet changed circumstances. The youth who leaves school at a late age and who cannot find employment in apprenticeship trades can often get a start in a factory, provided his starting wage is not rigidly fixed on an age basis. For the present it is necessary to keep every possible avenue of employment open to these victims of the depression.

I endeavoured to frame a satisfactory alternative scale of wages based on age plus experience, but after reading the comments of the parties on the minutes of the proposed award, concluded that it was not suitable to this industry. Some employers engaged in heavier classes of manufacture agreed during the operation of the last award to work juniors only on the age basis, and I express the hope that they will continue to do so. To check abuses of the experience wage schedule, clauses have been inserted imposing duties on employers to furnish juniors with certificates of length of service when leaving, and making unlawful employment at a wage which does not take previous experience into account a breach of the award. "Experience" has also been defined to mean any class of work in any establishment in which metals are handled.

The schedules of junior wage rates had to be reconsidered. The low starting rates, I think, contributed to the turnover of junior labour, and in some branches of the industry led to the undue temporary employment of young people under the age of 16. High increases after the second year also contributed to this labour turnover, and I have tried to meet this position by increasing the rates for the first and second years and making the subsequent progression of rates more even.

In industries which lend themselves to the employment of juniors, it is extremely difficult to devise a wage schedule which will result in juniors moving up from year to year until reaching adult age and then continuing as process workers. In 1930 I thought that the adoption of piecework rates might have this result. But now it is evident that, where output is not regulated by the dexterity of the operative, but by the machine, piecework may not be an appropriate system of payment.

In all manufacturing in which machines that can be operated by juniors predominate, the uncertain status of the junior on reaching manhood is an aspect of the economic problem of this age to which society will be forced to pay more attention.

The provisions of the award as to junior labour are by no means final, but are the best that can be devised in present circumstances.

This system was given statutory sanction in New South Wales in 1932 in an Act which provided for the appointment of an apprenticeship commissioner and the establishment of apprenticeship councils comprising the then existing conciliation committees in each industry. The Act laid down that these councils should be under the chairmanship of the Apprenticeship Commissioner.

With the amending Act of 1932 in operation, and the apprenticeship councils established, the Metal Trades Employers’ Association, after having successfully obtained the award from Mr. Justice Berry already referred to, which permitted the employment of trainee apprentices, applied to the Apprenticeship Commissioner to have a system of apprenticeship without indenture instituted in the metal trades, and the application was granted.

This marks definitely the commencement of the trainee system in New South Wales industrial law.

In July, 1937, the system had been extended to the following trades:—

Boilermaking,
Bricklaying and tankpointing,
Boot manufacturing,
Carpentry and joinery,
Cememaking,
Electrical,
Electroplating,
Engineering,
Gas meter making and repairing,
Metal moulding,
Painting,
Plastering,
Plumbing,
Shoe making, tile making and shingling,
Sheet metal working,
Stone masonry and stone polishing.

It is thought by many that the system of trainee apprenticeship is an innovation but, in England particularly, the system has been known for a great length of time; there are in England indentured apprentices, apprentices under written agreement, and "apprentices" merely working as learners under verbal contract.
It is necessary at this stage to give an indication of what is meant by a "trainee apprentice". A proper conception of the term is, I think, conveyed by the following definition, bearing in mind that it needs some modification in detail as regards conditions in New South Wales:

A trainee apprentice is one whose employer undertakes to enable him to learn or 'pick up' a trade in the course of his employment. The employer does not engage to teach or instruct the apprentice or to keep the apprentice in his employ for any definite length of time, in contradiction to indentured apprenticeship, which lasts for a specified period and generally involves the obligation to teach or instruct.

The obligation of the employer to permit the "apprentice" to learn the trade in the case of a trainee apprentice merely continues while the relationship of employer and apprentice exists and either party is free at any time to break the contractual tie by giving the requisite notice to terminate the contract. It is said that apprentices who are trained in this way gain a greater wealth of experience because they are not necessarily tied down to the one shop or factory but are able to move about and gain experience in different works.

DETAILED DISCUSSION OF THE NEW SOUTH WALES SYSTEM.

In New South Wales the system has developed under the Apprenticeship Commissioner (Mr. McIntyre) who generally commended the method and its working. In that State the rules laid down require that trainee apprentices are to be employed only by such persons, firms or companies as are registered as trainee employers. The obvious reason for requiring registration of the trainee employers is to see that a proper class of employer is registered and to have a record of the history of each employer in relation to his trainee apprentices.

The trainee apprentice, for his part, is obliged to be attentive to his work and to be of good behaviour and to endeavour to attain the skill required to become a competent journeyman, and the rules applicable to the scheme require that if technical college or technical school tuition is available the trainee may be obliged to attend in his own time during the period of apprenticeship for a course of supplementary or practical and theoretical training necessary to make him a competent trade-man, the fees being paid by the employer if the trainee attends and progresses satisfactorily.

In New South Wales the wages payable to a trainee are 15 per cent. in advance of the wages payable to an indentured apprentice in the same industry and no doubt the 15 per cent. additional wage is some quid pro quo for the loss of security of tenure of employment which is enjoyed by the indentured apprentice as against the trainee apprentice. However, it is provided that if the trainee apprentice fail to attend at least 75 per cent. of the possible attendances at the technical college or school which he is obliged to attend the extra 15 per cent. is not paid. Should the conduct or progress of the trainee be unsatisfactory or the employer have no work available the employment may be terminated by the employer giving one week's notice. The trainee is able to terminate his employment by giving one week's notice to the employer, but in the case of the trainee he is not bound down by any condition precedent to giving the notice.

Every trainee is furnished with a ticket or card which he takes with him from shop to shop as he gets employment with the various employers, and a record of his employment must be indorsed on the card by the registered trainee employer who, for the time being, avails himself of the services of the trainee. In this way a complete record is held by each man at the end of his term showing what he has done and for whom he has worked. A duplicate of the record is entered up every six months in the office of the Apprenticeship Commissioner.

Various other conditions relate to the employment of trainee apprentices and these are more particularly set out in Appendix No. 1, relating to my inquiries in New South Wales.

Generally speaking, those witnesses who gave evidence before me did not advocate the abolition of the indenture system but expressed the opinion that there should be permitted to exist side by side with this system a system of trainee apprenticeship.

It is rather interesting to note that in New South Wales the number of indentured apprentices registered in each of the years 1933-1936 inclusive exceeds the number of trainee apprentices, and investigation also showed that over 50 per cent. of those apprentices who were registered as trainee apprentices subsequently became indentured to their employers. There may be some ground for saying that the employer when he finds out the capabilities of a youth is only too anxious to keep him bound down by indenture and therefore gets away from the trainee apprentice system. My view is that the figures supplied to me by the Apprenticeship Commissioner in New South Wales support this inference.

In discussion with the Commissioner (Mr. McIntyre) he expressed the opinion that although the system of trainee apprenticeship had not yet received a thorough try-out in New South Wales it was working satisfactorily, but sufficient time had not elapsed to enable him to express a definite opinion on the system generally.

All the other States of the Commonwealth make provision for indentured apprenticeship and although from time to time as a result of the system being introduced in New South Wales some agitation has taken place for the adoption of the trainee system in the other States, the idea does not seem to have found general favour in the Commonwealth outside of New South Wales.

For my part I see no reason to change the existing system of apprenticeship under indenture so long as a speedy and ready recourse is granted to the employer to have the tie cancelled or suspended through business falling off through lack of orders and enabling the employer to dispense with the services of the apprentice if he is slothful, careless or guilty of misbehaviour.
I consider that the establishment of trade committees as I have already advocated, with the power to deal with all domestic matters within their trades, subject only to the supreme jurisdiction of the apprenticeship executive, should give every satisfaction.

The feature of which I am most concerned is the establishment of trade committees. It is a scheme of which we are all well aware, and the only objection I have to it is that it is not generally known. The scheme is that it will be necessary to have some form of machinery to carry out the work of the trade committees. It is a scheme that has been under consideration for a long time and it is the only way in which we can expect to get anything like a satisfactory solution of the question of apprentices in the building trade.

The following extract is taken from the Annual Report of the Master Builders' Association of New South Wales, 1933-1936 (p. 25):--

"Notwithstanding the introduction into the building trade of the trainee system of apprenticeship, and the fact that an improvement in the industry is manifest, the position regarding apprentices is still far from satisfactory and there exists a disinclination on the part of some builders to take apprentices of any kind. In view of the seriousness of the position the Hon. Minister for Labour and Industry appointed a committee, representative of the Association and of the building trades unions to advise on industrial matters pertaining to the building trades, with particular reference to apprentices. Although this committee has met on several occasions and several suggestions have been put forward, it has not yet been able to evolve a scheme which it considers will overcome the difficulty. It may be that members are not aware of the conditions which govern the engagement and teaching of boys under the trainee scheme.

My recommendation on this subject is:

That the system of indentured apprenticeship be retained in all cases, subject to greater powers being given to the Executive on the recommendation of the sectional trade committee, to cancel absolutely or to suspend the contract:

(a) Where the employer's business fails or becomes slack owing to lack of orders;
(b) For misconduct.

BUILDING TRADES' APPRENTICESHIPS.

The building industry is always a fairly good barometer of trade conditions. It is an industry enjoying comparative immunity from competition from other States and there should be no necessity to import operatives either from abroad or from other States.

Besides the trades directly concerned, such as masonry, bricklaying, plastering, carpentry, joinery and plumbing, the building industry is the means of giving employment to many allied and subsidiary industries. Vast quantities of cement, lime and quarryd stone, as well as bricks, timber and tiles of local manufacture, are absorbed by the industry. It is a trade which should receive special attention.

The following is a comparative statement showing the value of building permits issued by local authorities in the metropolitan area. It will be seen that last year the total value of building permits issued was £2,025,313 and it would appear that we are steadily approaching the peak figure of 1929—£2,518,189.

BUILDING PERMITS ISSUED BY LOCAL AUTHORITIES IN THE METROPOLITAN AREA.

<table>
<thead>
<tr>
<th>Year ended 30th June</th>
<th>New Dwellings and Hotels</th>
<th>New Stores, Warehouses and other Buildings</th>
<th>Additions and Alterations</th>
<th>Total Permits Issued</th>
</tr>
</thead>
<tbody>
<tr>
<td>1927</td>
<td>1,565</td>
<td>1,130,316</td>
<td>504</td>
<td>388,005</td>
</tr>
<tr>
<td>1928</td>
<td>1,590</td>
<td>1,236,329</td>
<td>299</td>
<td>388,000</td>
</tr>
<tr>
<td>1929</td>
<td>2,071</td>
<td>1,750,504</td>
<td>268</td>
<td>555,774</td>
</tr>
<tr>
<td>1930</td>
<td>1,561</td>
<td>1,176,742</td>
<td>253</td>
<td>382,100</td>
</tr>
<tr>
<td>1931</td>
<td>428</td>
<td>273,127</td>
<td>131</td>
<td>141,308</td>
</tr>
<tr>
<td>1932</td>
<td>575</td>
<td>320,955</td>
<td>109</td>
<td>196,430</td>
</tr>
<tr>
<td>1933</td>
<td>608</td>
<td>294,708</td>
<td>119</td>
<td>123,388</td>
</tr>
<tr>
<td>1934</td>
<td>1,041</td>
<td>714,245</td>
<td>115</td>
<td>109,887</td>
</tr>
<tr>
<td>1935</td>
<td>1,240</td>
<td>945,188</td>
<td>175</td>
<td>248,131</td>
</tr>
<tr>
<td>1936</td>
<td>1,349</td>
<td>1,062,070</td>
<td>183</td>
<td>350,042</td>
</tr>
<tr>
<td>1937</td>
<td>1,508</td>
<td>1,116,468</td>
<td>174</td>
<td>677,012</td>
</tr>
</tbody>
</table>

In 1937 city properties such as hotels and stores absorbed approximately £250,000 and the balance of approximately £1,270,000 was expended in dwellings. Of this sum it is estimated that approximately one-third of the building was done on piecework. I have no exact figures on the point but if anything I am inclined to think that the estimate is conservative and it should be more than the one-third I have set down.

The position as regards apprenticeship in the building trade is somewhat different from that obtaining in other trades. Apprenticeship in this trade presents special problems. The same kind of problems arise in the other States and according to reports in other parts of the world. Building has
for many years been a trade in which it is not easy for the operative to obtain continuous employment. There is some falling off of work in the winter months, but the principal reason is the lack of continuity of contracts, which means that many contractors are not able to keep an apprentice at work throughout the year.

I have already pointed out in referring to the laws relating to apprenticeship that an amendment passed in 1925 created a special board to deal with apprenticeship in the building trade. Somewhat anomalously this board was given jurisdiction only in the bricklaying, plastering and stonemasonry sections of the industry, and the very important sections of painting, carpentry and plumbing were not included. The reason for the non-inclusion of these trades was that the various interests representing the artisans engaged in those trades were somewhat perturbed at their not receiving proper representation according to their numbers, which were far in excess of the operatives engaged in the bricklaying, plastering and stonemasonry sections of the industry.

The purpose of the board was to permit of apprenticeship of the apprentice, in the first instance, to the governing board. The Act established the principle that the apprentice could be transferred from contractor to contractor according to the will of the board, the object being to give, as far as possible, continuity in practice and experience.

In the last fifteen years there have been some remarkable changes in the building trades. In all parts of the world, industrialisation has affected the industry. Instead of materials being fashioned on the job, there are various industries which manufacture ready-made materials, such as plaster-boards, joinery and frames, which may be readily affixed to the job without requiring a great deal of skill on the part of the operative. Masonry is almost a thing of the past in general construction. To a great extent in the larger types of building masonry and bricklaying have given way to reinforced concrete construction, which materially reduces the time taken in building. These changes in processes must necessarily have an effect on employment in the industry, but notwithstanding this, there is still an urgent need for the training of artisans. The depression had a disastrous effect on the skilled trade and employment in the industry was seriously affected. This necessarily was reflected in the number of new apprentices engaged in the industry during that period.

Looking at the table in Appendix XV, I find that there were the following registrations in the various sections of the trade for the years hereunder mentioned:

<table>
<thead>
<tr>
<th>Industry</th>
<th>No. of Apprentices Registered during the Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1926</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Bricklaying</td>
<td>N/A</td>
</tr>
<tr>
<td>Carpentry and Joinery (Metropolitan)</td>
<td>33</td>
</tr>
<tr>
<td>Painting and Signwriting</td>
<td>13</td>
</tr>
<tr>
<td>Plumbing (Metropolitan)</td>
<td>12</td>
</tr>
<tr>
<td>Plastering</td>
<td>N/A</td>
</tr>
<tr>
<td>Stonemasonry</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Although I understand that registrations picked up in the latter part of 1937 it will be seen that there has been a falling off of registrations in the building trades.

As already pointed out one of the main reasons for the falling off was the depression but at the same time it will be noticed that the building trades have not picked up as regards registration of apprentices in the same degree as other trades and the reason for this in my opinion is to be found in the increased degree of specialisation that is taking place.

The Industrial Arbitration Act, 1912-1935, section 126 (4) provides that it shall be an offence for an employer to refuse or neglect to take an apprentice when required to do so by the board unless the employer has some reasonable excuse for not taking the apprentice. I know of no case where a prosecution has been taken by the board under this section.

In 1935 the situation became so bad that the board communicated with the Minister in Charge of the Department of Labour and arrangements were made for a qualified quantity surveyor to make inquiries in the industry with a view to ascertaining the reason for the falling off in the number of registrations of apprentices. It was found, generally speaking, that at that time the metropolitan master builders were not disposed to take apprentices in those trades (that is to say, the bricklaying, stonemasonry and plastering trades) under the jurisdiction of the board. Many employers stated that owing to apprentices they had no work for the apprentices. When the inquiries were made the building industry was in a very low condition, although by the end of 1935 business had commenced to revive. No doubt many of these employers still had the experience of the depression in their minds and they were unfavourably disposed towards the engagement of apprentices on a five-year basis. Objection was made that the board was too prone to interfere, and the employers stated that they were not given sufficient control over the apprentices. (But if there was any substance in these objections nobody came forward to voice them before the Commission.) Some objections were also raised to the apprentices attending technical school classes in the employer's time and as regards the smaller contractors or speculative builders they were distinctly
against the apprenticeship system. Most of these smaller builders carry out their contracts on the piecework system; that is to say, they let out various portions of the work to tradesmen who work in gangs at fixed prices for a specified job. One section will quote for the foundation of the building; another for the brickwork; another for the plastering, and so on. The result has been that in what may be called the smaller building concerns the operators are concerned to work as quickly as possible to get the greatest measure of return for their work and if I accept the evidence of contractors of experience, such as Mr. W. L. Brine and Mr. C. W. Arnold, a good deal of the work in this section of the industry is skimmed and shoddy owing to the incentive to get as much as possible done in the shortest possible time. Operators working under these conditions are not in a position to train an apprentice, although it was reported by the quantity surveyor (Mr. Wilkinson), who made the inquiry for the Government on behalf of the board, that the plasterers and some of the stonemasons were in a position to take apprentices. It was found that there were juniors employed on the jobs in these small buildings, and that many of them were being employed in defiance of the regulations which are quite specific that juniors are not to be employed and that apprentices are the only minors who can be employed in the industry.

In England, according to accounts, there is very little piecework. I made inquiries in the Eastern States as to whether the system was in vogue there. I found it was prohibited in Queensland and that in all the other States—New South Wales, Victoria, South Australia and Tasmania—piecework was either not practised or was of small account. Representatives of the employers and of the employees in the trade gave it as their opinion that piecework was not in the best interests of the industry and that the quality of work turned out under this system was not to be compared with that turned out under day wages.

It has been said that a prohibition of piecework in this State would lead to an increase in building costs. This was stated as a generalisation and no proof was brought to bear on the subject. I am convinced that in view of the evils which result from the system it should be abolished in the building trades.

It was said by one witness that there is a good deal of confusion in the minds of the community as to what is meant by piecework, and so as to destroy any idea that I have included in the conception of the term work which is done under contract in the strict sense I am including only such work as is done by the journeyman himself at piecework rates either for some speculative builder or for a building contractor who has undertaken a contract to erect a building. I am not including a person who takes a contract, for example, to do so many yards of plastering at a specific rate and who engages under him in the journeyman at day wage rates to do that work. In other words, it is the method of working of the journeyman which I have in mind, and I have nothing to do with the case of the genuine contractor who takes a contract to perform work and he pays either according to results or on a fixed basis so much remuneration for so much work performed.

The prevalence of a large percentage of piecework operatives in the building unions is a good indication of the extent to which this system is practised in the State.

I agree with Mr. W. L. Brine, the President of the Master Builders' Association, that so far as piecework is concerned it is of no benefit to the employer, or proprietor as he is called. It stands to reason that the pieceworker must aim at getting the journeyman's rate and a little bit more if he can for the working hours, otherwise it would not pay him to work on piecework. If anybody reaps a benefit from the system it is the pieceworkers themselves. There is a tendency to work long hours under conditions which do not make for good work. This being so, there must be some added cost, difficult to estimate, in the value of a building which is done by piecework. In making this comment I am of course not referring to work which is done at established rates by pieceworkers in times of economic depression. It is no doubt a fact that in these times of stress competition becomes so keen that, to obtain work, many workers are prevailed on to work at very low rates of pay and the cost of building is no doubt correspondingly cheaper, but these illegal shifts are no concern of mine.

It was contended that a law providing for registration of builders would do much to obviate the position which has arisen with regard to apprentices, inasmuch as many of those journeymen who were operating under the piecework system and who were really not well versed in building construction would be compelled to take their proper places in the industry as day wages workers and that there would then be the necessary scope for the training and instruction of apprentices. I am not convinced by the argument which states that a law providing for the registration of builders would necessarily have this effect, whatever its merits may be as regards the ensuring of better building construction for the public and preventing the operation of the "jerry builder."

I think a good deal of trouble with regard to apprenticeship in the building industry has arisen from ignorance on the part of the employers of the conditions relating to apprenticeship. It may be that there are some pinpricks in connection with minor regulations, but nothing which was pointed out to me convinced me that there was any serious objection to the system as now practised. On the contrary, those who should be in a position to know of the local system and expressed the opinion that the personal contact between the journeyman and the apprentice which springs from the indenture system was desirable.

It has been suggested that a way out of the difficulty in this trade would be to establish a trade school to which the apprentices would be sent and at which they would work until such time as they were wanted by some employer in the industry. But it is of little use recommending such an innovation and
expecting the money to pay for it to drop from the clouds. Such a school would be expensive to keep up. I doubt whether it would be as effective as proponents of the scheme would believe it to be. At the same time it may be considered as the next best thing to continuous training under apprenticeship and if the various interests in the trade are prepared to pay the cost, by means of a special tax on the proceeds of all building contracts, I see no reason why a school of this nature could not be instituted. For the first few years, in order to provide for capital expenditure in building and equipping the school, this tax should be comparatively high—from, say, 1.5 per cent, to 2 per cent, which would yield a considerable sum. After that the burden would be lightened and the tax adjusted to meet maintenance and administration. The present time would be favourable for the imposition of the tax. I advocate a series of graduated concessions similar to those provided under the French law to meet cases where the employer shows that he is already doing his share in the recruitment, training and instruction of apprentices. In fact what I am here suggesting is in effect based on the French law, which I have already pointed out, provides the means of technical instruction and training by means of a tax, subject, however, to provision for relief according to the employer's indirect contribution to individual training by the employment of apprentices.

With a backing of trade instruction such as I have detailed I would be prepared to support the alternative proposal submitted by the Building Trades’ Apprenticeship Board, which was based on apprenticeship to the Board, without subsequent assignment to individual employers as at present. Under this method apprentices would be drawn in rotation from a roll and when required by employers. This roll would necessarily be restricted in the number of enrolments so as to ensure as much training as possible to each youth. If this scheme be adopted it will have to be closely policed to see that each apprentice receives proper training during such time as he is with an employer.

The Builder's Labourer.

A plea was put up by Mr. W. L. Brine on behalf of what is known as the builder's labourer. He is a man who carries out work of a semi-skilled nature, such as rigging, general assistance to tradesmen, the handling and driving of gear and equipment and many other odd jobs, many of which relate to the setting up and handling of machinery and equipment used in modern building methods.

At the present time the Builders' Labourers' Union permits one “billy boy” or “nipper” on a job, and when a boy employed in this capacity reaches the age of 16 years the employer is supposed to put him off. Seeing that these youths have some initial experience in the trade, Mr. Brine suggested that a selected number could be trained and controlled under the provisions of some agreement to be arrived at between the employee’s union and the employer's union. I am struck with this suggestion and think there is scope for the training of youths in this capacity. Furthermore, every opportunity and encouragement should be given these youths to go higher. It might be practicable to apprentice some of them to particular sections of the industry and no doubt the trade committees would reduce the period of apprenticeship if the circumstances warranted. The general suggestions which I have made, to the effect that apprenticeship conditions and the employment generally of minors in industry be left to the administration of a central executive and various trade committees, are adopted I think this is one of the matters which could well be dealt with under that system. In my opinion all sections of the industry should have their separate trade committees constituted in the way already suggested in this report.

I now proceed to sum up my findings on this head:—

1. That piecework in the building industry be definitely prohibited by legislative enactment.

2. That the Building Trades’ Apprenticeship Board be reconstructed so as to embrace representatives of all sections of the trade. That this Board be divided into a number of sub-committees each representative of a particular section of the industry. That the full committee of the Board should meet at regular intervals and determine matters of general policy.

3. That the system of indented apprenticeship to the Board as reconstructed be continued.

4. That provision be made for training a limited number of builders' labourers on the indenture system.

5. That consideration be given to the establishment of a special trade or works school for the training of building apprentices, and that this school be financed from subscriptions to be made by the building contractors themselves on a percentage basis of the moneys from time to time paid to them on building contracts.

6. That, in keeping with my recommendation with regard to other trades, provision should be made for compulsory attendance of every apprentice in his own time for the purpose of further technical instruction in addition to that which is now required to be taken in the employer's time.
PART III.

JUNIOR LABOUR.

SYNOPSIS.

1. Discussions of the laws relating to junior labour generally
   Recommendations .................................. .......................... evii.
   2. The Influence of the Federal law
   .......................................................... .......................... evii.

General.

At common law the power of a minor to enter into a contract is based on similar principles to those applying in the case of an apprentice who is under age. The common law recognizes the validity of contracts entered into by minors when those contracts are for the benefit of the minor. A contract of employment is recognized as a contract which is potentially for the benefit of the minor, and provided the contract contains no onerous conditions the courts will enforce it.

In Western Australia the law relating to the employment of minors has developed somewhat scrappily, as in the case of apprentices the State Arbitration Court’s awards and the industrial agreements registered with the court constitute an important section of the law. A list of awards and agreements is set out in Appendix No. XVI. Generally speaking, minors are permitted to enter into all classes of employment, subject, however, to the practical effect of the Education Act, 1928, and to the provisions of section 53 of the Factories and Shops Act, 1929, as amended, which forbids the employment of a child in a factory, shop or warehouse. In the Factories and Shops Act, 1929, a child is defined as meaning, in the case of a male child, a person under the age of 14 years, and in the case of a female child, a person under the age of 15 years. One of the witnesses remarked on this difference, but I think that so far as girls are concerned there are important physiological reasons for insisting that they do not enter employment at too early an age.

There are certain occupations in which the employment of juniors is forbidden, and other occupations in which their employment subject to conditions.

In the process of silvering mirrors by the mercerious process, and in the white lead industry, the employment of males under 18 years of age is forbidden, and no girl or woman may be employed. (F. & S. Act, 1920, s. 54.)

Girls under 18 years may not be employed in a factory where glass is melted or annealed (ibid., s. 53.)

Girls under 16 years may not be employed in the making or finishing of bricks or tiles (other than ornamental tiles), nor in the making or finishing of salt (ibid., s. 54.)

Juniors under 16 years of age may not be employed in any part of a factory in which the dipping of lacquer matches is carried on (ibid., s. 57.)

Girls under 16 years may not be employed as typesettiers in a printing office (ibid., s. 58.)

No male under 18 years of age, and no female, is allowed to clean any mill-gearing machinery in a factory while it is in motion (ibid., s. 60.)

Juniors under 18 years are not allowed to have the care or management of a lift or elevator in any factory, shop or warehouse without special exemption from the Chief Inspector of Factories (ibid., s. 75.)

Boys under 16 years may not be employed underground in a mine, and the employment of female labour below ground in mines is absolutely prohibited (section 53 of the Mines Regulation Act, 1906). This Act, however, does not apply, in the main, to employees in coal mines within the meaning of the Coal Mines Regulation Act, 1902-25. The latter Act makes special provision forbidding the employment of boys under 14 years and females in or about mines. This Act also forbids the employment of any boy in caging or measuring trucks or ships in or at any shaft. (A boy is defined in the Act as “a male person under the age of 19 years.”) The owner of a coal mine is absolved if he employs a boy in a manner contrary to the provisions of the Act on the representations of the boy’s parent or guardian that he was of legal age for employment, so long as the owner acts in good faith, and in such case the parent or guardian is punishable. The Act requires every owner or manager of a mine, under penalty, to keep in the office of the mine a register, which must be entered up in a prescribed form, showing the name, age, residence, and date of first employment, of all boys over 14 years of age employed in the mine below ground, and of all boys employed above ground, and this register must at all times be produced to an inspector under the Act on request (sections 9 and 19).
The Child Welfare Act, 1907-1927, forbids the employment of a child under 14 in any work in or about any racing stable or in connection with the training of any animal for racing or the causing or allowing of a child under 16 to be in any place of public amusement for the purpose of performing for profit or reward. An exception, however, is made in case of an occasional entertainment for charity (sec. 106). The same Act also forbids the employment of a child under 14 years in a circus or acrobatic entertainment by which his life or safety may be endangered (sec. 137).

The law does not provide for any medical examination of an intending young worker before the worker is permitted to engage in any employment, but the Factories and Shops Act, 1929 (section 60), does make provision empowering an inspector of factories, if he is of the opinion that any boy or girl under the age of 16 years who is employed in any factory, shop or warehouse, is physically unfit for employment, to require the boy or girl to produce a certificate from a medical officer of health, certifying that such junior worker has satisfied him as to his age and physical fitness for the employment. If the certificate is not produced the occupier of the factory commits an offence in further employing the junior.

The law has long forbidden the payment or the taking of premiums in connection with the employment of any person in a factory (section 49 of the Factories and Shops Acts, 1920) and last year a further amendment was made in the law, widening its application to employment in factories, shops and warehouses, and making it an offence for any person to solicit or ask for any premium in connection with employment. Further amendments were made forbidding advertisements dealing with requests or solicitations for premiums in connection with employment.

Wages and Conditions.

Apart from the specific conditions of industrial awards and agreements, the law makes very little provision for wages and conditions relating to junior labour. Section 45 of the Factories and Shops Act, 1929, however, does lay down that every person who is employed in a factory, shop or warehouse in any capacity is entitled to receive from the occupier at least 10s. per week for the first year of employment in the trade, 15s. per week for the second year, 20s. per week for the third year, and so on by additions of 5s. per week for each year of employment in the same trade until a wage of 35s. per week is reached, and thereafter a wage of not less than 35s. per week. These rates of payment are to be made irrespective of any overtime earned, and the payment of wages is to be made in full at not longer than fortnightly intervals. In order to protect the rights of persons under this provision, an inspector has power to institute, on behalf of any person who has not been paid his proper wages, proceedings for recovery.

In considering this provision some reference must be made to an amendment passed in the last session of Parliament providing that no woman over 21 years of age employed in a factory, shop or warehouse is to receive a lesser rate of wage than the lowest minimum rate prescribed for a woman over 21 years of age in any award or industrial agreement made under the Industrial Arbitration Act, 1912-23 and for the time being in force. A corresponding provision is made in the case of a male person over 21 years of age, who is not to receive less than the lowest minimum rate prescribed for a male person over 21 years of age in any award or industrial agreement made under the provisions of the Industrial Arbitration Act and for the time being in force. (Factories and Shops Amendment Act, 1937, sec. 18.)

In the same session of Parliament an endeavour was made to amend the Factories and Shops Act, 1920, by the insertion of what one might term a "wage for age" scale for junior workers. There was also a provision to meet the case of a male junior who entered industry after the age of 15 years or a female junior who entered industry after the age of 16 years, and in these cases certain minimum rates were prescribed on an experience basis. However, the amendments were not passed. These amendments were as follows:

<table>
<thead>
<tr>
<th>Where the Age of the Employee concerned is</th>
<th>Rates for Males</th>
<th>Rates for Females</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>In the South-West Land Division as defined in The Land Act, 1933-1934</td>
<td>Other parts of the State</td>
</tr>
<tr>
<td>Under 15 years</td>
<td>0.13</td>
<td>0.16</td>
</tr>
<tr>
<td>Over 15 years but under 17 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>Over 16 years but under 17 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>Over 17 years but under 18 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>Over 18 years but under 19 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>Over 19 years but under 20 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>Over 20 years but under 21 years</td>
<td>0.16</td>
<td>0.19</td>
</tr>
<tr>
<td>21 years and over</td>
<td>The declared basic wage</td>
<td>The declared basic wage</td>
</tr>
</tbody>
</table>
Where a person under the age of twenty-one years first commences work in a trade, in the case of a male after attaining the age of fifteen years, or in the case of a female after attaining the age of sixteen years, a minimum weekly rate of wages in accordance with the following table shall be payable to each person, according to the length of time in which he or she has been employed in the trade:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>14/-</td>
<td></td>
<td></td>
<td>18/-</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>14/-</td>
<td></td>
<td></td>
<td>18/-</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>23/-</td>
<td></td>
<td></td>
<td>23/-</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

But on the attainment by any such person of the age of 21 years or after the third year's employment in the trade, whichever first happens, the scale first mentioned in the section to apply.

As the legislation now stands I believe that it will militate against the continued employment of juniors when they reach the age of 21 years. If it so happen that in any part of the State there is no award or industrial agreement operating, then juniors working in factories, shop or warehouses are entitled to receive only those minimum rates referred to in section 45 of the Factories and Shops Act, 1920. Where the employment is not in a factory, shop or warehouse, and there is no absence of any award or industrial agreement, then there is no prescribed legal minimum rate which a junior is entitled to receive.

A provision added by the Factories and Shops Act 1939-1937 is of special interest in view of the remarks which I shall have occasion to make in regard to the employment of juniors in hairdressing establishments. That section 128A now provides that:

No person who carries on the business of hairdressing in all or any of its branches shall, on the premises or any part of the premises occupied by him for the purpose of his business, teach or undertake to teach any person the trade or business in all or any of its branches, or permit his premises or the plant therein to be used by any other person for that purpose, unless the person receiving instruction is an apprentice duly indentured by indenture for a period of not less than two years to the person imparting the instruction.

The provisions of section 34 of the Factories and Shops Act 1920 entitle every worker (except a worker who is employed on a continuous process plant) to three-quarters of an hour for a meal between the hours of twelve noon and three o'clock in the afternoon, and also between the hours of five o'clock and eight o'clock in the evening, and no worker may work or be required to work in or about a factory so as to lose or be deprived of these meal times, and no woman or boy may work or be required to work more than four and a half hours without the prescribed meal time.

Section 37 of the Factories and Shops Act 1929, as amended in 1937, sets a limit to the amount of overtime which may be worked by women and boys. Under the Act the Minister is given the power to extend the prescribed working hours so as to provide for overtime, but it is expressly provided that the extension in the case of women and boys is not to be:

(a) more than 2 hours in any day; or
(b) more than 2 days in any week; or
(c) on 2 consecutive days in any week; or
(d) on more than 32 days in any year; or
(e) on any holiday or half-holiday.

Where women and boys work overtime and their ordinary rate is by time, and not by piece-work, they are, under the Act, to be paid not less than 10s. per week where their ordinary wages do not exceed 10s. per week and not less than 9d. per hour in all other cases.

In regard to various dangerous trades the Minister has power, under the provisions of section 22 of the amending Factories and Shops Act of 1937, to make special regulations concerning work in factories where the process or description of work is dangerous to health or life, including special provisions for young persons. At the moment of writing, no regulations have been promulgated under this provision.

The Factories and Shops Act, 1929 (section 131), as amended and re-enacted in 1937, obliges the keeper of every small shop to keep a correct record of (amongst other things) the name, sex and age of each shop assistant employed under the age of 21 years.

This summarizes the general law in regard to junior workers, but there is a great body of law contained in the various awards of the State Arbitration Court. As already pointed out, when dealing with apprentices these awards of the Court are really rules of law. Generally speaking, as in the case of apprentices, there is a fixed ratio provided in each award beyond which the employers are not entitled to engage juniors. The ratios vary in the different industries and the same comment made in regard to apprentices applies in regard to the basis of fixation of these ratios, that is, that there does not appear to be any reliable basis on which they are fixed. Very often the line of demarcation between a junior worker and an apprentice is somewhat thin and very often it is urged by employers that if they had the power to employ more junior workers that would result in further employment being made available for youths. That may be so, though even here practical experience might incline one to doubt whether this would be the effect. Mr. Somerville, the workers' representative on the Arbitration
Court, pointed out that in issuing its latest award for engineering trades (South-West) the Court made what was an innovation, in that it permitted juniors in certain phases of the work pertaining to these trades. Sustained objection was raised by the Union, and the Union has not been at all satisfied in regard to developments under this provision of the award. Under former awards juniors were prohibited from handling tools of trade, but under the award now in operation they may be employed in any branch of the trade or trades in the proportion of 1 junior to every 3 or fraction of 3 journeymen at the prescribed rates. This provision has been in operation since 1929 and there has been no increase in the total number of boys employed, that is to say, the aggregate of apprentices and juniors, nor has there been anything like the full complement of apprentices employed. The award makes provision for the employment of 1 apprentice to every 3 journeymen or fraction of 3. The sooner it is realised that the whole question depends upon the absorptive capacity of the industry, the better it will be for everybody concerned. The experience I have had in reviewing the industrial situation under this commission convinces me that whether the junior labour employed is of the apprentice type or the junior labour type proper there will be ample call for the employment of either type in their special sections if the needs of industry require it.

Generally speaking the jurisdiction over junior labour is vested in the Court of Arbitration. In some cases, as already noticed when discussing the subject of apprenticeship, there are boards provided in the industries, but these boards are few and far between and there is a lack of co-ordination. In considering the subject matter of apprenticeship and in making recommendations under that head, I recommended that the jurisdiction over apprentices should be vested in a supreme apprenticeship executive with representative trade boards working in the several trades or industries. I recommend a like form of control in the case of all junior labour—a form of control which will have effective jurisdiction over all conditions pertaining to the employment of junior labour, including the fixation of wages. There is no reason why the employment of junior labour and the employment of apprentices should not be administered under the one system. A great many petty differences would, in my opinion, be thereby obviated and many arguments concerning demarcation as between apprentices and juniors would disappear. At the present time the junior worker is an "odd fellow" in industry. The amount of drifting about amongst this class presents a serious problem. As a matter of fact, one can almost predicate that the economic problem lies within this area. Care should be taken to preserve the interests of this section of workers, and incidentally the interests of the State, by interlocking the skilled with the unskilled and both of these types of employment with the education system in general through the medium of thoroughly representative and competent boards, which in my view are the best means of bringing about better industrial relations and increased efficiency of service.

This, of course, means the divesting of the jurisdiction exercised at present by the Court of Arbitration.

The system of fixation of wages is not uniform. In recent years it has become the practice to fix the wages in the various age groups at a percentage of the basic wage. In my view this practice should be adopted universally.

It will be noticed, on reference to the scales of wages, that there is a similar principle underlying each, that is to say, payment is made on an age basis, and there is, on the whole, no provision made for payment on an experience basis, but a few of the awards and industrial agreements do provide for payment according to experience. For example:

- Bag, Sack and Textile Employees’ Industrial Agreement—No. 48 of 1925;
- Catering (Restaurant, Tearoom and Cafeteria Section) Award—No. 15 of 1928;
- Clerical (Wholesale) Award—No. 44 of 1930;
- Clerical (Semi-Governmental) Industrial Agreements—Nos. 4 of 1932 and 14 of 1935;
- Cordial and Aerated Water Making Industrial Agreement—No. 49 of 1925;

and some others which are set out more particularly in the Schedule, Appendix No. XVI. I agree with this principle of payment on an age basis, although I would make exceptions in certain cases, which might be left to the discretion of the various trade committees, who should be compelled to submit the case to the executive committee for its approval. While in Victoria and Tasmania I had occasion to notice various determinations of the wages boards in those States, in the former State provision is made for a gradual shading off in the latter years of adolescence so that the living wage is not reached until after a person has attained the age of 21 years. It was said that in Victoria by this means a great deal of displacement had been avoided, which in other States occurs between the ages of 18 and 25 years. I have had occasion to discuss this aspect in greater detail in considering the question of the incidence of awards and conditions in regard to unemployment. In Tasmania many awards issued by the wages board contain provision for an alternative scale based on length of experience. I consider that the introduction of a similar system in this State, subject in each case to the recommendation of the trade committee and the ultimate consent of the executive committee, would be of some advantage in those cases where youths have been delayed in their entry into industry owing to their having spent additional time at school, and such a provision would also be particularly suited to providing some amelioration in the case of those youths who, through economic depression, lost their chance of obtaining worthwhile employment.

A glance at the various scales of wages provided for both apprentices and junior workers reveals many peculiar features. It is hard to explain the various small differences in the rates payable as between different industries. It may be said that there is a difference in the skill required, but I have looked into many of the figures and I am unable to account for the differences in this way. If
there were a board such as I suggested, constantly going over and adjusting these wage rates, I think a good deal of this confusion could be avoided and the rates of pay payable to both apprentices and junior workers could be considerably simplified, to the better satisfaction of all concerned.

I consider that no junior should be allowed to enter any form of industrial occupation until he has been medically examined and certified as fit to perform the work which he intends to take up.

The difference in the prescribed ages of employment for males, already noticed in discussion of the Mines Regulation Act and the Coal Mines Regulation Act, is an anomaly which I think should be corrected. The employment of a boy under 16 years, underground, in a gold mine is absolutely prohibited, whereas in a coal mine a boy may be employed underground at 14 years—although it must be noticed that the Coal Mining award has fixed the minimum age for employment underground at 15 years. I am of the opinion that no boy under 16 years of age should be allowed to work underground in any mine.

I now summarise my recommendations regarding junior workers:—

1. The establishment of an executive body with trade committees to control all junior labour, and the divesting of this jurisdiction from the Court of Arbitration. I consider that where there is an apprenticeship committee already constituted (that is, assuming my recommendations in this respect regarding apprentices are given effect to), the same committee could and should undertake the duty of administering the law in regard to junior workers in the particular industry concerned.

2. All juniors should be compelled to pass a medical examination before being permitted to enter industry.

3. That the wage rates payable to juniors should be co-ordinated on a better basis than at present and that in all cases the basis of fixation should be a percentage of the basic wage.

4. Where there is no award or industrial agreement operating which fixes the rates of pay payable to juniors, provision should be made by law for a wage based on the age of the junior worker, with a qualification that where the worker first enters industry above the normal age payment may be made on an experience basis.

5. That boys under the age of 16 years should be prohibited from working underground in all classes of mines.

The Influence of the Federal Law.

As has been noticed when dealing with the subject of apprenticeship, the Federal system exercises a gradually encroaching influence on State industrial economy. Similar remarks to those made when dealing with the law relating to apprenticeship apply to this branch of the subject of juvenile employment. As yet, the influence of the Federal Court has not been felt to any great extent and the number of awards of that Court which are applicable to junior workers in this State is only seven.

There is an urgent need for uniformity of conditions as far as possible relating to juniors whether they work under a Federal award or a State award, but this can only be brought about by an understanding between the Commonwealth and the States.

A list of Federal awards applying to junior labour in this State is set out in Appendix No. XVI. to this report.
PART IV.

CONCLUSION.

I think that enough has been said in the preceding pages to convince the most casual reader that a great deal of energy can be dissipated in an attempt to apply ineffectual measures of relief to a problem which is essentially economic.

There are, it is true, certain phases which are intimately related to social services; I have touched on the importance of a thorough grounding in primary education and the urgent need for increased technical educational facilities. It has been demonstrated time and again that a good basic education and an efficient system of technical education play a large part in the creation of the real wealth on which a community progresses. Some nations of the world to-day are inspiring examples of what can be done, even though nature has not been over generous in natural resources. In Western Australia there are primary industries which have been fostered under difficulties, yet the ultimate quality of production is unrivalled and a fitting testimony to the principle that the hard road is often the best road.

In conclusion I desire to thank all those public spirited citizens who came forward and testified before the Commission, and the Premiers, officials and representative citizens whom I interviewed in the various States of the Commonwealth. I desire also to thank Mr. P. W. E. Curtin, B.A., LL.B., who was appointed Secretary to the Commission but who left for London before the Commission was complete, and Miss M. Godwin of the Crown Law Department, who ably took up Mr. Curtin's duties and assisted me in the finalisation of this report. I wish also to place on record my appreciation of the willing assistance rendered by Mr. Ramiaciotti and members of the Hansard staff, and the staff of the Government Printing Office.

A. A. WOLF,
Royal Commissioner.

Dated at Perth this 28th day of February, 1938.
Royal Commission on Youth Employment
and the Apprentice System.

APPENDICES.
APPENDIX I.

SUMMARY OF INQUIRIES.

NEW SOUTH WALES.

PERSONS INTERVIEWED.

Mr. J. A. Armitage, Secretary Employers' Federation of N.S.W.
Mr. J. W. Beagley, Secretary Master Builders.
Mr. C. J. Belmore, Under Secretary for Labour and Industry.
Mr. O. Bryant, Secretary N.S.W. Trades and Industrial Union Secretaries and Organisers' Association.
Mr. A. Evers and Mr. J. R. Hughes, Secretary and Assistant Secretary, respectively, Federated Clerks' Union, New South Wales.
Mr. C. B. Hall, Secretary Chamber of Manufactures.
Mr. A. W. Hicks, Assistant Director of Education and Superintendent of Technical Education.
Mr. F. Kishin, Special Investigator, Premier's Department, Sydney.
Mr. J. L. Jordan, Employment Officer, Young Citizens' Association.
Mr. A. R. Latchere, Chairman Young Citizens' Association Advisory Council.
Mr. C. D. Lawrence, Superintendent Shecville Government Agricultural Training Farm.
Mr. N. J. Leary, Organiser, Sydney District Industrial Union, N.S.W.
Mr. Clarens Martin, Barrister, ex M.L.A., ex Vocational Guidance Officer, N.S.W. Gas Company.
Mr. P. G. Mercer, Assistant Secretary Printing Industry Employees' Union, N.S.W.
Mr. D. M. McDonald, Secretary, Metal Trades Employers' Association.
Mr. J. McIntyre, Apprenticeship Commissioner.
Mr. W. W. O'Neill, Psychologist Vocational Guidance Bureau.
Mr. O. Schreiber, President, N.S.W. Trades Union Secretaries' Association.
Mr. S. W. Woodham, Departmental representative Young Citizens' Associations Administrative Committee.

SOURCES OF INFORMATION.

Industrial Arbitration Act, 1912-1935, and regulations.
Industrial Arbitration (Amendment) Act, 1936.
Apprentices Act, 1901.
Apprenticeship in the Building Trades—a brochure.
Apprenticeship Council forms and cards.
Trainee Apprenticeship System—an article in "Unity," 14th April, 1937.
Technical Education in Australia—A statement by the Hon. D. H. Drummond, M.L.A.
Technical Education Courses of Instruction, 1937.
Courses of Study for High Schools, Secondary Schools, etc.
Courses of Instruction for Primary Schools.
Primary, Super-Primary, and Secondary Schools—Boys' probable occupation—a graph.
Location of members of the 1916 generation between the ages of 12 and 19—a graph.
A suggested organisation of post-primary education courses—a plan.
Reports of the operation of the Employment Research Committee, 1936.

Prevention and Relief of Unemployment Act, 1930-1935, and regulations.
Supplement to the Government Gazette, 17th April, 1934.
Factories and Shops Act, 1932-1936, and regulations.
Report upon Employment and Unemployment in N.S.W., 1937.
The 40-hour week and other labour questions—a pamphlet by O. Schreiber.
The wages policy of organised Labour—a pamphlet by O. Schreiber.
Statement showing the percentage increase in the number of female employees as compared with males.
Activities of the Department of Labour and Industry—a report.
Unemployed youths—a report.
Vocational Guidance and Juvenile Employment section, Department of Labour and Industry—forms and cards.
Vocational Guidance—forms, cards and records.
Carreras for Boys—a booklet.
Young Citizens' Association Statement showing weekly costs, classes conducted, and active members of each association as at 31st March, 1937.
Government Agricultural Training Farm, Shecville—diary scale, poster and forms.
The Shecville Training Farm and the Vocational Guidance Bureau and Young Citizens' centres were inspected by the Commissioner.

APPRENTICESHIP IN NEW SOUTH WALES.

Apprenticeship, or rather industrial apprenticeship, is governed by the Industrial Arbitration Act, 1912-1935, as amended, and the Industrial Arbitration (Amendment) Act, 1926, as amended; and also by the Apprentices Act, 1901, as amended. An amended Act of 1932 provided for the appointment of an Apprenticeship Commissioner and the establishment of apprenticeship councils comprised of the members of the then existing conciliation committees in each industry, under the chairmanship of the Apprenticeship Commissioner. The Commissioner sits with the members of the apprenticeship councils, but the members act only as assessors whereas under the old system they had certain duties.

An appeal from a determination of the Apprenticeship Commissioner lies to the Industrial Commission of New South Wales, which consists of four judges of the Arbitration Court. Although the members of the apprenticeship councils have no vote, the meetings of the council are said to have been well attended.

Any person wishing to engage an apprentice in New South Wales must first obtain the approval of the apprenticeship council in any trade, other than those covered by Federal awards, and the Federal Arbitration Court has given the apprenticeship councils authority to deal with all apprentices in the metal, coal mining, electrical and boot manufacturing trades. Shortly, it is the function of the apprenticeship councils to make all awards covering apprenticeship, to see that apprentices are employed under award conditions, to grant exemptions from awards where necessary, and to deal with disputes between employers and apprentices.

The employment of apprentices is subject to the provisions of the Apprentices Acts, which provide for the protection of apprentices from the worst features of unemployment and the evils of exploitation. The Act also provides that the Commissioner shall have power to investigate complaints made by apprentices, and to give advice and recommendations to apprentices, employers, and conciliation committees in respect of the employment, discipline, and conditions of work of apprentices. The Commissioner is also empowered to investigate complaints made by employers in respect of the employment of apprentices, and to give advice and recommendations to employers, conciliation committees, and others on the employment, discipline, and conditions of work of apprentices.
The apprenticeship councils are invested with the necessary power, and it is their duty to:
(a) determine in what occupations and industries apprenticeship shall be a condition of employment of minors;
(b) prescribe either generally or in any particular case the hours of employment, wages, and conditions of apprenticeship, including the age at which persons may be apprenticed and the term of apprenticeship;
(c) determine whether and to what extent there shall be a limitation of the number of apprentices indentured in any trade or calling;
(d) determine to what extent technical education if procurable shall be obligatory upon apprentices and their masters;
(e) co-operate with the Department of Education in encouraging young persons to attend technical, trade, or employers schools;
(f) establish and maintain an apprenticeship registrar and record therein all indentures or other contracts of apprenticeship, and protect the contracts and interests of apprentices and all workers of the minor age who are learners, and ensure the attendance of apprentices and learners at technical or trade schools;
(g) prescribe standard forms of apprenticeship for different trades and callings, and the manner in which, and the persons by whom, the making, carrying out, and transfer of indentures of other contracts of apprenticeship shall be supervised;
(h) control and direct the conditions in all respects of apprenticeship in any industry.

(Industrial Arbitration Act, 1917-1935, s. 80, as amended.)

In 1926 it was enacted that the foregoing powers and duties were to apply to trainee apprentices in the same manner and to the same extent as they applied to apprentices.

The Board of Trade is empowered to encourage and create trade of employers and employees for the purpose of encouraging the proper apprenticeship of all minors and provide for the welfare of juvenile labour.

(Industrial Arbitration Act, 1917-1935, s. 82 (a).)

As in Western Australia, the basic or living wage conditions must apply in the case of apprentices. Since 1926 adults of a surprisingly advanced age have been apprenticed.

Normally, trainee apprentices work side by side with indentured apprentices in certain prescribed trainee apprentice industries, and it is intercalary to notice that since 1926 substantial trainee apprentices have been bound by indenture.

Trainee apprentices may be employed only by such persons, firms or companies as are registered as trainee employers. The employer must apply to and satisfy the appropriate apprentice council that he has facilities to permit of the trainee becoming a competent journeyman. No indenture or other written contract is entered into. The employer does not contract to teach, but while work is available and the progress and conduct of the trainee apprentice are satisfactory, he is obliged to provide such facilities as will enable the trainee apprentice to become a competent journeyman. This is a new principle of apprenticeship, entirely foreign to the traditional system. The trainee apprentice, for his part, is obliged to be attentive to his work, to be of good behaviour, and to endeavour to attain the skill required to become a competent journeyman. If technical college or technical school tuition is available the trainee may be obliged to attend in his own time during the period of apprenticeship for a course of supplementary training or practical and theoretical training necessary to make him a competent tradesman, the fee being paid by the employer if the trainee attends and progresses. The trainee is paid the wages of an apprentice plus 15 per cent. on a weekly basis, but if he fails to attend at least 75 per cent. of the possible attendances of the technical college or school and to progress the extra 15 per cent. is not paid. No satisfactory criterion of progress has been prescribed. Should the conduct or progress of the trainee be unsatisfactory or the employer have no work available, the employment may be terminated by the employer giving one week's notice. The trainee also may give similar notice to dissolve the bond.

Generally the period of trainee apprenticeship is the same as that for which indentured apprentices are bound in the trade in question. A year's service is calculated in terms of working weeks in accordance with the following principles:

6 periods each of 48 weeks for 5-year trainees;
4 periods each of 48 weeks for 4-year trainees; and so on.

Periods of unemployment during the term of training are not counted as time served. In special circumstances the apprenticeship council may shorten the term of service.

If the services of a trainee apprentice are dispensed with by reason of lack of work he is entitled to preference over his former employer when another position becomes available. A trainee may leave one trainee employer and be granted permission to be employed by some other registered trainee employer.

The conditions of employment, including the method of payment, country rates and conditions, travelling time, hours of employment, over time, and any other conditions, are the same as those provided for the journeymen, but the apprentice council may exempt the employer from any or all of the above by agreement with regard to apprenticeship if it is in the interests of the apprentice to do so.

At any time the apprentice council may inspect any factory where a trainee is employed to satisfy itself that the trainee is being properly taught the trade.

The method of engagement of a trainee apprentice is as follows: The employer applies to the apprenticeship council to be registered as a trainee employer. The council inquires into the history and standing of the employer and his facilities for ensuring the boy to learn the trade. If accepted, the employer is registered with the Industrial Registrar as a trainee employer. Then he applies to be permitted to employ a specific trainee, who must produce references as to his character and educational fitness. The trainee's name, age, education, qualifications, previous training (if any) and the trade which he proposed to learn are recorded. A record of three months may be prescribed. Each trainee employer is registered and a record kept of the treatment and progress of each of his trainees. The trainee is given a progress card which constitutes a record of his training and takes the place of an indenture. Upon this is entered the name of the employer and the boy's name, address and age. On this card the employer is required to note every six months or on the termination of the employment the conduct and progress of the trainee or the reason for dismissal. The trainee must forward his progress card to the Industrial Registrar for notation at the end of each six-monthly period. If the trainee is discharged the progress card must be presented to the Industrial Registrar before a new employer may be engaged. If the trainee employer fails to carry out his obligations of a trainee employer his registration may be cancelled by the apprenticeship council. Unless his name and address are renewed the employer is debarred from employing indentured, as well as trainee, apprentices. On the other hand if the trainee misbehaves or fails to progress, his progress card may be cancelled.

At the end of his service a certificate is issued to the trainee apprentice by the Industrial Registrar, certifying that his training has been duly completed.

The following statement showing the number of indentured and trainee apprentices registered during the years 1923 to 1936 and the six months ended the 30th June, 1937, will be of interest:

<table>
<thead>
<tr>
<th>Year</th>
<th>Indentured</th>
<th>Trainees</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-24</td>
<td>1234</td>
<td>678</td>
</tr>
<tr>
<td>1924-25</td>
<td>1345</td>
<td>789</td>
</tr>
<tr>
<td>1925-26</td>
<td>1456</td>
<td>890</td>
</tr>
<tr>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>1932-33</td>
<td>2345</td>
<td>3456</td>
</tr>
<tr>
<td>1933-34</td>
<td>2456</td>
<td>3567</td>
</tr>
<tr>
<td>1934-35</td>
<td>2567</td>
<td>3678</td>
</tr>
<tr>
<td>1935-36</td>
<td>2678</td>
<td>3789</td>
</tr>
<tr>
<td>1936-37</td>
<td>2789</td>
<td>3890</td>
</tr>
<tr>
<td>1937-38</td>
<td>2890</td>
<td>3901</td>
</tr>
</tbody>
</table>

These figures show a steady increase in the number of apprenticeship places available.
Summary of Inquiries—New South Wales—continued.

<table>
<thead>
<tr>
<th>Year</th>
<th>Indentured</th>
<th>Trainee</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933</td>
<td>529</td>
<td>33</td>
<td>562</td>
</tr>
<tr>
<td>1934</td>
<td>515</td>
<td>375</td>
<td>1,890</td>
</tr>
<tr>
<td>1935</td>
<td>967</td>
<td>612</td>
<td>1,579</td>
</tr>
<tr>
<td>1936</td>
<td>1,263</td>
<td>965</td>
<td>2,228</td>
</tr>
</tbody>
</table>

By virtue of the power conferred on the apprenticeship councils (as already noticed), certain provisions regarding technical education are inserted in awards governing apprentices. Some employers are of opinion that attendance at the college should not be compulsory but should be left to the apprentices themselves. The whole history of the college, however, is evidence of its value to those who value the necessary supplementary technical knowledge, and in many ways the skill of hand necessary to make them efficient tradesmen. The printing industry and plumbing industry awards provide for compulsory day training at the college for a stated period each year. Other awards make it compulsory for boys to attend in their own time. Many employers, believing in the value of technical education, allow their employees to attend day technical classes, although not obliged to do so by the awards governing their industry. Trains in the electrical and metal trades are also required to attend the technical college where the matter is left to the apprentices, additional pay is provided for boys who attend the technical college and show satisfactory progress there. In New South Wales, as in England, there is little day training of apprentices. In this respect the practice differs very much from that on the Continent of Europe and in the United States, where day training is normally in operation.

EDUCATION AND TECHNICAL EDUCATION.

In New South Wales post-primary education begins at seven and is satisfactory age. In the larger urban areas there are different types of post-primary schools:

(i) Junior Technical Schools;
(ii) Commercial schools;
(iii) Domestic Science Schools;
(iv) High Schools—junior, intermediate or full high schools.

The courses of study in the three types of high schools are roughly the same, the main difference being the length of the course, which is five years in the full high schools, to which students transfer from the other schools at the end of three years. In the country towns all forms of post-primary courses are provided whenever possible in one school.

The courses of the first year or two in the super-primary and secondary schools have, as far as practicable, been designed to give the same education to all students, thus reversing the world-wide tendency pre-eminently to divorce the brightest students from manual work.

According to the authorities in New South Wales, the following seven studies should be included in the curriculum of every child up to the age of 14 at least, if the child is to be properly trained and guided for his life's work as a worker and citizen:

(i) English;
(ii) Mathematics;
(iii) Social studies (history and geography);
(iv) General science;
(v) Handicrafts;
(vi) Aesthetic studies;
(vii) Physical education.

Some foreign language should be added for interested children able to profit by it.

In the junior technical schools general technical education is given between the ages of 12 plus and 15 plus. The object of the training is to elicit the interests of the students while giving them an introduction to workshop practice and promoting general manual dexterity. From the junior technical schools boys go for a third year course in central technical schools, of which there are six in the metropolitan area. These courses are linked up with the technical college courses.

Technical education in the senior technical schools and colleges is designed to supplement trade education. No age limit is imposed, but each student must be associated with the trade in which he wishes to be instructed. Advisory councils and trade advisory committees function for each trade or group of trades, comprised of representatives of the teaching staff, the employers and the employees. Their function is to supervise the trade exercises and instruction and to advise the authorities from time to time about the equipment, trade practices, and class exercises. There are advisory councils at Sydney and Newcastle, and advisory committees in certain country towns. Sometimes there is a sharp difference of opinion within the councils and committees with regard to courses and equipment, but there seemed to be a consensus of opinion among both employers and employees that the "technically and trade schools reasonably met the requirements of the different trades." Nevertheless great improvements are deemed essential.

During the last few years efforts have been made to establish contacts with country students by correspondence classes.

The increased demand for technical education in New South Wales has seriously curtailed the number of enrolments, wrote the Minister for Education in New South Wales (Hon. D. H. Drummund, M.I.A.) on page 9 of his statement on Technical Education in Australia, presented to the conference of Ministers for Education in Australia held in Melbourne on 2nd March, 1936. He continued (page 10):

"It needs little argument to prove that encouragement of industry by a policy of protection on the one hand and a depilation of the sources of revenue necessary to provide an adequate technical education on the other are policies to a large extent mutually destructive. A policy of protection can be justified only by a policy which is just and economical, sound. To achieve efficiency there must be an adequate supply of technically trained workers in all branches of industry. It is unnecessary to emphasize that the available evidence shows that not only are the State systems failing to provide an adequate supply of such workers, but that this failure is undoubtedly due to the lack of sufficient funds."

BUILDING TRADES.

Although the training apprenticeship system has been applied to the building trades, in which carpentry and joinery, painting, plastering, roof slating, tiling and shingling and stonemasonry and stone polishing trades since 1934, the authorities are anxious about the relative scarcity of apprentices in the building trades. In 1936, following representations by employers and employees, a committee under the chairmanship of the Apprenticeship Commissioner, consisting of representatives of the Building Trades Union, was appointed by the Minister for Labour and Industry to advise on the industrial aspects of the building trades, with particular reference to the training of apprentices. To date the committee has not received a report from the committee.
Appendix I.—SUMMARY OF INQUIRIES—NEW SOUTH WALES—continued.

has confessed its inability to suggest any effective improvements. It has confined itself to giving publicity to the conditions of trainee apprenticeship.

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STATISTICS.

New South Wales appears to have the least inadequate system of statistics in Australia. Labour exchanges and the Research Department of the Department of Education collect much valuable information. Nevertheless, the authorities in New South Wales confess the unreliability and incompleteness of their system.

No significant attempt has been made in New South Wales to estimate the absorptive capacity of industries. Unemployed youths under 21 years may register at more than 400 labour exchanges. Further, 22 Young Citizens’ Associations set up juvenile labour exchanges in the metropolitan area and in the Newcastle district. At the 31st March, 1937, approximately 4,032 boys and 2,224 girls were registered for employment with the Young Citizens’ Associations or with the State Labour Exchanges. This number, however, is not regarded by the Department of Labour and Industry as complete or quite reliable. It was further estimated by an unemployment committee, after a survey of all male unemployed persons registered at State Labour Exchanges, that there were 6,750 unemployed male youths aged 21 to 24 in New South Wales at 31st March, 1937.

VOCATIONAL GUIDANCE, TRAINING AND PLACEMENT.

Vocational counselling and guidance work during the school years is being gradually developed in New South Wales. Counsellors have been working in the Canterbury-Bankstown district for the past two years and the authorities intend to extend the work to other districts. The counsellors are under the immediate supervision of a research officer of the Department of Education, Dr. W. H. W. Braithwaite, who has a trained statistical officer associated with him.

The counsellors, a man and a woman, both trained psychologists, regularly test children in the sixth classes of the primary schools. Where possible, the study of the children, begun in the last year of the primary school, is continued in the high schools. All children are medically examined at intervals under the Principal Medical Officer assisted by a psychiatrist and a woman psychologist. At the Sydney Technical College a welfare officer, who is a trained psychologist, gives guidance to students wishing to enrol.

Under the chairmanship of the Superintendent of Technical Education, a Vocational Guidance Committee directs the scheme. The Committee consists of—

1. The District Inspector of Schools, and Head Teachers of the secondary schools;
2. The Research Officer;
3. The Counsellors;

A Vocational Guidance Bureau was first established by the Education Department in 1926, its object being more closely to relate the schools to commerce and industry by advising boys and girls leaving school as to what occupations they are most adapted for, on the basis of general and psychological tests and their school records; and secondly, to give information about conditions of employment. When in 1932 the depression brought to the forefront the problem of placement, the bureau was transferred to the Department of Labour and Industry in order to cooperate more closely with the juvenile section of the labour exchanges, which were concerned with juvenile unemployment and the registration of unemployed juveniles seeking relief. Next, in 1936, the bureau, now within the Vocational Guidance and Juvenile Employment Section of the Department of Labour and Industry, was reorganized under the supervision of Dr. A. H. Martin, Lecturer in Psychology at the Sydney University. At the same time the vocational guidance work of the Child Welfare Department was taken over by the bureau.

The functions of the bureau are to give vocational advice, to select and generally to supervise the candidates for the Department’s Emergency Day Training School, and to register and place unemployed juveniles in employment in the metropolitan area and in the country. The staff consists of a psychologist and officer in charge, an assistant psychologist, an officer from the Child Welfare Department to help in the psychological work, taken over from that Department, two clerical officers in charge of the rural and metropolitan placements, and a clerical staff to keep records, mark test papers, etc.

In giving vocational advice the bureau is guided by—

1. The youth’s native abilities and temperament as revealed by psychological tests and a systematic interview;
2. His educational standard, if immediate employment is necessary; and
3. The absorptive capacity of the various occupations, as revealed by an analysis of placement records and information gleaned from employers and other sources.

The testing programme of the bureau consists of tests of general intelligence, mechanical aptitude, capacity for clerical work, measurements of physique, vision, and hearing, ability to deal with space, form and design, and of manual dexterity, and tests and questionnaires for temperament traits.

YOUNG CITIZENS’ MOVEMENT.

At the request of the Minister for Labour and Industry in 1932, the municipalities and shires in the metropolitan area of Sydney, co-operated to establish a system of Young Citizens’ Associations as training, welfare and employment centres. The function of the movement is to give vocational guidance and training to, and to find employment for, unemployed youth aged...
Appendix I—SUMMARY OF INQUIRIES—NEW SOUTH WALES—continued.

14.11. The youths are trained for specific occupations five days in each week. There are also significant recreational and welfare aspects of the training. In addition the Young Citizens’ Associations act as juvenile labour exchanges. Youths who have not found employment are encouraged to remain members of the movement.

A Young Citizens’ Association Central Administrative Committee, consisting of representatives of the churches, clubs, commercial and industrial interests and youth organisations, controls the movement and co-ordinates the work of the local associations. It also acts as a link between the local associations and the Department of Labour and Industry. The Committee meets each week. Funds are allocated by the Department out of unemployment relief funds for rental of premises, salaries of organizing officers and instructors and to provide tools and materials.

An advisory council advises the administrative committee on general policy.

Officers in charge of juvenile labour exchanges, welfare officers and members of an instructional staff are appointed by the Government on the recommendation of the advisory council to assist the local committees, which are elected for the purpose of controlling the local associations. Normally the mayor of the respective municipality acts as president of the local committee and the aldermen and officers of the respective councils are invited to participate in the work of their committee.

At the end of each school year the Department of Education supplies the names and addresses of all boys and girls leaving school. Welfare officers visit their homes to inform them of the purposes and facilities of the Young Citizens’ Movement, and of the opportunities offered by the technical schools and colleges, trade schools and Schoeyville Training Farm. Many register with the movement as active members; others merely register without attending the classes. Associations serving 49 municipalities in the metropolitan area have at present approximately 1,500 boys and girls aged between 14-21 years on their rolls; of these 817 attend classes each week. There are also Young Citizens’ Association branches at Kurri Kurri, Cessnock and Newcastle. These serve the surrounding districts. One hundred and seventy-three youths have registered at Kurri Kurri, 65 at Cessnock and 51 at Newcastle. Seventeen thousand youths have registered since the inception of the movement, of whom more than 8,000 have been placed in employment. Most of the others found positions for themselves. In 1933, 600 were placed in employment by the association. In 1934, 905, in 1935, 2,022, in 1936, 3,666, and for the first quarter of 1937, 3,426.

The association classifies its registered members according to the work for which they wish to prepare, if after tests, including in some cases psychological tests, they are deemed adapted thereto. Employers are then circularised.

GOVERNMENT AGRICULTURAL TRAINING FARM AT SCHOEVILLE.

The training farm is administered by the Department of Labour and Industry to train unemployed youths aged normally 15-19 for rural work.

It is situated 40 miles west of Sydney near Windsor. Of 2,700 acres, 1,600 have been cleared and devoted to grazing and cultivation, the cultivation work including rotational ploughing, sowing and harvesting and the growing of suitable crops. Selected youths are given practical experience and instruction in each phase of cultivation work and the use of farm machinery. Orchard and vegetable sections have been established, more than sufficient fruit and vegetables being grown to supply the needs of the farm. The farm, indeed, is largely self-supporting in respect of all foodstuffs. Any surplus produce is sold. A flock of sheep and a dairy herd have been bred or acquired in order to teach every phase of practical sheep and dairy farm work. The lads are trained in grazing work and the use and care of horses. The farm has three silos. Lads are trained in the cutting of silage and in the proper filling and evacuation of silos. There is a poultry and a pig breeding section of the farm. Pigs are bred for market. Blacksmithing and practical horsemanship are taught and instruction is given in general farm work. Lastly, the significant social and physical, sporting and educational aspects of the teaching should be recorded.

The farm is equipped to accommodate and train 130 youths, but in the last 12 months the average attendance has been only 70. Trainees are given a free farm railway ticket from Sydney. They are paid 15s. 6d. per week, their food, clothing and lodging being free. The object of the farm is to train farm workers; no attempt is made to place the trainees on their own farms. Subject to a satisfactory report, each trainee on completion of the training period of approximately two months, is placed, through the State Labour Exchange in the district, in rural work with approved employers. A railway ticket to the district chosen is advanced to the trainee at concession rates, to be refunded by small instalments. Wages range from 15s. per week and keep to 22 per week and keep, and a certificate of competency and conduct is issued to every trainee who completes the course satisfactorily. A certificate, however, is not refused to any youth who goes to employment without the consent and approval of the manager of the farm.

Of the 1,743 juveniles placed by the Department in rural work during the twelve months ending 31st December, 1935, 453 came from Schoeyville. For the 12 months ended 31st December, 1936, the figures were 1,737 and 391 respectively. Twenty-nine per cent. of the lads placed from Schoeyville Farm found dairy employment, 22 per cent. mixed farming, 29 per cent. wheat and sheep work, 18 per cent. solely sheep work, 8 per cent. poultry and orchard work, and 3 per cent. generally useful and handyman work. Sheep work attracts most of the lads, but vacancies are not available for many.

City lads, according to the manager of the farm, were adaptable to farm work, but it was, in their eyes, an unattractive ‘‘dead end’’ occupation. Consequently the farm was always short of trainees.

FORESTRY WORK.

Approximately 2,000 single men aged between 21 and 25 years, are employed in afforestation work. Railway fares and camping equipment were provided by the Government.
APPENDIX II.
SUMMARY OF INQUIRIES.

VICTORIA.

PERSONS INTERVIEWED.
Mr. E. F. Oll, Acting Premier.
Mr. S. G. Balbir, Chairman Forests Commission of Victoria.
Mr. G. L. Giles, B.Sc., Dip. Ed., Hon. Secretary of the Boys Employment Movement, Officer in Charge of Vocational Guidance, Education Department, Secretary Young Employment Survey.
Mr. J. L. Ely, Industrial Officer, Chamber of Manufactures, Melbourne.
Mr. L. J. Mann, Secretary Victorian Employers' Federation.
Mr. W. Marzorini, Secretary for Labour.
Mr. O. E. Nilsson, President of the Apprenticeship Commission.
Trades and Labour Council: Secretary, Mr. A. E. Monk; representative of the T. & L.C. on the Apprenticeship Commission, Mr. A. W. Henderson.

SOURCES OF INFORMATION.
Apprenticeship Commission of Victoria—Eighth Annual Report for year ended 30th June, 1936.
Extracts from Victorian Government Gazettes dated 22nd August, 1928; 20th November, 1929; 1st April, 1938; 17th June, 1938; 5th August, 1938; 9th December, 1938; and 17th February, 1937.
Return showing number of apprentices and probationers employed and numbers attending Technical School classes at 6th April, 1937.
Apprenticeship indenture forms.
A set of apprenticeship office forms. Technical School Syllabuses.
Summary of apprenticeship conditions in the trades of carpenter, joinery, carpentry and joinery.
Wages Boards Apprenticeship Indenture Forms.
Summary of wages and conditions fixed by Wages Boards, January, 1937.
Victorian Chamber of Manufacturers' Gazettes, December, 1926, January, February and March, 1937.
Technical Education in Victoria 1868-1934—a booklet.
Technical Schools Syllabuses of Work for Day Junior Department.
The Collingwood Technical School of Science, Trade, Engineering and Art—Prospectus 1937.
Education Department—Pupils' Record Book; Vocational Guidance Forms.
Careers for Boys and Girls, by G. R. Giles B.Sc., Dip. Ed.
Boys' Employment Movement—Fifth Annual Report for the year ended 31st March, 1936.
Boys' Employment Movement—Sixth Annual Report for the year ended 31st March, 1937.
Boys' Employment Movement—a set of office forms.
Youth Employment Survey—Office forms.
Youth Employment Survey—Reprint of an article by G. R. Giles, B.Sc., Dip. Ed.

Forests Commission of Victoria—A plan, a set of forms, and instructions in respect of 'The Youths and Forests Conservation Plan.'

APPRENTICESHIP.
Apprenticeship is administered under the Apprenticeship Acts, 1928, 1929 and 1936, by an Apprenticeship Commission appointed by the Governor in Council, consisting of two representatives of the Chamber of Manufactures, two of the Trades Hall Council, with the President as chairman. The President must be a competent and impartial person of proved administrative ability and with a general knowledge of industrial matters and with teaching experience in a technical school' (section 7 (4a) of the Apprenticeship Act, 1928). He has a casting but not a deliberative vote. The Commission may constitute, and delegate to, a trade committee any of its powers and duties, and it may appoint advisory committees for any apprenticeship trade or group of trades so far as it is carried on in any district to which the Act may be applied, other than the metropolitan district.

The Act provides that—
1. The Commission—
(a) shall exercise a general supervision over the theoretical and practical training of apprentices;
(b) shall ascertain the character and the scope of the practical training afforded to apprentices;
(c) may ascertain by practical or written or oral examination or by inspection of his work or reports furnished by the employer and otherwise the degree of proficiency of any apprentice;
(d) may issue grade or progress certificates to apprentices who have attained prescribed standards of proficiency;
(e) shall—when an apprentice has completed the term of apprenticeship provided for in his indentures and has attained the standards of education and trade experience prescribed for his apprenticeship course—issue to him a final certificate accordingly; and
(f) shall have power to recommend to the Minister the remission of school fees in respect of inmates of any orphanages or orphans who may become apprentices in any apprenticeship trade.

2. For the purposes of any examinations or inspections aforesaid the Commission shall have regard to the results of examinations conducted and inspections made under the control of the Education Department. (Section 16.)

1. The Commission shall from time to time (after investigations and reports) prepare draft regulations for or with respect to either—
(a) the proportionate number of apprentices to be employed in each apprenticeship trade to the number of journeymen employed in that trade;
(b) the proportionate number of apprentices to be employed by any employer in each apprenticeship trade to the number of journeymen employed in that trade by such employer;
and the Governor in Council may thereupon make regulations in accordance with section 39 of the Act.
2. When any regulations have been made as aforesaid, no new apprentice in any such trade shall be taken during the period to which such regulations relate be- cause of the apprentice or his employer provider for such trade or for any employer therein (as the case may be) in such regulations.

Section 17.

The duties of a Trade Committee are:—

(a) to confer with the Commission on matters relating to apprenticeship in the trade or trades concerned, as provided for in the Act;

(b) to determine the apprenticeship in apprenticeship for trades up to the limit prescribed in regulations made under the Act for each such trade;

(c) to keep in touch with the work of apprentices in the school by periodically visiting the school classrooms or workshops during hours of instruction;

(d) to bring under notice of the Commission any matters concerning the equipment and staffing of technical schools for trade instructional work which will make for the more efficient training of apprentices;

(e) to assist the Commission as required in the preparation of information setting out the nature and possibilities of various skilled trades, the opportunities for employment therein, and the personal qualities, physical development, or vocational skill required to enable young persons to make an intelligent choice of occupation;

(f) to bring under the notice of the Commission any matters conducing to increased efficiency in the conduct of apprentices;

(g) subject to the Act, to exercise such powers and perform such duties as are allocated to it in writing by the Commission.

(Trade Committee Regulations, 1928, Reg. 15.)

Before the Commission has any jurisdiction, a trade must be proclaimed an apprentice trade by the Minister, on the recommendation of the Commission, and the area over which the Commission has jurisdiction with regard to the apprenticeship is also defined by proclamation. The following trades have been proclaimed, but only so far as carried on in the metropolitan district:—the building, printing, electrical, motor mechanics, bootmaking, moulding, engineering, mechanical engineering, brass-finishing, and smithing trades. Jurisdiction is acquired only over such apprentices or probationers as enter a trade after its proclamation as an apprentice trade.

The Commission works on a standard form of apprenticeship indenture for each trade. Indentures are registered with the Commission and each party to the contract is required to keep a copy. In practice the apprenticeship is held to be an individual contract, but the law makes provision for apprenticeship to associations of employers, although this has not been availed of so far. This provision has originated out of the difficulties peculiar to the building trade. It resembles the Queensland provision and is said to resemble some legislative provisions in New South Wales.

A six months' probationary period must be served. This period is considered by the Commission to be too long, three months being thought sufficient in view of the educational qualifications prescribed for each apprentice trade. According to the Commission the failure of some employers to select properly qualified, proved laps is responsible for nearly all the troublesome apprentices.

The minimum age of entry to any trade is specified by regulations made under the Apprenticeship Act, 1928, but there is no maximum age for apprentices. Wages are determined by experience, not age, and the Commission may permit a youth with the necessary theoretical and practical qualifications to be admitted to some trades at the first year, which would have the effect of shortening the period of service. The proportions of apprentices to journeymen have all been fixed by the Commission in the unanimous recommendations of the respective trade committees. Technical school classes exist for all the proclaimed trades except for the engineering trades, which have only recently been proclaimed, and for certain sections of the printing industry. For the first three years of his apprenticeship the apprentice must attend for four hours each week in the employer's time; an expenditure of two evenings per week of four hours in his own time during four of the five years of apprenticeship. The courses are devised by the respective trade committees and the technical education authorities to give a comprehensive training not only in the practice and theory of the trade, but also in such essential principles of mathematics, drawing and applied sciences as are based on the work of the trade. The attendance is said to be very satisfactory. At first the employers complained about education in the employer's time, but the Commission states that employers now appreciate its necessity.

An employer may not be refused an apprentice by the Commission, but the indentures may be cancelled if the employer fails to carry out his obligations. Similarly, the apprentice may sue the Commission for his indentures to be cancelled by reason of the employer's financial difficulties or lack of orders, if the continuance of the contract would inflict hardship on him. (See Act No. 4658 of 1906.) This provision is said to have resulted in many employers to the apprenticeship system. Indentures may also be transferred temporarily, or permanently, for good cause, on the application of the employer or the apprentice; if the parent or guardian of the apprentice consents.

The following is an extract from the Commission's report for the year ended the 30th June, 1926:—

"For some years past the Commission has asserted the need for the appointment of special supervisors who would undertake to supervise the employment of apprentices and juvenile workers, particularly in the building and motor trades; the action of the Government in appointing one supervisor, one, is appreciated, from his appointment on 13th January, 1926, to the 30th June, 1926, the supervisor has interviewed a large number of employers and has been in contact with some employers who were not aware of the Apprentices Acts and regulations and, as a result, some 216 lads have been brought under the Commission and their training placed on a satisfactory basis. The Commission is pleased to record that the reports furnished by the supervisor indicate that the standard of apprenticeship has been due to lack of knowledge or a misunderstanding of the provisions of the Acts and regulations and that in practically all such cases, after interview, employers have expressed their willingness to apprentice lads, and their appreciation of the advice and assistance given. This further indicates the value of the supervisor as a representative of the Commission in the field of industry."

TECHNICAL EDUCATION.

All but two of the senior technical schools in Victoria have attached to them a junior technical school. Some of the junior schools teach boys only, some girls only, others both boys and girls. There are a total of twenty-five junior technical schools. The first five time technical schools designed to relate the primary school to the senior technical school, not by teaching a trade but by giving a general background of pre-vocational training that will prepare a boy or girl for his or her chosen vocation and, secondly, prepare the student for further technical study. The formal aims of the junior technical school are:

(a) While continuing the general and cultural education of pupils from the sixth or higher grades, to give them preparatory and pre-vocational training in science, art, and trade which will enable them to continue and apply their senior technical studies the day or evening classes;

(b) To assist students, by means of this training, to determine the class of industrial and technical work for which they are suited.

(TEchnical Education in Victoria, 1865/1924, page 9.)

For both boys and girls the course of training is for three years, the curriculum blending general and cultural subjects with practical work. The first two years' courses are usually common to all students. In year three, the course is specialized, with certain trade classes being offered.
the third year, after the child's bent has been discovered, he or she begins to specialize. In some country junior technical schools the course is modified to adapt it to those seeking rural employment.

The junior technical course leads directly to senior technical preparation for work in engineering, chemistry, architecture, art, and applied art. The diploma course is the highest grade of course in the senior technical school. These courses provide for a three- or four-year full-time technical training for students who have completed a secondary school or junior technical course. Lecture rooms, laboratories, and workshops are here closely associated, and the successful student must have 12 months' approved practical experience in industry before he receives his diploma. Diploma holders from recognized senior technical schools are granted exemption in certain subjects towards a university degree in architecture and engineering. Other senior technical school training is available in certain technical schools for part-time students who wish to take an abbreviated diploma course of instruction on three or four evenings each week for four to six years. More specialized than the diploma course, this 'Expert Certificate Course' embraces only those subjects which embody the essential principles and applications of mathematics, science, drawing, and design.

In Victoria, besides the provision for the trade education of apprentices noted elsewhere, qualified youths may attend special full-time preparatory trade courses prior to employment as advanced apprentices in the skilled branches of industry and craftsmanship, aspiring to the positions of foremen or managers, may take post-apprenticeship courses in the highly skilled sections of modern trade practice.

One senior technical school, the Emily McPherson College of Domestic Economy, deserves particular attention. Here are concentrated special three-year courses for the Diploma of Institutional Management and of Needlecraft. Students must have had a satisfactory school education. A two to three years' expert certificate course aiming at developing manipulative skill and a knowledge of the principles of art, design and science, may also be taken by girls who cannot undertake the full diploma course.

STATISTICS.

The statistical system, as in New South Wales, is less inadequate than in the smaller States. Records are kept of State school leavers and the Boys' Employment Movement and Youth Employment Survey have collected valuable statistics. Further, Victoria has made the most significant attempt in Australia to estimate the absorptive capacity of its industries.

VOCATIONAL GUIDANCE.

A vocational guidance system was instituted in 1929. Each school has a copy of the book 'Careers for Boys and Girls' and every pupil in Grades 5 and 6 of the primary school is describing the opportunities afforded by post-primary education. A history card for each pupil is kept in the primary school, and passed on to the post-primary to serve as a reference when enquiring. If a boy from themetropolitan area leaves school without employment the Boys' Employment Movement gets in touch with him to arrange for registration with the Movement.

BOYS' EMPLOYMENT MOVEMENT.

The movement had its origin in an attempt at the outbreak of the depression in April, 1931, to find employment for unemployed boys. It is conducted by an honorary voluntary committee in Melbourne, with similarly constituted autonomous local committees in three provincial centres, Ballarat, Bendigo and Geelong. The movement avoids sending boys to 'dead end' occupations, unless it has to place lads adapted only to that work, or it may use these jobs as a stop gap, keeping a note of the misfortune and applying the bad when a suitable position is available.

Practically every boy who leaves the metropolitan schools, including Roman Catholic schools, without employment receives an enrolment form and is thus brought into touch with the movement. It appears that boys leaving schools are placed without any difficulty whatever. Incidentally it is to be noted that according to the returns, girls aged up to 25 at least, find employment easily in Victoria. Indeed there is a shortage of factory, and as usual, domestic workers.

Tales by large, the record system of the movement is to be commended, adequate records being kept of each lad registered, his capacities, the employers and the style of work offered, and workers from time to time employed by whom boys have been placed are circumscribed to furnish records of the boys' progress.

YOUTH EM PLOYMENT SURVEY.

A representative committee, sitting under the chairmanship of the Minister for Labor, decided in January, 1937, to make a survey of unemployed youths in Victoria. Up to 31st March, 1937, 6,007 male youths aged 18-25, of whom 537 were unemployed, had registered to indicate that they missed the opportunity for normal employment during the depression and were willing to undergo training for commercial, industrial and rural occupations. The committee is now developing plans for the vocational rehabilitation of the youths.

THE YOUTHS AND FORESTS CONSERVATION SCHEME.

The scheme is controlled by the Forests Commission with the help of a citizens' committee. One thousand nine hundred acres of forest land were originally purchased by two citizens and given to the Government, so that the sons aged 18-20 of poor parents might be employed on constructive work. The first camp started with 30 lads who were trained in agricultural treatment of a section of the forest, the construction and maintenance of firebreaks and tracks and the establishment of an experimental nursery for mountain ash seedlings. Then with Federal forestry assistance, the scheme developed rapidly, 2,500 lads having been employed, and up to 500 being employed at one time.

Under the control of an officer of the Commission, the lads, grouped in camps of 25 to 50, work for 36 hours each week for £1 per week, less 7s. 6d. per week deducted for food. Some time is also given to physical training. The training is closely studied during the course, and at the end of four months a confidential report is submitted by the Forests officer so that appropriate rural work may be found for the trainees.
APPENDIX III.

SUMMARY OF INQUIRIES.

QUEENSLAND.

PERSONS INTERVIEWED.
Hon. P. Peace, Acting Premier.
Mr. S. Quinan, Secretary, Employers' Federation.
Mr. S. A. Best, Past President, Brisbane Chamber of Commerce.
Mr. J. G. Briggs, Government Statistician, Director of the Bureau of Industry and Statistics.
Mr. L. D. Edwards, Chief Inspector of Schools.
Mr. H. Ferguson, Acting Official Secretary, Premier's Department.
Mr. A. E. H. Hill, Chairman, Apprenticeship Committees.
Mr. J. E. Hill, Inspector of Technical Colleges, Chairman Juvenile Employment Bureau.
Mr. L. Morris, Superintendent of Technical Education.
Mr. P. E. Walsh, Under Secretary, Department of Labour and Industry.
The Commissioner also investigated the Queensland system of Unemployment Insurance, visited St. Lucia Farm School and interviewed a group of union secretaries of the Trades and Labour Council.

SOURCES OF INFORMATION.
The Apprentices and Minors Act, 1929 to 1934 and Regulations, Orders in Council, etc., compiled to 31/1/37.
The Technical Instruction Act of 1908.
The Technical Instruction Amendment Act of 1918.
Apprenticeship Regulations.
A set of apprenticeship office forms and cards.
Sixth Report of the Secretary for Public Instruction.
Technical School Syllabus.
The Syllabus of course of instruction in primary and intermediate schools.
Fifth Annual Report of the Under Secretary, Department of Labour and Industry.
Sixth Annual Report of the Under Secretary, Department of Labour and Industry.
Report of the Director of Labour and Chief Inspector of Factories and Shops for the year ended 30th June, 1936.
The Story of a State Revival—a brochure.
Unemployment and Relief Taxation in Queensland—A pamphlet.
Subsidized Rural Juvenile Employment Scheme—a circular.
Subsidized Rural Juvenile Employment Scheme—office forms and cards.
Article in Daily Telegraph, 21st April, 1937: An Interview with Hon. M. P. Hynes.
Farm Scholarship Scheme—Office forms.
What Queensland is doing for employment of Youth: a brochure.
Queensland Agricultural Journal, 1st August, 1934.
St. Lucia Farm School—a radio talk given on 24th September, 1936.
St. Lucia Farm School—a plan of the school.
Unemployment Insurance—Acts, reports and forms.

APPRENTICESHIP.
Apprenticeship is governed by the Apprenticeship and Minors Acts, 1929 to 1934, under statutory committees representing groups of trades, with a central executive. By section 4 of the principal Act the Act is to apply in the calling(s), trades and industries mentioned in the schedule to the Act, and to such other calling(s), trades and industries as the Governor in Council may from time to time approve and declare. The Schedule to the Act may from time to time be amended or added to by the Governor in Council by Order in Council published in the Gazette.

Furthermore, the Act applies in such areas as the Governor in Council may from time to time by Order in Council direct and define.

After the commencement of the Act no minor could be employed or engaged in any of the calling(s), trades or industries to which the Act applies except subject to the conditions prescribed by the Executive; provided that the Minister, on the recommendation of the Executive, or on appeal from the Executive by the person concerned, may exempt any person to whom the Act would otherwise apply from all or any of the provisions thereof.

The following provisions of the Act define the powers and functions of the Executive and the Group Committees, and set out the most important provisions of the enactment:

Section 9. (1) A Board, to be called the "Apprenticeship Executive," shall be constituted as follows:
(a) Two representatives appointed by the Minister, one of whom shall be chairman and shall also act as chairman of the Group Committees hereinafter provided for;
(b) Three representatives, each of employers and of unions, elected by the respective representatives on the Group Committees.

Section 12. The duties of the Executive shall include the following:
(a) To advise the Minister as to the trades or industries in which it is desired that the apprenticeship system may be established;
(b) To advise the Minister as to the grouping of the trades in order to carry out the apprenticeship system;
(c) To advise the Minister as to the character of the training and the qualifications necessary for apprentices;
(d) To advise the Minister as to the operation of the Act in relation to the conditions of apprentices;
(e) To advise the Minister on any matter involving or relating to apprentices or the employment of minors.

Section 13. (1) The Executive shall from time to time (after investigation and having regard to reports from the Group Committees concerned) prepare draft regulations for or with respect to apprentices:
(a) The proportionate number of apprentices to be employed in each apprenticeship trade to the number of journeymen employed in that trade or group of trades;
(b) The proportionate number of apprentices to be employed in each apprenticeship trade to the number of unemployed men and women employed in that trade or group of trades;
(c) The proportionate number of apprentices to be employed in each apprenticeship trade to the number of apprentices in that trade or group of trades; and the Governor in Council may thereupon make regulations in accordance with section 25 of this Act, and in provisions of such section shall apply and extend accordingly.

(2) When any regulations have been made as aforesaid, no new apprentices shall be admitted in any such trade, except with the consent of the Executive after consultation with the Group Committees concerned, shall be taken during
Appendix III—Summary of Inquiries—Queensland—continued.

Section 22. (1) The Group Committee concerned, if there is no Group Committee, the chairman of the Executive, shall have power to transfer an apprentice from one employer to another employer, either temporarily or permanently, subject to the following conditions:—
(a) If the employer does not provide the necessary facilities for the apprentice to become proficient in his trade; or
(b) Upon the application of the employer or the apprentice, the transfer shall cause reappointment to the registers.

Section 23. (1) An apprentice may, for the purposes of this Act, be indentured to an industrial union or to an industrial union association in a trade or industry, and arrangements may be made by such union or unions for the employment of such apprentice or apprentices.

(2) An apprentice or apprentices for the purposes of this Act, may be indentured to an association of employers functioning in a trade or industry, and arrangements may be made by such association of employers for the employment of such apprentice or apprentices.

(3) Such union or unions or association shall sign and seal the indenture of apprenticeship, and shall also appoint a person or persons, being an officer or officers of the union or unions or association, who shall be an employer for the purposes of this Act, and shall be responsible for the observance thereof, and shall also sign and seal such indenture.

Section 30. (9) If any apprentice produces to his employer a certificate that he has gained an average of seventy-five per cent or over at the prescribed examination for the year of his apprenticeship, the indenture of the apprentice, as signed, by the person conducting such examination, his employer shall pay him as from the date of such certificate for twelve months thereafter, five per cent more of the normal wages paid above or over the ratio prescribed; provided that more than one such increase shall be given in any one year.

(10) It shall be lawful, with the approval of the Group Committee concerned, for the employer, when the indenture of the apprentice in the prescribed scale of any increase in wages accruing to the apprentice in accordance with the prescribed scale of any increase in wages paid above or over the ratio prescribed; provided that more than one such increase shall be given in any one year.

Section 35. (1) In the event of an employer becoming unable to provide work for the apprentice, or to satisfy the indenture of apprenticeship in accordance with the prescribed scale of any increase in wages paid above or over the ratio prescribed; provided that more than one such increase shall be given in any one year.

(2) Where in any case an employer is temporarily unable to provide work for the apprentice, or to satisfy the indenture of apprenticeship in accordance with the prescribed scale of any increase in wages paid above or over the ratio prescribed; provided that more than one such increase shall be given in any one year.

Section 36. Notwithstanding anything in any Act or law or award, the recommendations of the Group Committee concerned, may be made on the recommendation of the Executive after consultation with the Group Committee concerned, may be made on the recommendation of the Executive after consultation with the Group Committee concerned, may be made on the recommendation of the Executive after consultation with the Group Committee concerned.

Notice of such order shall be given to the industrial union and to the employer concerned.

Section 41. (1) Upon the completion of the period of training prescribed by his indenture, each apprentice shall, subject to this Act, be required to pass the final examination test as the Committee concerned, the time upon passing this test shall be provided with a certificate to that effect.

(2) Should the apprentice fail to pass such test, he may be employed for a further period or periods at such wages and under such conditions as the Executive, after considering the recommendation of the Group Committee, may from time to time consider reasonable, having regard to his age and ability, and shall be given a further opportunity to pass the test.

Apprentices may at present enter into indentures between the ages of 14 and 21. Given that training is for five years; sometimes however, it is as low as three years, as in the clothing trades industry. The ratios are liberal, e.g., in all engineering and building trades the ratio is 1.5 to 2 or every fraction of 2; in the electrical it is 1 to 1 electronic mechanics and 2 apprentices are allowed to each electrical fitter. Although not scientifically determined, the ratios appeared to be meeting the demands of industry at the time, and even in the electrical trades. Subject to the Act every employer may employ at least one apprentice.

Most apprentices take four hours' practical instruction in the employers' time each fortnight and devote the same amount of their own time to theoretical training. If the apprentice reaches 80 per cent, etc.
Appendix III—SUMMARY OF INQUIRIES—QUEENSLAND—continued.

Technical education may be divided into four classes:

(1) Instruction in technical colleges for the professional.

(2) In the State Commercial High Schools and colleges, technical colleges, high schools and super-primary schools for the Commercial junior examinations and for the various certificated diplomas in commercial subjects and accountancy of experience.

(3) Training for apprentices in the skilled trades.

The apprentice is taught drawing, the methods of marking out his work, the science applied to his work, the care of the materials with which he works and other subjects bearing on his skill as a tradesman which cannot be taught in the trade workshops.

(4) Instruction in manual and domestic science subjects in industrial high schools, general high schools and vocational centres.

BUILDING TRADES.

Apprentices may be indentured to the Queensland Master Builders’ Association. The system is said to have worked well. The Association has, however, requested the Government to introduce the trainee apprenticeship system. The request was not granted.

Registration of builders is urgently canvassed by the Association.

STATISTICS.

From the records of the Unemployment Insurance Schemes valuable statistics are gleaned, but the statistics with regard to unemployed youth are unsatisfactory. The scheme of insurance starts with youth 18 years of age. There are no reliable records with regard to youths between the school leaving age and the age of 18 years.

VOCATIONAL GUIDANCE AND TRAINING.

The Department of Public Instruction, acting through the Juvenile Employment Bureau, has been induced to the duty of placing boys and girls in employment “suited to their qualifications and attainments.” It is proposed to evolve, on the basis of experience, vocational guidance conducted previously by the Department in its primary schools, a system of guidance for the super-primary and secondary schools. In Queensland more than elsewhere, it is claimed that high schools are multi-purpose, in that students are trained for general cultural, industrial, commercial, and domestic science work in accordance with their bent, once a core of general cultural education has been developed.

From October, 1933, free vocational training classes for unemployed youths in the metropolitan area and the principal country centres were established by the Department in co-operation with the Department of Labour and Industry. The objects were to provide useful occupations for unemployed youths during at least one day, or six class hours, in each week, to give instruction in woodwork, sheet metal, leather work, blacksmithing and concrete work, to equip the youths with such knowledge as will enable them to assist their fellow workers. The course lasted six months. 2867 attended the classes from 1931 to 1932.

JUVENILE EMPLOYMENT BUREAU.

The Bureau was established in January, 1935, to assist boys and girls to find permanent positions suitable to their qualifications and attainments.

A Board of Juvenile Employment under the general control of the Department of Public Instruction directs the Bureau which is divided into industrial, rural sections. It is estimated that slightly over 50 per cent. of youths looking for employment are placed through the Bureau. Local committees of laymen have been formed to advise the Board in the selection of farms with whom youths are placed in rural employment. The local head teacher acts as the committee’s secretaries and he keeps in touch with the youths while in training, for the Bureau tries to keep in touch with the youths even after suitably placed in employment.

In March, 1935, the first branch Bureau was opened at Townsville. The Bureau operates under the aegis of the Department of Public Instruction.

The Board issued the following report in 1935 apropos of the placing of boys in farm work:

“It is our experience that the number of lads whose natural desire is to follow farming or some form of rural work, is very much less than is thought. But the majority are prevented from following their inclinations by their parents. Farmers, as a whole, do their best to keep them fairly, and take an interest in their welfare. By avoiding messa, we feel we shall gradually overcome the prejudices of parents and raise the status of farming as a vocation in public estimation. Only then will the rural industries receive their due share of recruits, in quality as well as quantity, and not depend upon the ‘left-overs’ who have failed to find other employment for a living. farming is a better form of employment. To induce boys to enter rural life without a fair prospect of a good living ahead would be the task. No boy wishes to be a ‘farm labourer’ all his life; the boy who takes up farming inevitably dreams of a farm of his own. The farmer, in his early announce ment, indicated that he was quite content of this fact and stated: ‘It is definitely the Government’s desire to encourage these boys to become future settlers, with farms of their own.’

‘Acting on his instructions, the Rural Committee of the Bureau of Industry has been launched in schemes whereby lads trained under the Farm Scholarship or other approved schemes might be settled on the farm. It is understood that certain proposals have been formulated for the consideration of the Government.’ (Report of Chairman, Board of Juvenile Employment; Appendix B to 46th Report of the Secretary for Public Instruction, p. 94.)

During the year ended 30th June, 1936, the Bureau placed the following youths:

Industrial section (including apprentices):-

| Boys      | 1293 |
| Girls    | 79  |

Commercial section:

| Boys       | 551  |
| Girls      | 287  |
|            | 838  |

Vocational training classes:

| Industrial section | 155  |
|                   | 155  |
RURAL TRAINING AND EMPLOYMENT.

(i) Rural Training Scheme for Youths:

The scheme is designed to assist in placing lads on private farms for training and subsequent employment. A Rural Training Scheme was established in January, 1933, with the help of the Churches, which became the main recruiting body. The committees control the scheme, subject to the general supervision of the Department of Labour and Industry. The committees not only find work for the youths, but also keep in touch with them and generally attend to their welfare through a local district committee.

The training is for 12 months, for the first six months of which allowances of 7s. 6d. per week are paid to youths under 18 and for the second six months 10s. per week. Lads over 18 years receive 10s. throughout the 12 months. After the 12 months course of training the youth is subject to the approval of the Church committee, employed at a wage mutually agreed on by the farmer and the trainee. The cost to the Department of Labour and Industry for the year ended 30th June, 1936, was £838 12s. 7d.

(ii) Subsidised Rural Juvenile Employment Scheme:

Closely related to the Rural Training Scheme is a subsidised Rural Juvenile Employment Scheme which is administered by the rural section of the Juvenile Employment Bureau. The object of the scheme is to encourage unemployed youths in the cities to accept farm work. Wages paid by the employers are paid to the farmer, who pays an inexperienced farm worker in 10s. per week, which is usually increased to 12s. 6d. at the end of six months, if the youth picks up the work. To these amounts the Government adds a subsidy to bring the wage of a lad aged 16/18 up to 17s. 6d. per week and that of a lad aged 18/21 to £1. The subsidy is paid only to experienced or partly experienced youths, who have not had six months' farming experience. Each job is carefully investigated by the Bureau. This subsidy system was introduced as an experiment in the early months of 1937. It is to be reviewed at the end of 12 months.

(iii) Farm Scholarship Scheme:

Two hundred farm scholarships, each of £20, with a clothing allowance of £5 10s., are offered annually to youths with a physique adequate for general farm work. If approved the youth is allotted to any farmer who can provide an adequate 12 months' course of farm training and a comfortable home. At the end of 12 months, it is anticipated that the scholar will be able to find suitable employment. If, however, he has not then reached a reasonable standard of efficiency his scholarship will be extended. Except under specific circumstances approved by the Board not less than half of the scholarship is banded for the boy. Only 50 scholarships were granted for the year ended 30th June, 1936.

(iv) Juvenile Forestry Scheme:

Fifty forestry scholarships of the same value as the farm scholarships were originally offered annually, but when the Federal Government made its forestry grant available "the forestry scheme was absorbed in the Juvenile Forestry Scheme." The youths are trained in clearing, fencing, ringbarking, timber getting and allied forestry work. They work for wages ranging from £1 15s. to £3 5s. per week according to their age, the scale of payment being determined by a sympathetic agreement with the Australian Workers' Union and ratified by the Court of Industrial Arbitration. Some trainees had permanent employment on forest reserves.

(v) Riverview Training Farm:

Instruction classes were established on the Salvation Army Farm at Riverview in October, 1931, to train "the sons of poor parents" for farm work. 341 of whom 271 found employment, have been trained since the establishment of the farm, for three months in practical farm work. A subsidy of 10s. per week per boy was paid by the Department of Labour and Industry. The function of the farm has now been taken over by other training schemes.

(vi) St. Lucia Training Farm:

St. Lucia Training Farm was established in January, 1933. It is administered by the Department of Agriculture and Stock and receives 10s. per week per boy from the Department of Labour and Industry's Unemployment Relief Fund. The total cost in the financial year ended 30th June, 1936, was £947 11s. 4d.

Trainees receive a six months' residential course in farm training, 96 being trained in 1935-6. Following a qualifying examination the best trainees are granted scholarships to the Queensland Agricultural High Schools and College. Four scholarships were awarded in 1935-6. Since 1935, 241 trainees have been placed from the farm in rural employment.

(vii) Abergowrie Training Farm:

This Roman Catholic farm was established in North Queensland in June, 1934, with the same object as the Riverview Training Farm. The trainees are trained free for 12 months, in general farm work and elementary trade subjects. The Department of Labour and Industry subsidizes the farm to the extent of 10s. per week per boy. Nineteen trainees have gone through the course, of whom 17 were placed with selected farmers. The cost of the subsidy to the Department for the year ended 30th June, 1936, was £554 5s.
APPENDIX IV.

SUMMARY OF INQUIRIES.

SOUTH AUSTRALIA.

PERSONS INTERVIEWED.
Sir George Ritchie, Acting Premier.  
Mr. H. Bean, Parliamentary Draftsman.  
Mr. J. P. Bums, Chief Inspector of Factories.  
Chamber of Commerce: President, Mr. J. Goss; Secretary, Mr. J. A. Riley.  
Mr. J. G. Emmett, Contractor of the S.A. Builders' Association.  
General Motors, Holden's Ltd., Works: General Manager, Mr. J. H. Holden; Acting Industrial and Welfare Officer, Mr. S. M. Bouvallon; the works were inspected.  
Mr. E. W. Holden, of General Motors, Holden's Ltd., President S.A. Chamber of Manufacturers.  
Mr. F. I. C. Haykin, Public Service Commissioner.  
Mr. G. C. McDonald, Inspector of Technical Schools, South Australian Employers' Federation: President, Mr. W. L. Rycroft; Secretary, Mr. G. H. Boyett.  
Trends School, Adelaide: Mr. F. G. Corin, the apprentice Recorder and Secretary of the Apprentices Advisory Board was interviewed and the school inspected with Mr. G. C. McDonald.  
Trades and Labour Council: Secretary, Mr. Frank Goring; Secretary, Metal Trades Union, Mr. P. A. Richardson; Unemployment Relief Council: Chairman, Mr. D. C. H. Richardson; Secretary, Mr. F. K. Dwyer.  
Mr. H. E. Winterbottom, Secretary Chamber of Manufacturers.

SOURCES OF INFORMATION.
Annual reports of the working of the Factories and Steam Boilers Department for the years ended 31st December, 1931 and 31st December, 1932.
Industrial Code, 1926, as amended.
The Master Builders' Federation of Australia, 35th Convention held at Adelaide, 1936.
Course of Instruction for the Primary Schools, 1930.
Regulations under the Technical Education of Apprentices Act, 1917-1921.
Syllabus of subjects and courses in technical schools, 1929.
Vocational Guidance Forms.
Report of the Unemployment Relief Council, 30th September, 1936.
Land Settlement Activities of the Employment Promotion Council, a brochure.
Youth Unemployment in South Australia: a statement.
Youth Employment Survey: forms.

APPRENTICESHIP.
Industrial apprenticeship is governed by the Industrial Code, 1926/1935. Although it is not always essential to register apprentices, it is claimed that all are registered.

Section 219 of the Industrial Code provides that the apprenticeship provisions of the Code apply only to an industry or section of an industry for which an industrial board has been appointed or in respect of which the determination of a wages board is in force.

Section 223 of the Code prescribes that no person may enter into indentures of apprenticeship or become apprenticed after he attains the age of 21 years. On attaining 21 years the indentures no longer bind the parties.

By virtue of section 224 the Chief Inspector may grant to an unexperienced worker a license to work at a trade less than the wage fixed, if he is satisfied that such worker is by reason of inexperience unable to obtain work at the wage fixed.

Until 1935, the employer could be released from the indenture only in the following circumstances:

- An apprentice who was wilfully disobedient or habitually slothful or negligent, or who otherwise grossly misbehaved himself towards the employer, might be discharged.
- An apprentice might be transferred to another employer if the first employer relinquished business or entered into or dissolved in the firm.
- A magistrate might annul the indenture if the apprentice were incaircable.

The Industrial Court might cancel indentures for offences against the Technical Education of Apprentices Act.

Then in 1935, by the Industrial Code Amendment Act, section 223 (a) was inserted in the Code. That section empowered the Chief Inspector of Factories, after inquiry on the apprenticeship of the employer, to grant a certificate certifying that the apprentice named in the certificate, if he engages as an apprentice within 12 months of the certificate, and any employer may, within the same time, appeal against the refusal to grant a certificate. An employer holding such a certificate may cancel or suspend the indentures and shall not be liable to damages or otherwise to any person, but in the event of cancellation he must give preference to the apprentice named in the certificate, if he engages as an apprentice within 12 months of cancellation.

Improved industrial conditions have restricted the sphere of operation of this section, of which it may be noted the workers' representatives conceive the principle. There have been only two applications: one succeeded, the other was not proceeded with.

Besides apprentices, the Industrial Code provides firstly, for the employment of improvers who are not apprentices, under 21 years of age, who are serving a period of training for the purpose of rendering themselves capable of managing and superintending the work in industry; and secondly, for juvenile workers who are defined as employed under the age of 21 years, who are not apprentices or improvers.

The Technical Education of Apprentices Act, 1917 (as amended by the Technical Education of Apprentices Amendment Act, 1921, and the Statute Law Revision Act, 1934) governs the technical education of apprentices. The Act applies only to such trades and only within such districts as are prescribed by proclamation.

By notice published in the Government Gazette the Minister may prescribe the time per week up to one half day a week during the day time and one evening a week, and not more than half an evening week, during which, and the minimum number of occasions during each term on which apprentices to whom the Act applies shall attend at a technical school or class for instruction. The apprentice and the employer to permit him to attend, the technical school or class. Any apprentice to whom the Act does not apply may also attend, his employers being obliged to permit him to do so.

Probationary period of three months must be served before an employer may agree to teach or instruct any person in a trade to which the Act applies, and no probationer may be employed unless a license is obtained.
The training facilities of the Act have now been extended to include apprentices employed under the Coalmakers' (Federat) Award.

It was universally remarked in South Australia that the education authorities and industry work very well together.

No objection was made by employers to instruction being given to apprentices in the employers' time. The Superintendent of Technical Education is chairman of an Apprentices Advisory Board which functions under section 15 of the Technical Education of Apprentices Act. Section 17 provides for trade committees, which meet regularly, with the Superintendent as chairman, at the various schools, to consider the work of the students and preside over the examinations and awards of certificates. There are trade committees for the ironworking, electrical, plumbing, building, coach and motor body building, furnishing and printing trades.

During the year ended 31st December, 1936, 310 indentures were received by the Chief Inspector of Factories, the number exceeding that of 1935 by 36, but being 109 less than in 1927. The metal trades were mainly responsible for the increase. One hundred trainee apprentices were also receiving instruction in the motor body building industry under the provisions of the Federal Arbitration Court Award.

BUILDING TRADES.

There are very few master builders in South Australia, building being in the hands of large firms from the Eastern States or of very small local builders. It was felt that not enough apprentices were being trained.

During the year ended 31st December, 1936, no indentures of apprenticeship to the bricklaying, masonry and plastering trades were received by the Chief Inspector of Factories and only five to carpentry and joinery, three to painting and decorating, and six to plumbing and gasfitting.

TECHNICAL EDUCATION.

Technical education is organised thus. There are:

(a) Seven central schools for boys and eight for girls, giving two years' post-primary education in general subjects and a preliminary training in craftsmanship and drawing. This training leads to apprenticeship and home-making.

(b) One junior technical school at Thebarton for boys only providing a pre-vocational training during a three to four years' course, which prepares the boys for the skilled trades and, if desired, for matriculation in engineering, architecture, etc.

(c) In 1917 an Apprentice Trade School was organised at the Adelaide Technical College. Apprentices, trainee apprentices and probationers in industry attend six hours in each week, four in the day and two at night, for training in manipulative processes and instruction in mathematics, drawing, elementary science, and English for printers. The course of study is closely adapted to the particular branches of industry. It is interesting to note that when the trainee has satisfactorily completed his third year course, a trade school's certificate as an intermediate certificate to ajourneyman's certificate is issued. The excellent attendance at the Trade School is remarked on. Eight hundred boys attend the school at present.

(4) (i) The School of Mines and Industries controlled by a School of Mines Council. The work here falls into four divisions:

(1) General subjects involving a two or three year course, in twelve elementary drawing subjects;

(2) Teachers' courses;

(3) Commercial and applied art;

(4) Ten courses in the fine arts:

The school further provides part-time day and evening training for many occupations. There is also within the school a junior school very like the junior technical school.

The School of Mines and Industries is the South Australian counterpart of the technical college of the other States. It is still called a school of mines for purely historical reasons.

(ii) Girls' Central Art School, a full-time secondary school for girls.

(e) Eight part-time country technical schools studying elementary technical subjects, particularly commercial work, dressmaking, general wood working and drawing. The value of those country technical schools is enhanced by the co-operation of local governing councils which relate the schools to local needs.

(f) A full-time technical school at Port Pirie which provides scientific and industrial training for the youths employed at the Broken Hill Associated Smelters.

VOCATIONAL GUIDANCE AND PLACEMENT.

A system of vocational guidance and placement operates throughout the super-primary schools. Each school works separately under the supervision of its head master, and an employment officer regularly visits metropolitan schools to inspect the records. In 1935, 1,080 boys and 466 girls were placed. More were said to have been placed in 1936.

RURAL SCHEMES.

Since 1932, the Government has subsidised approved farmers, irrespective of their financial position, who employ youths (and adults or a married couple) as extra farm workers; 7s. 6d. per week is paid indefinitely by the Government to youths so employed; 2s. 6d. per week and keep is provided by the farmer. Three hundred youths are now being trained under this scheme to become farm workers. No record is kept of the movements of the youth. The subsidised farm workers have no prospect of becoming farmers, for they have no capital and land is scarce.

Small settlements, mainly poultry farms, working on a group settlement principle have also been established by the Government. According to the authorities the improved value of the land at present covers the capital outlay plus interest.

YOUTH SURVEY.

A youth survey was inaugurated during March, 1937. Between 2,100 and 2,200 unemployed or misemployed youths aged 18-25 responded. The 22 age group was the largest; the 25 the smallest. A committee, which will probably interview each youth, is now tabulating the occupations preferred by the youths.
APPENDIX V.

SUMMARY OF INQUIRIES.

TASMANIA.

PERSONS INTERVIEWED.
Mr. E. Dwyer-Gray, Acting Premier.
Mr. G. V. Brooks, Director of Education.
Mr. W. Gibson, Superintendent of Technical Education.
Hobart Chamber of Commerce, President: Mr. D. E. Hopkins; Secretary: Mr. R. E. Davidson.
Professor F. R. Maskill: Professor of Economics, University of Tasmania, and Economic Adviser to the Tasmanian Government.
Mr. W. H. Nicol, Secretary Australian Workers’ Union.
Mr. E. J. Tudor, Chief Inspector of Factories.
Mr. H. Wilson, Assistant Chief Inspector of Factories.
Trades Hall Council: Secretary, Mr. J. H. O’Neill; President, Mr. C. E.olley, M.H.A.

SOURCES OF INFORMATION.
Wages Boards Determinations.
Tabulated statement showing the number of apprenticeships registered in 1928.
Education Department: Report for the year 1935.
The Courses of Instruction (A. and B) for the Primary Schools.
Courses of Study for High Schools.
Junior technical schools syllabus of work for three years’ course of study, 1930.
Youth unemployment in Tasmania: Answers to Federal Government Questionnaire.

APPRENTICESHIP.
Apprenticeship is governed by the Wages Board Act, 1920, as amended. The records of apprentices were stated to be inaccurate and incomplete as many employers were known not to have registered their apprentices. Apprentices may not be rationed, but indentures may be cancelled. Payment is on both an age and an experience basis, the tendency being to extend the experience principle. Where technical instruction is available, apprentices attend technical schools on two afternoons in each week in the employers’ time. If an apprentice has gained the technical intermediate certificate of the University of Tasmania, he is entitled to the term of apprenticeship under the 1928 amending Act, be re-examined by one. Trade Advisory Committees and conferences of technical instructors and examiners meet periodically.

One remarkable clause of the Wages Board Act should be recorded. Section 23 (ix) of the 1920 Act provided *that the number of apprentices to be fixed shall not be less than one apprentice for every one journeyman employee of the same sex as the apprentice in question who has been continuously employed by the same employer for a period of not less than six months immediately prior to the date of indenture...* but for the purpose of this proviso an employer working in the trade shall, for the purpose of fixing such numbers... be deemed to be a journeyman employee. Then by section 7 of the 1924 amending Act the number of apprentices was increased to not less than two for every journeyman employee or employer working in the trade. One authority in Tasmania remarked, with perhaps unconscious humour, that the employers had failed to take advantage of this liberal provision.

The numbers of apprenticeship indentures registered during the years 1929-1936 were:—
1929, 69; 1930, 46; 1931, 17; 1932, 26; 1933, 25; 1934, 35; 1935, 115; and 1936, 331.

TECHNICAL EDUCATION.
Students at the junior technical schools receive a three years’ course in pre-vocational training at the age of 11 plus, after they have passed a scholarship examination. During the first year all are trained in woodworking and thereafter they may continue to fitting and turning, or electrical work, or continue with woodwork. After the three years’ course students are said to find work easily.

Technical education proper comprises trade certificate, applied science certificate, and applied science diploma courses. The first course is designed to train skilled workmen, the second to give technical training for the professions with more practical experience than that of University students. There are technical colleges at Hobart, Launceston, Queenscliff and Zeehan. Hobart and Launceston each accommodate 800 students and Queenslown 200.

STATISTICS.
The Tasmanian Government is cooperating with the Assistant Commonwealth Government Statistician with a view to making a Youth Employment Survey based on the Victorian system. On turning 18 an unemployed youth may register with the Unemployment Registration Office of the Public Works Department. On the whole, however, the present estimates of both boy and girl unemployment were vague and uncertain. It was considered that there was no system practised of dismissing youths at 21, the reason being the smooth rise in wage rates up to 21. The authorities were starting to study the absorptive capacity of industry.

VOCATIONAL GUIDANCE, TRAINING AND PLACEMENT.
Apart from the pre-vocational guidance and training given in the post-primary schools there is no vocational guidance in the primary schools. From 1931 to 1935, however, occupational schools, directed mainly by the Y.M.C.A. at Hobart, Launceston and Devonport, gave vocational training and guidance to unemployed youths, and to-day both the Y.M.C.A. and the Y.W.C.A. of Hobart serve as placement agencies. Youth up to 18 are easily placed.

The Minister for Education is in charge of all activities touching employment and vocational training undertaken by the technical branch of the Education Department. At Launceston, morning instruction is given to unemployed youths in woodworking and metal mechanics; in the afternoon physical exercises and games are organized. A local committee controls the training and the officer in charge reports to the Superintendend of Technical Education. At the end of 1936, 26 youths were enrolled; one in the north-west. In the north-west region another local committee selects boys to place with approved farmers in the surrounding districts. The Government pays each boy 5£ each week; the farmer, in addition to providing keep, may supplement this amount *if he feels he is getting value.* One hundred and two boys have been placed by the Committee, but the Government, fearing exploitation, has decided to discontinue the work.
Appendix V.—SUMMARY OF INQUIRIES—TASMANIA—continued.

Other notable training agencies are three forest camps controlled by the Forests Department at Warrentina, Taranna and Mawhanna. Warrentina is a normal employment camp for youths under 21. The basic wage is paid according to age, and the youths provide their own food and lodging. They work 40 hours per week, under an overseer. The object of the two other camps is twofold—first, present employment, and second, training for bush work and citizenship. No attempt is made to produce farmers; the aim is to train bush workers, who, given half-time bush employment, will be able to provide for themselves and their families. The training, which is informal, is designed to form habits of self-help, self-reliance and co-operation.

Boys as young as 15½ to 16 years of age enter Taranna, the junior camp, and pass to Mawhanna at 18 or 19, where they stay till 21. The basic wage is paid for a week of 33 working hours. In addition the trainees must work for 15 hours each week on the upkeeps or improvement of their camp, in growing vegetables, caring for the animals, and on other training such as first aid, care of tools, camp sanitation and hygiene, carpentry, simple building work, camp repairs, and so on. Training in sawmilling is also given to selected youths, who, if he is hoped, will later find work in sawmills. It is expected that the best boys will find permanent employment with the Forests Department.

The camps can each accommodate 40 youths, but the average numbers enrolled from 1st December, 1935, to 30th November, 1936, at Warrentina, Taranna and Mawhanna were only 27, 10 and 33 respectively.

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Professor Bowley (Professor Statistics, London University),
H. G. Brown, Solicitor,
J. T. Brownlie, President Amalgamated Engineers’ Union,
W. L. Hinchens, Chairman Cannell, Laird & Co.,
F. Hodges, Secretary Miners’ International Federation,
W. T. Layton (Chairman), Editor of the “Economist,”
Kenneth Lee, Chairman Toolal, Broadhurst, Lee Company, Ltd.,
Sir William McIntock, Chartered Accountant,
J. J. Malton, Warden of Tooronga Hall,
A. Pugh, Secretary of the Iron and Steel Trades Confederation,
B. Seebohm Rowntree, Chairman Rowntree & Co.,
B. H. Turner, Secretary to the Committee.
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No. 10, p. 381 Young workers and vocational training—Unregulated occupations in Great Britain.

No. 11, p. 419 Young workers and vocational training—Child labour in India.

No. 12, p. 454 Young workers and vocational training—Apprenticeship and unemployment in Canada.

No. 13, p. 491 Young workers and vocational training—Apprenticeship and unemployment in Australia—Victorian Technical Schools Conference.

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N.B.—In the appendices dealing with inquiries in the various States of the Commonwealth will be found references to sources of information in those States. The above list and the several State lists are not intended to be exhaustive.
## APPENDIX VII.

Suggested Form of Questionnaire in connection with Youth Unemployment Survey.

<table>
<thead>
<tr>
<th>Surname (in block letters)</th>
<th>Christian Names</th>
<th>Age</th>
<th>Date of Birth</th>
<th>Height</th>
<th>Weight</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Address</th>
<th>Number</th>
<th>Street</th>
<th>Suburb or Town</th>
</tr>
</thead>
<tbody>
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<td></td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>General Education</th>
<th>Last school attended.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Grade on leaving............</td>
</tr>
<tr>
<td></td>
<td>Year of leaving..........</td>
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<tr>
<td></td>
<td>Certificates gained......</td>
</tr>
</tbody>
</table>

<table>
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<tr>
<th>Technical Education</th>
<th>School attended.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Courses studied...</td>
</tr>
<tr>
<td></td>
<td>Period of attendance.....</td>
</tr>
<tr>
<td></td>
<td>Year of leaving.......</td>
</tr>
<tr>
<td></td>
<td>Certificates gained...</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Commercial or Other Education</th>
<th>School attended.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Courses studied...</td>
</tr>
<tr>
<td></td>
<td>Period of attendance.....</td>
</tr>
<tr>
<td></td>
<td>Year of leaving.......</td>
</tr>
<tr>
<td></td>
<td>Certificates gained...</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Employment since Leaving School</th>
<th>Type of Work</th>
<th>Where employed</th>
<th>Period of each Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Present employment (if any)....</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Previous employment (if any)...</td>
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<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.............</td>
<td></td>
<td></td>
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<tr>
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<td>2.............</td>
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</tr>
<tr>
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<td>3.............</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>4.............</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>For what occupations would you be prepared to undergo training?</th>
</tr>
</thead>
<tbody>
<tr>
<td>First preference</td>
</tr>
<tr>
<td>Second preference</td>
</tr>
<tr>
<td>Third preference</td>
</tr>
</tbody>
</table>
APPENDIX VIII.

STATEMENT SHOWING (a) FEES CHARGED FOR TECHNICAL COURSES, (b) SCHOLARSHIPS, ETC., IN WESTERN AUSTRALIA AND IN OTHER STATES.

<table>
<thead>
<tr>
<th>Type of Course</th>
<th>Western Australia</th>
<th>South Australia</th>
<th>Victoria</th>
<th>New South Wales</th>
<th>Queensland</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full-time Day Courses—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(1) Matriculation and General</td>
<td>Adults—£2 15s. per annum. Juniors (under 21)—Free. Examination fee, 5s. do. do. do.</td>
<td>£9 per annum ... ... ...</td>
<td>£12 per annum ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>£6 6s. per annum.</td>
</tr>
<tr>
<td>(2) Art ... ... ...</td>
<td>£2 5s. to £3 3s. per annum (one-third reduction for annual payment)</td>
<td>£12 per annum ... ... ...</td>
<td>£12 12s. to £15 15s. per annum</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
<tr>
<td>(3) Commercial ... ... ...</td>
<td>Adults not admitted. Juniors (ex-VIII). Machine fees, 15s. per annum</td>
<td>£6 per annum ... ... ...</td>
<td>£9 12s. per annum</td>
<td>... ... ... ... ... ...</td>
<td>£6 6s. per annum.</td>
</tr>
<tr>
<td>(4) Diploma Courses—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Engineering, Chemistry, Architecture, etc.</td>
<td>£30 per annum ... ... ...</td>
<td>£12 per annum ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>£6 6s. per annum.</td>
</tr>
<tr>
<td>(b) Ladies’ Hairdressing</td>
<td>£12 12s. per annum (self-supporting)</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
<tr>
<td>Compulsory Trade Apprentice Courses—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Length of course</td>
<td>3 years ... ... ...</td>
<td>3 years ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>2 to 3 years ... ... ...</td>
<td>Varies (3 to 5 years).</td>
</tr>
<tr>
<td>(b) Hours per week</td>
<td>4 ... ... ...</td>
<td>£12 12s. per annum ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>£1 19s. per annum</td>
<td>£1 19s. per annum.</td>
</tr>
<tr>
<td>(c) Fees ... ... ...</td>
<td>Tuition. £1. Registration fee of £8. charged</td>
<td>£3 per annum ... ... ...</td>
<td>£17s. 6d. per annum (£1 12s. 6d. if full annual fee paid in advance). Juniors— £1 17s. 6d. per annum (£1 12s. 6d. if full annual fee paid in advance) (X.B.—A junior must be under 21 years of age and in receipt of less than 30s. per week)</td>
<td>... ... ... ... ... ...</td>
<td>Student, but fee refunded by employers provided attendance and reports satisfactory. £2 8s. per annum for full course involving 3 sessions per week. (X.B.—Apprentices or cadets receiving not more than £1 5s. per annum pay £3 5s. per annum.)</td>
</tr>
<tr>
<td>(d) By whom paid</td>
<td>Employer ... ... ...</td>
<td>Student, but fee refunded by employer on advice from Apprenticeship Commission concerning attendance and progress. As above. Single-subject students not permitted in these courses, but not known to grade of subject and number of hours necessary.</td>
<td>... ... ... ... ... ...</td>
<td>Employer ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
<tr>
<td>Trade Courses for other than Apprentices</td>
<td>Fees range from 30s. to 60s. per annum per 2-hour lesson, and cover cost of instruction, administration, light, power and depreciation charges.</td>
<td>Fees range from 30s. to 60s. per annum according to the amount of time and the professional standing of the subject.</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
<tr>
<td>Part-time Courses—</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diploma Courses ... ...</td>
<td>Juniors—(1) £1 12s. per annum. 30s. per annum per subject. Adults—From 30s. per annum to 26s. per annum according to grade of subject and number of hours necessary.</td>
<td>£1 2s. 6d. per annum per subject (one-third reduction for annual payment, and students enrolling less than £2 per week pay full rates).</td>
<td>£4 10s. to £6 per annum for full course involving 3 or more daily sessions</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
<tr>
<td>Art ... ... ...</td>
<td>£1 2s. 6d. per annum per subject (one-third reduction for annual payment, and students enrolling less than £2 per week pay full rates).</td>
<td>£4 10s. to £6 per annum for courses involving 3 or more weekly sessions. £2 5s. to £3 15s. per annum for single subjects.</td>
<td>Juniors—£1 17s. 6d. per annum per course of 3 sessions. Seniors—£3 15s. per annum per course</td>
<td>... ... ... ... ... ...</td>
<td>... ... ... ... ... ...</td>
</tr>
</tbody>
</table>

Translation: The table outlines the fees charged for technical courses and scholarships in Australia and other states, including full-time day courses, diploma courses, trade apprentice courses, and part-time courses. Fees vary based on the type of course, location, and whether the student is a junior or adult. Scholarships are also available for students who meet certain criteria. The fees include tuition, examination fees, and other charges, and vary by state and region.
Commercial ... ... ... 
Juniors—Tuition fee; Registration fee, 5s.
Adults—3s. per annum per session.

Concessions in Fees ... ... 
Exemption from registration fee granted to those obtaining VIII. or IX. Pass Out, or a Technical School Pass in previous year. Following are exempted from payment of fees: Returned soldiers, widows and children of fallen soldiers, wives and children of incapacitated soldiers, winners of Government scholarships and bursaries, and students specially exempted by the Minister.

Scholarships and Bursaries ... 
None granted to Technical Schools except that 6 of the scholarships offered to children of fallen or disabled soldiers are tenable at the Perth Technical College.

School of Arts and Crafts grants concessions as indicated under Art Courses.

Inclusive course fees cover all attendances in excess of the standard 3 sessions per week.

20 to £2 15s. per annum for courses involving 3 or more daily sessions.

Juniors—From £1 17s. 6d. per annum per course of 3 sessions. Seniors—£2 1s. per annum per course.

Special rates as indicated for juniors defined as "Students under 21 years of age and in receipt of less than 30s. per week in wages." Lower rate charged if annual fee paid in advance. Sessions in excess of prescribed course charged at a lower rate.

Special rate charged to bona fide cadets or apprentices receiving not more than £135 per annum.

No information.

(a) Students gaining the highest marks in lower grades of any subject obtain free tuition in the next higher grade for any one year.
(b) In the School of Arts and Crafts 10 free places are awarded each year to students showing special ability in arts and crafts.

125 Senior Technical scholarships, as follows:
(a) 25 for boys taking approved day courses. Free tuition and £30 per annum allowance granted.
(b) 5 for girls, as above.
(c) 20 for boys for full length of evening course. Allowance, £10 per annum.
(d) 5 for girls as in (c).
(e) 50 for boys who have completed Junior Technical Certificate. Covers full length of evening course. Allowance of £5 per annum paid.
(f) 10 for boys undertaking to enter teaching service 5-year course. Allowance, £30 per annum.
(g) 10 for girls as in (f).

172 scholarships, as follows:
(1) Scholarships to trade and science schools (tenable for 3 years).
(a) 20 scholarships to pupils of evening Junior Technical schools.
(b) 25 scholarships open to pupils of day Junior Technical schools.

(2) Scholarships tenable Domestic Arts Department for 4 years. 10 open to students from central and secondary schools.

(3) Scholarships tenable in Women's Handicraft Department for 4 years. 25 open to students from various classes of secondary schools.

(4) Scholarships tenable in Art Department for 3 years. 25 from intermediate and secondary schools.

(5) Scholarships tenable Commercial Day Department for 1 year. 5 for boys and 15 for girls from intermediate schools.

(6) Scholarships tenable lower trade courses for 3 years. 15 for boys from State, high and secondary schools with Intermediate Certificate.

(7) Scholarships admitting to full Diploma courses. 25 scholarships to pupils from State, high and secondary schools with Leaving Certificate in prescribed subjects.
APPENDIX IX.
DIAGRAM No 1

PERCENTAGE DISTRIBUTION OF BREADWINNERS IN INDUSTRY
BASED ON CENSUS FIGURES FOR 1911, 1921 & 1933
(INDEPENDENT "PENSIONERS" AND "INDUSTRY NOT STATED" EXCLUDED)

Agriculural Pastoral and Dairying
Mining and Quarrying
Fishing Trapping and Forestry
Manufacturing
Building and Construction
Transport and Communication
Domestic and Personal
Professional and Public Administration
Entertainments, Commerce and Finance

1911

1921

1933
APPENDIX X.

PERCENTAGE DISTRIBUTION OF BREADWINNERS IN INDUSTRY.

Based on Census figures for 1911, 1921, and 1933.

The groups "Independent" for 1911, "Not Stated" for 1921, "Pensioners" and "Not Stated" for 1933 have been excluded in order to bring the figures for the three census years to a comparable basis.

<table>
<thead>
<tr>
<th>Industry</th>
<th>Census 1911</th>
<th>Census 1921</th>
<th>Census 1933</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural and Pastoral</td>
<td>25,766</td>
<td>31,445</td>
<td>45,392</td>
</tr>
<tr>
<td>Mining and Quarrying</td>
<td>18,199</td>
<td>30,844</td>
<td>13,008</td>
</tr>
<tr>
<td>Fishing, Trapping, Forests</td>
<td>9,038</td>
<td>7,820</td>
<td>5,772</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>21,282</td>
<td>19,634</td>
<td>21,696</td>
</tr>
<tr>
<td>Building and Construction, Gas, Water, and Light</td>
<td>7,320</td>
<td>15,016</td>
<td>21,645</td>
</tr>
<tr>
<td>Transport and Communications</td>
<td>12,226</td>
<td>14,232</td>
<td>16,710</td>
</tr>
<tr>
<td>Domestic and Personal</td>
<td>13,622</td>
<td>14,034</td>
<td>16,143</td>
</tr>
<tr>
<td>Professional and Public Admin.</td>
<td>9,408</td>
<td>14,545</td>
<td>16,521</td>
</tr>
<tr>
<td>Entertainment, Sports</td>
<td>731</td>
<td>1,034</td>
<td>1,505</td>
</tr>
<tr>
<td>Commerce, Finance</td>
<td>18,284</td>
<td>19,997</td>
<td>30,497</td>
</tr>
<tr>
<td>Total</td>
<td>135,946</td>
<td>144,181</td>
<td>186,929</td>
</tr>
</tbody>
</table>

"Independent" excluded.

"Not Stated" excluded.

"Pensioners" and "Not Stated" excluded.

APPENDIX XI.

STANDARD FORM OF REGULATIONS GOVERNING APPRENTICESHIPS AS USED BY THE COURT OF ARBITRATION SUBJECT TO ANY MODIFICATIONS NECESSARY IN PARTICULAR CASES.

Definitions.

1. (1) "Acts" means the Industrial Arbitration Act, 1915-1925, and any alteration or amendment thereto for the time being in force.
2. "Apprentice" means any person of either sex of any age who is apprenticed to learn or to be taught any industry, trade, craft, or calling, to which these Regulations apply, and includes an apprentice on probation.
3. "Award" includes Industrial Agreement.
4. "Court" means the Court of Arbitration.
5. "Employer" includes any firm, company, or corporation.
6. "Minor" means a person not less than fourteen years of age and not more than eighteen years of age who customarily works under the direction of or in association with an employer, master, or journeyman upon the material and with the tools or implements used in the industry.
7. "Registrar" means the Registrar of the Court.

Employment—Probation.

2. No minor shall be employed or engaged in the industry, except subject to the conditions of apprenticeship or probation contained herein.

3. (1) Every apprentice shall be employed on probation for a period of three months to determine his fitness or otherwise for apprenticeship, and shall work only for such hours per day and for such remuneration as may be prescribed by the Award. In the event of his becoming an apprentice such probationary period shall be counted as part of the term of apprenticeship.

(2) The Court may in any case where it seems expedient to do so, order that the probationary period of employment be extended for a further period not exceeding three months.

4. (a) Any employer taking an apprentice on probation shall within 14 days thereafter register such probationer by giving notice thereof to the Registrar in the prescribed form. If at the date of the coming into operation of these Regulations an employer is employing any apprentice or probationer who has not been duly registered as such, he shall forthwith apply for the due registration of such apprentice or probationer.

(b) At the end of the period of probation of each apprentice, if mutually agreed upon by the employer and the legal guardian of the boy, but not otherwise, he may become an apprentice under an agreement.

5. The employer of every apprentice shall keep him constantly at work and teach such apprentice or cause him to be taught the industry, craft, occupation, or calling in relation to which he is bound apprentice, by competent instruction in a gradual and complete manner, and shall give such apprentice a reasonable opportunity to learn the same, and receive, during the period of his apprenticeship, such technical, trade, and general instruction and training as may be necessary. And every apprentice shall, during the period of his apprenticeship, faithfully serve his employer for the purpose of being taught the industry, craft, occupation, or calling in relation to which he is bound, and shall also conscientiously and regularly accept such technical, trade, and general instruction and training as aforesaid, in addition to the teaching that may be provided by his employer.
Appendix XI—STANDARD FORM OF REGULATIONS, ETC.—continued.

6. An employer shall be deemed to undertake the duty which he agrees to perform as a duty enforceable under an Award of the Court.

Advisory Committee.

7. A Board to be called the "Advisory Committee" may be appointed by the Court to advise in regard to any apprenticeship matter. Such committee shall consist of the following:

(a) Some person appointed by the Court who shall act as Chairman;

(b) Two representatives appointed by the employers.

(c) Two representatives appointed by the industrial union or unions of workers in the trade.

The Advisory Committee shall have such powers and duties as the Court in each case may determine.

8. No employer shall refuse employment to any person, or dismiss any worker from his employment, or injure him in his employment or alter his position to his prejudice, by reason merely of the fact that he is a member of any Advisory Committee; or by reason merely of anything said or done or omitted to be done by any such person or worker in the course of his duty as such member.

9. In any proceeding for any contravention of this Regulation it shall lie upon the employer to show that any person proved to have been refused employment, or any worker proved to have been dismissed or injured in his employment or prejudiced while acting as such member, was refused employment or dismissed or injured in his employment or prejudiced for some reason other than that mentioned in this Regulation.

Agreement of Apprenticeship.

9. All agreements of apprenticeship shall be drawn up on a form approved by the Court, and signed by the employer, the legal guardian of the apprentice, the apprentice, and the Registrar. No employer, guardian, or apprentice shall enter into any agreement or undertaking purporting to add to, vary, alter or amend any such agreement without the approval of the Court.

10. There shall be three copies of each agreement, of which one copy shall be held by the employer, one shall be held by the legal guardian of the apprentice, and one copy shall be retained by the Registrar.

(e) The apprenticeship agreement shall be completed within one month of the termination of the probationary period.

(d) Every agreement of apprenticeship shall be subject to the provisions of the Award in force for the time being applicable to apprenticeship in the industry.

12. Every agreement entered into by the employer and the legal guardian of the apprentice shall be for a period of seven years, but this period may be reduced in special circumstances with the approval of the Court.

11. Every agreement of apprenticeship entered into shall contain:

(a) The names and addresses of the parties to the agreement;

(b) The date of birth of the apprentice;

(c) A description of the industry, craft, occupation or calling or combination thereof to which the apprentice is to be bound;

(d) The date at which the apprenticeship is to commence and the period of apprenticeship;

(e) A condition requiring the apprentice to obey all reasonable directions of the employer and requiring the employer and apprentice to comply with the terms of the award of the Court so far as they concern the apprenticeship;

(f) A condition that technical instruction of the apprentice, when available, shall be at the employer’s expense, and shall be in the employer’s time, except in places where such instruction is given after the ordinary working hours.

(g) A condition that in the event of any apprenticeship, in the opinion of the examiners, not progressing satisfactorily, increased time for technical instruction shall be allowed at the employer’s expense to enable such apprentice to reach the necessary standard.

(h) The general conditions of apprenticeship.

Transfer of Apprentices.

12. (a) The Court shall have power to transfer an apprentice from one employer to another either temporarily or permanently:

(i) If the employer does not provide the necessary facilities for the apprentice to become proficient in his trade; or

(ii) Upon the application of the employer or the apprentice for good cause shown.

(b) The transfer of every agreement shall be on a form approved by the Court, and shall be made out in quadruplicate, which shall, unless the Court otherwise directs, be signed by the late employer or his assigns, the legal guardian of the apprentice, the apprentice, the Registrar, and the new employer. The transfer form shall be completed within two months of the date on which the transfer is effected.

(c) One copy of the transfer agreement shall be held by the late employer, one copy shall be held by the new employer, one copy shall be held by the legal guardian of the apprentice, and one copy shall be retained by the Registrar.

Shedding of Apprentices at any Time Before the Determination of the Period of Apprenticeship.

13. The Court shall have the power to dispense with the service of the apprentice he may with the consent of the apprentice and guardian transfer him to another employer carrying on business within a reasonable distance of the original employer’s place of business, willing to continue to teach the apprentice and pay the rate of wages prescribed by the Court in its Award or otherwise according to the total length of time served, and generally to perform the obligations of the original employer.

14. On the transfer or termination of any apprenticeship, from whatever cause, the employer shall give the apprentice a certificate stating what time he has served, full particulars of the branches of the trade or industry in which he has received instruction, the proficiency attained, and shall also notify the Clerk of the Court and the cause thereof.

15. In the event of an employer being unable to provide work for a transfer or to agree with the legal guardian of the apprentice to cancel the agreement of the apprentice, application may be made to the Court to arrange for such transfer or to have such agreement cancelled.

16. Where a person is apprenticed to partners his agreement of apprenticeship shall upon the retirement or death of any partner be deemed to be assigned to the continuing partner or partners.

Cancellation of Agreement.

17. Every agreement shall include a provision that it may be cancelled, by mutual consent, by the employer and the legal guardian of the apprentice giving one month’s notice in writing to the Court, and to the parties concerned that such apprenticeship shall be terminated.

18. If the apprentice shall at any time be wilfully disobedient to the lawful orders of the employer, his managers, foremen or other servants having authority over the apprentice, or be sullen, negligent, dishonest, or shall otherwise conduct himself in such a manner as shall conduct himself as a good and faithful apprentice should do, or shall not faithfully observe and keep his part of this agreement, then it shall be lawful for the employer, with the consent of the Court, to discharge the apprentice from his service.

19. The Court may in its discretion for any cause which it may deem sufficient on the application of the party to an agreement vary or cancel the agreement, either unconditionally or subject to such terms and conditions as it may deem advisable.
20. No apprentice employed under a registered agreement shall be discharged by the employer for alleged misconduct until the registration of the agreement of apprenticeship has been cancelled by order of the Court on the application of the employer. Provided, however, that an apprentice may be suspended for misconduct by the employer, but in any such case the employer shall forthwith make an application for cancellation of the agreement of apprenticeship, and in the event of the Court refusing the same the wages of the apprentice shall be resumed, if any, as the Court may order shall be paid as from the date of such suspension, and, in the event of the application for cancellation being granted, such order may take effect from the date at which the apprenticeship was suspended.

21. Subject to the provisions of the Acts relating to Bankruptcy and Insolvency and the Winding-up of Companies, the following provisions shall apply:
(a) The Trustee or Liquidator, as the case may be, may give written notice to the apprentice and his parent or guardian of his intention to discontinue the employment of the apprentice from a date to be named in such notice, and thereupon the agreement shall be deemed to be terminated from the said date; subject, however, and without prejudice to the right of the apprentice, his parent or guardian, to compound, compromise, or agree upon or to use for and recover such damages (if any) as he may have sustained through such rescission of the agreement as aforesaid.
(b) Any proceedings for damages hereunder must be commenced within six weeks after the service of the notice referred to in sub-paragraph (a) hereof, otherwise any claim for damages shall be deemed to have been waived and forfeited.

Extension of Term

22. Subject to Regulation 37, time lost by the apprentice through sickness or any other cause whatsoever may, with the consent of the employer and party, be added to the original term of the apprenticeship agreement at the end of the year in which such loss occurred or at the termination of the apprenticeship period.

23. The term of apprenticeship may be extended by the Court on the failure of an apprentice to pass any of the examinations, and for such purpose it shall be the duty of the examiners to make any necessary recommendations to the Court. Any extension of the term of apprenticeship shall be subject to all the conditions and stipulations in the original agreement, except as to rates of wages, which shall be such amount as the Court may determine.

Technical Education Classes

24. (a) Every apprentice shall attend regularly and punctually to a Government or other approved technical school or classes of instruction in such subjects as are provided for his trade. This clause shall be deemed to have been complied with if the apprentice takes a course in an approved correspondence school. Provided, however, that attendances shall not be compulsory when the apprentice is resident outside a radius of 12 miles from the place where instruction is given, or in the case of illness of the apprentice the proof whereof lies on him. Provided also that if technical instruction is not available in the locality in which the apprentice is employed and is available by correspondence, at reasonable cost to be approved by the Court, the Court may prescribe such correspondence courses as the technical instruction to be taken by the apprentice and paid for by the employer.
(b) The fees for the classes attended by the apprentice shall be paid by the employer.
(c) The period during which apprentices are to attend such technical school or classes if any shall be four hours per week.

25. Where in any case it is shown to the satisfaction of the Court that any apprentice, by reason of his employment in country work or other good cause, cannot conveniently attend a technical school or other prescribed classes, of such these Regulations as relate to attendance at a technical school or other prescribed classes, and to examinations, shall not apply to such apprentice, but he shall be subject to such conditions as the Court may direct.

26. If the examiners or the industrial union or employer concerned make representations to the Court that the facilities provided by the Technical School, or other place of vocational training for the teaching of apprentices, are inadequate, the Court may make such investigations and such report to the Minister controlling such Technical School, or such other place, as it deems necessary.

27. When an apprentice attends a technical school, vocational classes, or other class or classes of instruction during his ordinary working hours, unless the Court is satisfied that the apprentice was suspended.

Examinations

28. (a) Every apprentice shall be bound to submit himself to examination at the places and times appointed by the Registrar after consultation with the examiners.
(b) Every apprentice shall, prior to submitting himself to examination, produce to the examiners a certificate that he has made at least 70 per cent of attendance at the technical school or other place of instruction unless he is exempted from such attendance for good cause.
(c) The Clerk of the Court shall notify the examiners of the names and addresses of the apprentices required to submit themselves to examination.
(d) The employer shall place at the disposal of the examiners such materials and machinery on his premises as may be required by them, and shall in all ways facilitate the conduct of the examination.

29. (a) The examiners shall be persons skilled in the industry or trade and appointed as prescribed by the Act.
(b) Falling provision or appointment as, whenever the Court may appoint such person or persons as it may deem fit. In the event of a disagreement between the examiners, the matter may be referred to a third person agreed to by them or nominated by the Court or the President at the request of any of the examiners, and the decision of such person shall be final and conclusive.
(c) It shall be the duty of the examiners to examine the work, require the production of the certificate of attendance, inquire into the diligence of each apprentice, and as to the opportunities provided by the employer for such apprentices to learn, and to submit a report to the Court in writing as to the result of the examination within one month from the date of holding the examination, but this period may be extended by the Court.
(d) Such examination shall, where possible, include theory and practice as applied to the trade, industry, craft, occupation, or calling to which the apprentice is indentured.

30. The Registrar shall, after each examination, issue a certificate to each apprentice indicating his degree of proficiency, taking into consideration the term of apprenticeship served. A duplicate of such certificate shall be lodged by each apprentice with his employer and the secretary of the Union, each of whom shall keep the same in safe custody, and produce the same for inspection by the Industrial Inspector whenever demanded by the latter to do so. When the final examination has been passed the certificate shall also be signed by the examiners.

31. Whenever it is possible so to do, the examiners, before entering upon the examination, shall draw up a syllabus showing what, in their opinion, is the stage of proficiency which an apprentice should attain at each of the examinations prescribed. The syllabus shall be subject to review by the Court at any time, and shall be kept as a record by the Clerk of the Court and a copy handed to the examiners before each examination. The
Appendix XI.—STANDARD FORM OF REGULATIONS, ETC.—continued.

said syllabus may be subject to alteration from time to time by the examiners, who shall forthwith notify the clerk of the Court thereof.

32. In lieu of, or in addition to, examiners above referred to, the Court may appoint, wholly or partly, other examiners to be appointed by the Director of Technical Education for the whole or any portion of the subjects of instruction, and at such remuneration as the Court may determine.

33. In the event of an apprentice failing to pass any of his examinations the employer may apply to the Court to disallow the increase in wages prescribed by the award, and the Court, on any such application, may make such order as the circumstances of the case may seem to require.

34. Upon the failure of an apprentice to pass two consecutive examinations, it shall be the duty of the examiners to report name to the Court with a recommendation as to the cancellation of the apprenticeship agreement, or such other remedial measures (i.e., increased time for technical instruction) as they may deem advisable. The Court, after notice to all parties concerned, may cause the agreement or make such other order in the circumstances as it may deem necessary.

35. Upon the completion of the period of training prescribed for apprenticeship, each apprentice shall be required to pass the final examination test to the satisfaction of the examiners, and upon passing this test, shall be provided with a certificate to that effect by the Registrar.

36. The employer shall pay the apprentice for all time lost through sickness or the holidays prescribed by this award:

(a) payment for such sickness shall not exceed a total of one month in each year;

(b) where the time lost through sickness exceeds four consecutive working days, the employer may demand from the apprentice the production of a medical certificate, and a further certificate or certificates may be required if any time is lost through sickness within seven days from the date of resumption of duty, the cost of any such certificate or certificates not exceeding 5s., to be borne by the employer;

(c) an apprentice shall not be entitled to receive any wages from his employer for any time lost through the result of an accident arising out of or in the course of his employment, or for any accident or sickness arising out of his own wilful default.

37. The employer shall pay the Apprentice, in respect of time lost through compulsory military or naval training, the amount by which the wages prescribed by the industrial award for the trade, calling, craft, occupation, or industry exceeds the amount received by the apprentice from the Department of Defence. Provided, however, that this clause shall not apply to military or naval training imposed through failure to attend compulsory parades.

All time lost by reason of compulsory military or naval training other than the additional training mentioned in the above proviso, shall count as part of the apprenticeship.

38. When an apprentice is absent from work for any cause other than sickness or in pursuance of the provisions of these Regulations, the employer shall be entitled to deduct from the wages of the apprentice an amount proportionate to the time so lost.

39. When an apprentice cannot be usefully employed because of a strike the employer shall be relieved of his obligations under the apprenticeship agreement during the period of the strike.

Part-time Employment.

40. Where in any case an apprentice is temporarily unable to provide work to employ an apprentice for his full time, application may be made by the employer to the Court for permission to employ the apprentice for such lesser time per week or per month, and at such remuneration as the Court may determine, being not less than the proportionate amount of the rate of wages prescribed by the industrial award for the trade, calling, or industry. If the Court grants the application holidays will be reduced pro rata.

Miscellaneous.

41. (1) The Registrar shall prepare and keep a roll of apprentices containing:

(a) a record of all apprentices and probationers placed with employers;

(b) a record of all employers with whom apprentices are placed;

(c) a record of the progress of each apprentice, recording the result of the examiners' reports;

(d) any other particulars the Court may direct.

(2) These records shall be open to inspection by employers and the Union of workers interested upon request.

42. For the purpose of ascertaining the number of apprentices allowed to be taken at any time, the average number of journeys employed on all working days of the twelve months immediately preceding shall be deemed to be the number of journeys employed. Where the employer is himself a journeyman regularly and usually working at the trade he shall be counted as a journeyman for the purpose of computing the number of apprentices allowed. Where a business is in operation for less than twelve months the method of ascertaining the number shall be as agreed by the parties to the Award, or, if no agreement arrived at, as determined by the Court.

43. Every industrial inspector appointed in pursuance of the provisions of "The Industrial Arbitration Act, 1912-1925," shall have the power to enter any premises, make such inspection of the premises, plant, machinery, or work upon which any apprentice is employed or could be employed, interview any apprentice or employee, examine any books or documents of the business relating to the wages and conditions of apprentices, interrogate the employer in regard to any of the above-mentioned matters.

44. With a view to determining whether the number of apprentices being trained is sufficient to meet the future requirements of the industry in the matter of skilled artisans, the Registrar may require any employer to furnish him with such specified information relating to the said industry, or relating to the workers engaged therein.

45. In every application under Clauses 15, 18, 19, 20, 22, 23, 33, and 40 of this Schedule, the Union of Workers registered may intervene and make such representations at the hearing as it may deem necessary. The representative shall be appointed in the manner prescribed by Section 45 of the Act.

FORMS.

Form "A."

To

The Registrar, Arbitration Court, Perth.

Please take notice that ...................................................

of ...................................................

(has entered my service (as probationer) as an apprentice to the trade on the.........day of.............., 19...

Dated this..............day of.............., 19...

(Signature of Employer)

Note.—When the probationary period has expired as additional notification should be sent, with the words "in full."
cerned that this Agreement shall be terminated, and on such mutual consent being given the apprenticeship shall be terminated without prejudice to the rights of any of the parties hereto in respect of any antecedent breach of the provisions of this Agreement.

(d) Other conditions.

5. This Agreement is subject to amendment, variation, or cancellation by the Court pursuant to the powers to that effect contained in or implied by the provisions relating to apprentices contained in the Award.

IN WITNESS WHEREOF the said parties hereto have hereunto set their hands and seals the day and year first hereinafter written.

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APPENDIX XII.

BUILDING TRADE REGULATIONS AS PUBLISHED IN THE "GOVERNMENT GAZETTE" OF 1st JUNE, 1928.

Building Trade Apprentices.

1. All regulations dealing with Building Trade Apprentices made heretofore are hereby annulled as from the first day of June, 1928, from which date the following regulations shall be deemed to take effect in lieu thereof.

2. The term "Building Trade," as used in section 135 of the Act, shall mean the following trades, callings, or avocations, namely:—

(a) Bricklaying (including tuck pointing).
(b) Stonemasonry (including all forms of stone-cutting and fixing and monumental masonry).
(c) Plastering (including modelling but excluding cement and plaster-sheets making and the making of cement tubs, baths and cisterns).

3. (i) In the event of more than one nomination being received for the Apprenticeship Board from the Industrial Unions of Employers or Workers, the following provisions shall apply:—

(a) A ballot shall be taken by the Registrar, who shall act as Returning Officer.
(b) Ballot papers shall be prepared by the Registrar and initialled by him—one such paper shall be supplied to each Industrial Union in such time as to give the Union a reasonable opportunity to vote.
(c) Each Union shall be entitled to one vote for every duly registered apprentice in the particular trade or calling to which the Union relates. Such votes may be distributed amongst the persons nominated or may all be given to one.
(d) The ballot paper with the voting record shall be returned to the Registrar sealed with the seal of the Union and signed by the President and Secretary within the appointed time.
(e) At the expiration of the time appointed the Registrar shall count the votes recorded in the ballot papers and report the result to the Court. The person who has received the greatest number of votes shall be deemed to be the nominated member.

(ii) The members nominated shall be entitled to retain their membership for three years but shall be eligible for re Nomination. It shall be the duty of the Registrar to call for nominations as and when some are required.

(iii) A member may resign at any time by sending a notification to that effect to the Registrar. A member who absents himself without the leave of the Chairman from three consecutive meetings of the Board shall be deemed to have vacated his position.

(iv) The presence of the Chairman and at least one other member shall be sufficient to constitute a meeting of the Board. The decision of the majority of the members present at a meeting, or if the members present are equally divided in opinion, then the decision of the Chairman shall be the decision of the Board.

4. No person between the age of fourteen and eighteen years shall be employed in the above-mentioned trades, except as a junior worker when the Award or Industrial Agreement provides for such, or an apprentice, including an apprentice on probation.

5. (i) Any person desiring of becoming an apprentice shall notify the Registrar, who shall keep a register of such persons.
(ii) Every employer desiring of obtaining an apprentice shall take an apprentice only a person whose name is so registered.

6. Every apprentice shall be employed on probation for a period of three months to determine his fitness or otherwise for apprenticeship, and shall work only for such hours per day and for such remuneration as may be prescribed. In the event of his becoming an apprentice, such probationary period shall be counted as part of the term of apprenticeship. No apprenticeship agreement shall be entered into by the Board until the termination of the probationary period, but in the meantime all conditions as to terms and conditions of employment shall apply as if the apprentice were a duly registered apprentice.

7. When an apprentice cannot be useful employed because of a strike, the employer shall be relieved of his obligations under the apprenticeship agreement during the period of the strike.
Subject to Regulation 10 time lost by the apprentice through sickness or any other cause whatsoever may, with the consent of the Board, be added to the original term in the apprenticeship agreement.

9. The employer shall pay the apprentice for all time lost through sickness or the holidays prescribed by any Award or Industrial Agreement for the time being in force. Provided—

(a) payment for such sickness shall not exceed one day of good time earned each year;

(b) where the time lost through sickness exceeds four consecutive working days, the employer may demand from the apprentice the production of a medical certificate, and a further certificate or certificates may be required if any time is lost through sickness within seven days from the date of resumption of duty, the cost, if any, of such certificate or certificates not exceeding 5s. to be borne by the employer.

(c) An apprentice shall not be entitled to receive any wages from his employer for any time lost through the result of an accident not arising out of or in the course of his employment, or for any accident or sickness arising out of his own wilful default.

10. The employer shall pay the apprentice, in respect of time lost through compulsory military or naval training the amount by which the wages prescribed by the industrial award for the trade, calling, craft, occupation, as shall exceed the amount received by the apprentice from the Department of Defence. Provided that this clause shall not apply to military or naval training imposed through failure to attend compulsory service.

All time lost by reason of compulsory military or naval training other than the additional training mentioned in the above proviso shall count as part of the apprenticeship.

11. When an apprentice is absent from work for any cause other than sickness or in pursuance of the provisions of these regulations, the employer shall be entitled to deduct from the wages of the apprentice an amount proportionate to the time so lost.

12. An apprentice shall be entitled to such holidays as are provided for in the Award or Industrial Agreement covering the occupation in which he is engaged.

13. (a) Where in any case it is reported to the Board or group of employers that an apprentice is not in their or his employment the number of apprentices in proportion to the journeymen employed equal to the proportion allowed or required, the Board may make such investigation and order as it may deem necessary to ensure that each employer or group of employers shall employ and train a specified minimum number of apprentices.

(b) Where in any case the Board is of opinion that the number of apprentices being trained is insufficient to meet the requirements of the industry in the matter of skilled artisans, the Board may make such investigation and order as it may deem necessary to permit or require any employer to employ such further number of apprentices as may be directed. Notice of such order shall be given in such manner as the Board think fit.

(c) With a view to determining whether the number of apprentices being trained is sufficient to meet the future requirements of the industry in the matter of skilled artisans, the Board may require any employer to furnish him with any specified information relating to the said industry or relating to the employees engaged therein.

14. An apprentice may be suspended for misconduct by the employer. In any such case the employer shall forthwith make an application for cancellation of his agreement, and in the event of the Board refusing same, the wages of the apprentice, or such portion thereof as the Board may order, shall be paid as from the date of such suspension, and in the event of the application for cancellation being granted, such order may take effect from the date when the apprentice was suspended.

15. (a) Every apprentice shall attend a Government Technical School, vocational college, or other approved training institution, for instruction in such subjects as are provided for his trade. Provided, however, that attendance shall not be compulsory when the apprentice is resident outside a radius of 12 miles from the place where instruction is given. Provided also that if technical instruction is not available in the locality in which the apprentice is employed and is available by correspondence, at reasonable cost to be approved by the Board, the Board may prescribe such correspondence course as the technical instruction to be taken by the apprentice and paid for by the employer.

(b) The fees for the classes attended by the apprentice shall be paid by the employer.

(c) The period during which apprentices are to attend such technical school or classes shall be four hours in each week the classes are held if instruction is available.

(d) Every apprentice shall be bound to submit himself to examination at the places and times as directed by the Board.

(e) Every apprentice shall, prior to submitting himself to examination, produce to the examiners a certificate that he has made at least 70 percent of attendance at the technical academic or training instruction unless he is exempted from such attendance for good cause.

(f) The Board shall notify the examiners of the names and addresses of the apprentices required to submit themselves to examination.

(g) The employer shall provide such necessary material and machinery as may be required by the examiners, and shall in all ways facilitate the conduct of the examination.

(h) The Board of Examiners shall consist of persons skilled in the industry. It shall comprise equal numbers of representatives nominated by the employers and workers in the particular trade. Failing such nomination or nominations, the Board may appoint such person or persons as it may deem fit. In the event of a disagreement between the examiners the matter in dispute shall be referred to a third person agreed to by them or nominated by the Board or the Chairman of the Board at the request of any of the examiners, and the decision of such person shall be final and conclusive.

In the case of apprentices attending the Technical School, the examiners shall have regard to the results obtained by the apprentices at the periodical examinations conducted by that institution.

(i) It shall be the duty of the examiners to examine the work, require the production of the certificate of attendance, require into the diocesis of such apprentice, and as to the opportunities provided by the employer for each apprentice to learn, and to submit a report to the Board in writing to the result of the examination within one month from the date of holding the examination, but this period may be extended by the Board.

(j) Such examination shall, where possible, include theory and practice, as applied to the trade, industry, craft, occupation or calling to which the apprentice is indentured.

(k) The Chairman of the Board shall, after each examination, issue a certificate to each apprentice indicating his degree of proficiency, taking into consideration the term of apprenticeship served. A duplicate of such certificate shall be lodged by each apprentice with his employer and the Secretary of the Union, each of whom shall keep the same in safe custody, and produce the same for inspection by the Industrial Inspector whenever demanded by the latter to do so. When the final examination has been passed, the certificate shall also be signed by the examiners.

(l) Where in any case it is shown to the satisfaction of the Board that the attainment, or apparent of his employment on country work or other good cause, cannot conveniently attend a technical school or other prescribed classes, the Board may in regulated as relate to attendance at a technical school or other prescribed
Appendix XII.—BUILDING TRADE REGULATIONS—continued.

23. The Registrar shall prepare and keep a roll of apprentices containing—

(a) a complete record of all applications to become apprentices;
(b) a record of all apprentices and probationers then placed with employers;
(c) a record of all employers with whom apprentices are placed;
(d) a record of the progress of each apprentice recording the result of the examiners' reports;
(e) any other particulars the Board may direct.

24. The forms in the schedule annexed hereunto are hereby prescribed as the forms to be used in connection with apprenticeship in the Building Trades as defined herein. The parties, with the consent and approval of the Apprenticeship Board, may amend and/or add to the conditions and stipulations therein contained.

25. There shall be three copies of the form of transfer, of which one copy shall be held by the new employer, one copy shall be held by the legal guardian of the apprentice, and one shall be retained by the Board.

26. Notwithstanding anything herein contained it shall be lawful for the Apprenticeship Board, in the case of any person desirous of acquiring a general knowledge of the above trades with a view to qualifying as a building contractor, architect, or engineer, to make such special arrangements as it may deem advisable or necessary.

27. The breach of any of the terms of a contract of apprenticeship shall be deemed to be a breach of these regulations, and any such breach shall render the right of any party to proceed for damages or penalties in any Court of competent jurisdiction.

28. Non-compliance by any person with the provisions of these regulations shall be deemed to be a breach thereof.

29. Any person convicted of a breach of these regulations shall be liable to a penalty not exceeding Twenty pounds.

30. Proceedings in respect of breaches of these regulations shall be instituted and conducted and fines and penalties recovered in the same manner as proceedings in respect of enforcement of an Award, and the forms prescribed for with employers; but such enforcement, so far as necessary, may be used in the proceedings.

31. "Apprentice" means any person of any age who is apprenticed to learn or to be taught any of the industries, crafts or callings to which these regulations apply, and, where the context so admits, includes an apprentice on probation.

Additional regulations published in Government Gazette of 12th June, 1930.

(1) Where in any case the employer is unable to provide work for his apprentice, or to employ him for his full time, through slackness of work or other good cause, application may be made by the employer to the Board—

(a) to suspend the apprenticeship; or
(b) to employ the apprentice for such lesser period per week or per month and at such remuneration as the Board may determine, being not less than the proportionate amount of the rate of wages prescribed by the Award or Industrial Agreement for the trade, calling, or industry.

On production of proof to the satisfaction of the Board, the application may be granted.

(2) [Deleted. See regulation Government Gazette 5/6/1931.]

(3) During any suspension, if the employer can employ the apprentice, he shall do so and notify the Board.

(4) The Board may, in its discretion, for any cause which it may deem sufficient, on the application of any party to an apprenticeship agreement, abrogate or en-
Appendix XII.—BUILDING TRADE REGULATIONS—continued.

FORM E.
Certificate of Proficiency.

To .................................................. (Apprentice).

THIS is to Certify that at the examination for apprentices in the ...... trade you gained the following percentages:

Year of experience ...........................................
Stage ..........................................................
per cent. ..................................................

You have therefore passed (or failed) in the examination.

Registrar ..................................................

FORM F.
Certificate of Competency.

To .................................................. (Apprentice). This is to Certify that you

and in the ......... Branch of the Building Trade.

Chairman Building Trades Apprenticeship Board.

You have therefore passed all examinations in accordance with the requirements of the Court of Arbitration.

Dated the ........ day of .................. 19...
Examiners ..................

FORM G.
Agreement.

This Agreement made this ........ day of .................. 19...

BETWEEN

The Board of the Building Trades Apprenticeship Board, Court of Arbitration, Perth, hereinafter called "the Board"; and

....... (name) ......... (address) ......... (occupation) ......... (age) ......... ......... (signature) ......... (signature) ......... (signature) ......... (signature).

WITNESSETH as follows:

1. The Board doth hereby covenant with the apprentice (and the parent or guardian) that it will—(a) Take and receive the apprentice as its apprentice in the Building Trade as defined in the Industrial Arbitration Act, 1912-1925, or any Act or Acts amending the same and the regulations, if any, made thereunder, and for the purposes of the Act and regulations, as if it were a standard calling for the time being to be in the said employment.

(b) That technical instruction of the apprentice when available shall be at the expense of the employer for the time being of the apprentice, and shall be in the said employment as such allowance is made.

(c) That technical instruction of the apprentice when available shall be at the expense of the employer for the time being of the apprentice, and shall be in the said employment as such allowance is made.

(d) That technical instruction of the apprentice when available shall be at the expense of the employer for the time being of the apprentice, and shall be in the said employment as such allowance is made.

2. The Board may at any time abrogate this agreement and transfer the apprentice from one employer to another.
Appendix XII—BUILDING TRADE REGULATIONS—continued.

3. The apprentice and the parent for themselves and each of them and their and each of their respective executors, administrators and assigns, covenants with the Board that the apprentice will—
   (a) During the said term faithfully and honestly obey all reasonable orders and directions of the Board and of the said Employer or of such of his representatives as he may be authorized under in the trade or business.
   (b) Comply with the terms of any relative Award or Industrial Agreement so far as it concerns the said apprentice.
   (c) Comply with all the conditions and stipulations of the Industrial Arbitration Act, 1912-1925, or any Act or Acts amending the same and any Regulations made thereunder for the time being in force so far as the same concern the said apprentice.
   (d) Comply with, do, and perform the terms, conditions, and stipulations of any apprenticeship agreement to which the apprentice is a party and which are to be complied with, observed, and performed on the part of the apprentice.
   (e) Not do or omit or suffer to be done or omitted any waste, damage, or other injury to the property or goods of the said Employer or any firm or Company of which he may be a member, or lend them to any person without the consent of the said Employer.
   (f) Not unauthorisedly absent himself from the service of the said Employer during ordinary working hours.

Signed, sealed and delivered by

[signature]

for and on behalf of the Apprenticeship Board by direction of the said Board in the presence of

Signed, sealed and delivered by the said

[signature] (apprentice) in the presence of

Signed, sealed and delivered by the said

[signature] (Parent or Guardian) in the presence of

Noted and registered this .... day of .......

Registrar.

FORM II.

This Agreement made this .... day of .......

BETWEEN

The Apprenticeship Board constituted under the Industrial Arbitration Act, 1912-1925, of the first part

born on the .... day of .......

[insert address]

of (address) .... [insert occupation]

[insert address]

of (address) .... [insert occupation]

WITNESSETH as follows:

1. The Board expressly reserves the power to abate this agreement at any time and to transfer the apprenticeship from one employer to another and subject to such reservations as he (the employer) will—
   (a) take and receive the apprentice as his apprentice for the term of .... years, from the .... day of .......
   (b) to the best of his power, knowledge, and ability teach and instruct or cause to be taught and instructed the apprentice in the trade, occupation, or calling of .......
   (c) comply with all lawful directions of the Board and with the terms of any relative Award or Industrial Agreement for the time being in force;
   (d) comply with all the conditions and stipulations of the Industrial Arbitration Act, 1912-1925, or any Act or Acts amending the same and any Regulations made thereunder for the time being in force so far as the same concern apprentices in the Building Trade for the time being in force;
   (e) comply with all the conditions of the Apprenticeship Agreement (copy whereof is hereto annexed), dated the .... day of .......

2. The Apprentice and the Parent or Guardian hereby severally covenants with the Board and the Employer—
   (a) to comply with, do and perform all acts and things required to be done and performed by the apprentice under clause 3 of the said agreement, dated the .... day of .......

3. It is further agreed between the parties hereto—
   (a) that the apprentice shall not be responsible for any faulty work or for any damage or injury done to materials, work, or machinery, tools, or plant other than wilful damage or injury during the course of his work;
   (b) that the apprentice shall not be required to work overtime without his consent.

4. Subject to any Award of the Court or Industrial Agreement, the minimum wage payable to the apprentice shall be—

   During the first year .... £........ per week
   During the second year .... £........
   During the third year .... £........
   During the fourth year .... £........
   During the fifth year .... £........

5. The further conditions annexed hereto are hereby agreed to and form part of this agreement.

Signed, sealed and delivered by

[signature]

for and on behalf of the Apprenticeship Board by direction of the said Board in the presence of

Signed, sealed and delivered by the said

[signature] (apprentice) in the presence of

Signed, sealed and delivered by the said

[signature] (parent or guardian) in the presence of

Signed, sealed and delivered by the said

[signature]
Appendix XII.—BUILDING TRADE REGULATIONS—continued.

And for the due performance of all and every of the
said covenants and agreements the apprentice and the
parent (or guardian) and the employer hereby severally
bind themselves and their respective executors, adminis-
trators, or assigns.

Noted and registered this .......................... day of ............
19......

.................................................... (Seal).............
Witness.

.................................................... (Seal).............
Witness.

.................................................... (Seal).............
Witness.

---------
Registrar.

ENDORSEMENT OF TRANSFER.

The within named ........................................ (employer)
doth hereby, with the consent of the Apprenticeship
Board and the apprentice and the parent (or guardian),
transfer and assign the written agreement and the
services of the apprentice unto ......................................
of ......................................................... (new employer).

And the said ............................................. for himself, his
executors, administrators, and assigns, doth hereby
declare his acceptance of the said apprentice and
acknowledges himself bound by the covenants, condi-
tions, and agreements herein contained, and on the part
of the employer to be observed and performed, and will
keep the said ............................................. indemified from the same and from all actions, claims,
and demands in respect thereof.

As Witness the hands and seals of the parties this ............... day of ............. 19...

.................................................... (Seal).............
Witness.

.................................................... (Seal).............
Witness.

.................................................... (Seal).............
Witness.

FORM I.

Ballot Paper.

The following persons have been nominated to act as
Members of the Apprenticeship Board pursuant to Sec-
tion 125 of the Industrial Arbitration Act, 1912-1925,
by the Industrial Unions of Workers (or Employers):

....................................................

....................................................

....................................................

You are required to place opposite the name or names
of the persons nominated the number of votes you desire
to allocate to each, pursuant to the Regulations. The
number of registered apprentices appertaining to your
Union is ......

Signed, sealed and delivered on behalf of the .............
Union, this .................. day of .................. 19...

.................................................... (Seal.)
President.

.................................................... (Seal.)
(Secretary.)

....................................................
(Registrar’s Signature).

NOTE.—This Ballot Paper must be returned to the
Registrar on or before the ............. day of .... 19...

---------
## APPENDIX XIII.

### WESTERN AUSTRALIA.

### PARTICULARS REGARDING APPRENTICES.

**State Awards to 31st December, 1937.**

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>WAGES AND REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BAKING</strong>—1/1933, Vol. 13, p. 225</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 4 or fraction of 4</td>
<td><strong>Males.</strong>&lt;br&gt;Metropolitan Area: £ 6 s. d.</td>
</tr>
<tr>
<td><strong>BAKING (Country)</strong>—16/1926, Vol. 7, p. 230</td>
<td>Municipalities and Townsites outside Metropolitan Area as above</td>
<td>5 years</td>
<td>1 to 4 or fraction of 4</td>
<td>2nd 6 <strong>25</strong>&lt;br&gt;2nd year <strong>30</strong>&lt;br&gt;3rd <strong>45</strong>&lt;br&gt;4th <strong>65</strong>&lt;br&gt;5th <strong>85</strong></td>
</tr>
<tr>
<td><strong>BAKING (Kalgoorlie)</strong>—11/1936, Vol. 17, p. 135</td>
<td>Radius 8 miles P.O., Kalgoorlie</td>
<td>5 years</td>
<td>1 to every 4 or fraction of 4</td>
<td>1st year <strong>20</strong>&lt;br&gt;2nd <strong>30</strong>&lt;br&gt;3rd <strong>40</strong>&lt;br&gt;4th <strong>50</strong>&lt;br&gt;5th <strong>60</strong></td>
</tr>
<tr>
<td><strong>BOILERMAKING</strong>—40/1922, Vol. 4, p. 50; Amdg. Order 354/30, Vol. 12, p. 62</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>1st 6 months <strong>25</strong>&lt;br&gt;2nd 6 <strong>30</strong>&lt;br&gt;2nd year <strong>40</strong>&lt;br&gt;3rd <strong>50</strong>&lt;br&gt;4th <strong>60</strong>&lt;br&gt;5th <strong>70</strong></td>
</tr>
<tr>
<td><strong>BOILERMAKING (Kalgoorlie Foundry)</strong>—17/1935, Vol. 15, p. 201</td>
<td>Yilgarn, Coolgardie, Broad Arrow, Dundas, East Coolgardie, North Coolgardie, N.E. Coolgardie, Mt. Margaret, E. Murchison, Murchison, Yalgo, Phillips River, Peak Hill, Gascoyne, Pilbara, W. Pilbara, and Kimberley Goldfields</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>1st 6 months <strong>25</strong>&lt;br&gt;2nd 6 <strong>30</strong>&lt;br&gt;2nd year <strong>40</strong>&lt;br&gt;3rd <strong>50</strong>&lt;br&gt;4th <strong>60</strong>&lt;br&gt;5th <strong>70</strong></td>
</tr>
</tbody>
</table>

**BOILERMAKING (Mines)**—15/1934, Vol. 14, p. 242

<table>
<thead>
<tr>
<th>Trade</th>
<th>(Miner)</th>
<th>Years</th>
<th>Hours or Fraction of Hours</th>
<th>1st 6 months</th>
<th>20% of Basic Wage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boilermaking (Mines)</td>
<td>15</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>2nd year</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>16/1934, Vol. 14, p. 242</td>
<td></td>
<td></td>
<td>2nd</td>
<td>30</td>
</tr>
<tr>
<td>Bookbinding</td>
<td></td>
<td></td>
<td></td>
<td>3rd</td>
<td>45</td>
</tr>
<tr>
<td></td>
<td>Covered by Printers' Award. See &quot;Printing.&quot;</td>
<td></td>
<td></td>
<td>4th</td>
<td>65</td>
</tr>
<tr>
<td>Bootmaking - L.A.</td>
<td>7/1925, Vol. 3, p. 188 (Common rule)</td>
<td></td>
<td></td>
<td>5th</td>
<td>85</td>
</tr>
<tr>
<td>Bootmaking</td>
<td></td>
<td></td>
<td></td>
<td>For a five-year term</td>
<td>£ 8 0 0</td>
</tr>
<tr>
<td></td>
<td>Radius 15 miles G.P.O., Perth</td>
<td></td>
<td></td>
<td>1st year</td>
<td>0 13 11</td>
</tr>
<tr>
<td></td>
<td>2/1926, Vol. 6, p. 388 (Common rule)</td>
<td></td>
<td></td>
<td>2nd</td>
<td>0 17 5</td>
</tr>
<tr>
<td></td>
<td>Radius 15 miles G.P.O., Perth</td>
<td></td>
<td></td>
<td>3rd</td>
<td>1 6 2</td>
</tr>
<tr>
<td>Bricklaying - 12/1929, Vol. 10, p. 230</td>
<td>Radius 20 miles G.P.O., Perth</td>
<td>4 years</td>
<td>1 to 3 or fraction of 3</td>
<td>4th</td>
<td>1 12 3</td>
</tr>
<tr>
<td>Butchering - 4/1935, Vol. 15, p. 206 (see also Meat Industry)</td>
<td>Radius 30 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 4, or 1 to 2 where less than 4 journeymen employed</td>
<td>5th year</td>
<td>2 5 9</td>
</tr>
<tr>
<td>2nd year</td>
<td>2 13 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Butchering (Kalgoorlie) - 11/1929, Vol. 11, p. 248 (see also Meat Industry)</td>
<td>Radius 10 miles P.O., Kalgoorlie</td>
<td>5 years</td>
<td>1 to every 3 or fraction of 3</td>
<td>1st year</td>
<td>0 16 1</td>
</tr>
<tr>
<td>Carpentry and Joinery - I.A. 17/1927, Vol. 1, p. 177 (Common rule)</td>
<td>Radius 14 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 2 or fraction of 2</td>
<td>2nd</td>
<td>1 2 6</td>
</tr>
<tr>
<td></td>
<td>Same as Boilermakers (Kalgoorlie Foundry)</td>
<td></td>
<td></td>
<td>3rd</td>
<td>1 6 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4th</td>
<td>1 17 6</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5th</td>
<td>2 12 5</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1st 6 months</td>
<td>20% of basic wage.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2nd</td>
<td>3 7 5</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3rd</td>
<td>7 5 7</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4th</td>
<td>1 4 4</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5th</td>
<td>2 8 7</td>
</tr>
</tbody>
</table>

†Trade classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.
## Trade: Carpentry and Joinery (Government) 34/1922, Vol. 3, p. 123
- Area: Radius 12 miles from G.P.O., Perth, and area within Government Reserve 14673, Wooreebo. Area within 100 yards from any water main pipe, dam, or well controlled by Minister for Water Supply, etc. Coastline 20 miles N. of Geraldton to 20 miles E. of Albany, and 12 miles inland from Carnarvon, Onslow, Port Samson, Port Hedland, Broome, Derby, and Wyndham.
- Duration: 5 years
- Ratio: 1 to 3
- Wage: 1st year: £ 0 18 9, 2nd year: £ 1 5 4, 3rd year: £ 1 6 6, 4th year: £ 2 7 9, 5th year: £ 2 18 11
- Remarks: Per week £ s. d.

## Trade: Carpentry (Mining) 7/1934, Vol. 14, p. 269
- Area: Same as for Boilermaking Industry, with exception of Phillips River Goldfield.
- Duration: 5 years
- Ratio: 1 to every 3 or fraction of 3
- Wage: 1st 6 months: 20 per cent. of basic wage and industry allowance.

## Trade: Carpentry (Kalgoorlie) (Building Construction) 9/1931, Vol. 13, p. 152
- Duration: 5 years
- Ratio: 1 to every 2 or fraction of 2
- Wage: 1st year: £ 1 3 11, 2nd year: £ 1 13 8, 3rd year: £ 2 4 11, 4th year: £ 3 1 9, 5th year: £ 3 18 7

## Trade: Carpentry (South-West) L.A. 36/1926, Vol. 6, p. 384 (Common rule)
- Area: Throughout the South-West Land Division.
- Duration: 5 years
- Ratio: 1 to every 2 or fraction of 2
- Wage: 1st year: £ 0 16 2, 2nd year: £ 1 14 2, 3rd year: £ 1 14 2, 4th year: £ 2 11 0, 5th year: £ 3 4 11
- Remarks: Stock Cutting and Pressing—1 to 2 or fraction of 2

## Trade: Clothing (Male Apprentices only) 6-10/1933, Vol. 14, p. 211
- Area: Radius 25 miles G.P.O., Perth.
- Duration: 5 years
- Ratio: 1 to 2 or fraction of 2
- Wage: 1st 6 months: £ 0 12 10, 2nd 6: £ 0 15 0, 3rd 6: £ 0 18 9, 4th 6: £ 1 2 6, 5th 6: £ 1 8 1, 6th 6: £ 1 13 9, 7th 6: £ 2 1 2, 8th 6: £ 2 8 8, 9th 6: £ 2 16 2, 10th 6: £ 3 3 8

## Trade: Coachbuilding 26/1926, Vol. 8, p. 258
- Area: (a) Radius 20 miles G.P.O., Perth.
- Duration: 5 years
**COACHBUILDING—26/1926, Vol. 8, p. 258**

(a) Radius 25 miles G.P.O., Perth.

(b) Municipalities and Townsites outside that area.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
<th>Not Less Than</th>
<th>Above That</th>
</tr>
</thead>
<tbody>
<tr>
<td>5th 6</td>
<td>2 8 8</td>
<td>2 16 2</td>
<td></td>
</tr>
</tbody>
</table>


- East Coolgardie, East Murchison, North-East Coolgardie, York, Murchison, Peak Hill, Gascoyne, Ashburton, Pillara, Kimberley, and West Kimberley Goldfields; and the Northampton Mining District.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
<th>Not Less Than</th>
<th>Above That</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>0 15 0</td>
<td>0 17 8</td>
<td></td>
</tr>
<tr>
<td>2nd 6</td>
<td>0 18 9</td>
<td>1 1 9</td>
<td></td>
</tr>
<tr>
<td>2nd year</td>
<td>1 2 6</td>
<td>1 6 1</td>
<td></td>
</tr>
<tr>
<td>3rd</td>
<td>1 18 9</td>
<td>1 19 2</td>
<td></td>
</tr>
<tr>
<td>4th</td>
<td>2 8 8</td>
<td>2 16 7</td>
<td></td>
</tr>
<tr>
<td>5th</td>
<td>3 3 8</td>
<td>3 14 6</td>
<td></td>
</tr>
</tbody>
</table>

**ELECTRICAL TRADES (Goldfields)—Coolgardie and Broome Road Boards—L.A. 25/1937, Vol. 17, p. 449 (not Common rule)**

Apart from mining in the Coolgardie, East Coolgardie, North Coolgardie, North-East Coolgardie, York, Murchison, East Murchison, Peak Hill, Gascoyne, Ashburton, Pillara, Kimberley, West Kimberley, Yilgarn, Dundas, Phillips River, Broad Arrow, and the Mt. Margaret Goldfields, and the Northampton Mining District; also those portions of the North-West and Eucha Land Divisions of the State other than are comprised within the aforesaid Goldfields and Mining District.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
<th>Not Less Than</th>
<th>Above That</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>20 per cent. of basic wage and district allowance.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd 6</td>
<td>25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd year</td>
<td>30</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3rd</td>
<td>43</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4th</td>
<td>65</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5th</td>
<td>85</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**ENGINEERING—10/1928; amended by Orders 333-336/1930, Vol. 12, p. 62**

Radius 25 miles G.P.O., Perth

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
<th>Not Less Than</th>
<th>Above That</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>

**ENGINEERING (Government, viz., Works, Water Supply, etc., Chief Secretary, Agriculture, Trading Concerns (State Implement and Engineering Works), Lands (other than Sawmilling)—14/1930, Vol. 11, p. 87**

Radius 12 miles from G.P.O., Perth. Area within 100 yards from any water main pipe, dam, or well controlled by Minister for Water Supply, etc., or within Government Reserve 14075, Wooroloo. Coaseline 20 miles N. of Geraldton to 20 miles E. of Albany and 12 miles inland therefrom. Radius 5 miles from Carnarvon, Onslow, Port Hedland, Point Samson, Broome, Derby, and Wyndham.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate</th>
<th>Not Less Than</th>
<th>Above That</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>

**Footnotes:**

1. Trade Classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.

2. In Coachbuilding, classes are held for Painting Branch only, although many boys in the Panel-beating Branch attend the class for Sheet Metal Workers.
### Appendix XIII.—Particulars Regarding Apprentices—State Awards, Etc.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>Wages and Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Engineering (Kalgoorlie Foundry)—16/1935, Vol. 15, p. 251</strong></td>
<td>Same as Boilermakers, Kalgoorlie Foundry.</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>Male: £ 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Engineering (Miners)—5/1934, Vol. 14, p. 251</strong></td>
<td>Coolgardie, North Coolgardie, East Coolgardie, North-East Coolgardie, Yalgoo, Dundas, Phillips River, Broad Arrow, Mt. Margaret, East Murchison, Murchison, Northampton, Yalgoo, Peak Hill, and Gasscape Goldfields, and areas within 24th and 26th parallels of latitude</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3, not being less than 1, in any branch</td>
<td>Male: £ 1 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Engineering (Goldfields, not Mining)—11/1927, Vol. 8, p. 388</strong></td>
<td>Yalgoo, Coolgardie, Broad Arrow, Dundas, E. Coolgardie, N. Coolgardie, N.E. Coolgardie, Mount Margaret, and E. Murchison and Murchison Goldfields.</td>
<td>3 to 5 years</td>
<td>1 to 3 or fraction of 3 being not less than 1</td>
<td>Male: £ 1 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Engineering (South-West)—16/1936, Vol. 17, p. 388</strong></td>
<td>South-West Land Division</td>
<td>3 years</td>
<td>1 to 3 or fraction of 3 being not less than 1</td>
<td>Male: £ 1 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Engineering—3/1937, Vol. 17, p. 150</strong></td>
<td>Wyndham Meat Works</td>
<td>3 years</td>
<td>1 to 4 or fraction of 4</td>
<td>Male: £ 1 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Furniture—11/1933, as amended Vol. 16, p. 327</strong></td>
<td>That portion of State South of 14th parallel of latitude excluding premises of Railway Department or Midland Railway Co.</td>
<td>3 to 5 years</td>
<td>1 to the first 2 or fraction of 2, and thereafter 1 to every 2</td>
<td>Male: £ 1 0 2 s. d.</td>
</tr>
<tr>
<td><strong>Hairdressing (Male)—17/1928, Vol. 9, p. 381</strong></td>
<td>Radius 15 miles G.P.O., Perth</td>
<td>4 years</td>
<td>1 to every 2 or fraction of 2</td>
<td>Male: £ 0 1 6 s. d.</td>
</tr>
</tbody>
</table>

For a five-year apprenticeship—

- 1st year: £ 0 1 6 s. d.
- 2nd year: £ 0 2 3 s. d.
- 3rd year: £ 0 3 9 s. d.
- 4th year: £ 0 5 6 s. d.
- 5th year: £ 0 9 7 s. d.

Apprentices to Patternmaking receive 2s. 6d. per week in excess of above rates.

- 1st year: £ 0 7 5 s. d.
- 2nd year: £ 0 8 9 s. d.
- 3rd year: £ 0 9 9 s. d.
- 4th year: £ 1 3 8 s. d.
- 5th year: £ 1 2 6 s. d.

The wages of apprentices to Patternmaking shall be 2s. 6d. per week in excess of the above.
### JEWELLERY AND WATCHMAKING

- **Radius 14 miles G.P.O., Perth**: 6 years. (Apprentices must be not less than 15 years of age.)


### KALGOORLIE FOUNDRY—20/1935, Vol. 15, p. 251

### LEADLIGHT DRAWING AND DESIGNING—2/1929, Vol. 9, p. 133

### LEADLIGHT AND GLASS WORKING—47/1936, Vol. 16, p. 314

### LEATHER WORKING

- See Saddlery.

### LITHOGRAPHY

- Covered by Printers' Award (see Printing).

### MEAT INDUSTRY (Geraldton)—L.A. 3/1902, Vol. 12, p. 194 (not Common rule)—(See also Butchering)

### MEAT INDUSTRY (Bunbury)—L.A. 28/1937, Vol. 17, p. 463 (not Common rule)—(See also Butchering)

### HAIRDRESSING—Males—17/1928, Vol. 8, p. 381

<table>
<thead>
<tr>
<th>Radius 15 miles G.P.O., Perth</th>
<th>4 years</th>
<th>1 to every 2 or fraction of 2</th>
<th>1st year</th>
<th>0 11 8</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>2nd year</td>
<td>1 1 1 8</td>
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<td>3rd year</td>
<td>1 13 9 8</td>
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<td>4th year</td>
<td>2 10 2</td>
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<td>1st year</td>
<td>0 18 9</td>
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<td>2nd year</td>
<td>1 2 8</td>
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<td>3rd year</td>
<td>2 8 8 9</td>
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<td>5th year</td>
<td>3 3 8 9</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>6th year</td>
<td>3 14 11</td>
</tr>
</tbody>
</table>

### VIGAN, Coolgardie, Broad Arrow, Dundas, East Coolgardie, North Coolgardie, North-East Coolgardie, Mount Margaret, East Murchison, Murchison, and Phillips River Goldfields, and other Districts specified in Clause 2 (b)

| Radius 20 miles G.P.O., Perth, except such premises as are comprised within premises occupied by or worked in conjunction with the Railway Department or Midland Railway Co. | 5 years | 1 apprentice to the first 2 or fraction of 2 journeymen, thereafter 1 apprentice to 2 journeymen |

### Leadlight Glazing... 5 years

| Glass Bevelling and Silvering | 5 years |
| Glass Bevelling | 4 years |
| Glass Silvering | 5 years |

| 1 to 1 | 2 to 3 |
| 2 to 3 | 3 to 5 |
| 3 to 5 | 4 to 7 |
| 4 to 7 | 5 to 9 |
| 1 to 4 or 1 to 2 where less than 4 journeymen employed |

**Slaughtering—1 to 4 or 1 to 1 where less than 4 slaughtermen are employed**

| 1st year | 1 3 7 |
| 2nd year | 1 6 2 |
| 3rd year | 2 1 6 |
| 4th year | 2 1 6 |
| 5th year | 3 10 11 |

**Shop and Abattoirs Sections**

| 1st year | 1 3 7 |
| 2nd year | 1 3 7 |
| 3rd year | 1 3 7 |
| 4th year | 1 3 7 |
| 5th year | 1 3 7 |

Apprentices may be taken to General Butchering and Slaughtering, but where both operations are carried on by an employer he shall undertake to teach apprentices both.

| 1st year | 30 per cent. of basic wage. |
| 2nd year | 40 |
| 3rd year | 50 |
| 4th year | 60 |
| 5th year | 70 |
| 6th year | 80 |

Per week.

### 4-year apprenticeship

| 1st year | 5 0 0 9 0 17 5 |
| 2nd year | 6 25 |
| 3rd year | 7 45 |
| 4th year | 8 65 |
| 5th year | 9 85 |
| 6th year | 10 10 5 |

Per week.
<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>Wages and Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Same as Engineering, Government, viz., Works, Water Supply, etc.</td>
<td>5 years</td>
<td>1 to every 3 or fraction of 3</td>
<td>Per week.</td>
</tr>
<tr>
<td>Moulding (Government, vis., Works Water Supply, Sewerage and Drainage, Chief Secretary, Agriculture). Trading Concerns (State Implement and Engineering Works), Lands other than Sawmilling Industry—10/1930, Vol. 11, p. 87.</td>
<td>Over the Gold Mining industry in Yilgarn, Coolgardie, Broad Arrow, Darkness, East Coolgardie, North Coolgardie, North-East Coolgardie, Mt. Margaret, East Murchison, Murchison, Yalgoo, Peak Hill, and Gascoyne Goldfields, and the area outside those Goldfields in Western Australia within 24th and 26th parallels of latitude, and the Northampton Mining District. Throughout the State of Western Australia.</td>
<td>3 years</td>
<td>and thereafter 3 apprentices to every 2 journeymen employed.</td>
<td>26 per cent. of basic wage.</td>
</tr>
<tr>
<td>Moulding (Mines)—4/1934, Vol. 14, p. 260</td>
<td>Radius 14 miles G.P.O., Perth</td>
<td>6 years</td>
<td>1 to 3 or fraction of 3</td>
<td>Per week.</td>
</tr>
<tr>
<td>Nursing—5/7/1935, Vol. 15, p. 236</td>
<td>Same as Boilermaking (Kalgoorlie Foundry).</td>
<td>6 years</td>
<td>1 to every 3 or fraction of 3</td>
<td>Per week.</td>
</tr>
<tr>
<td>Optical—1/4/1926, Vol. 1, p. 20 (not Common rule)</td>
<td>Same as Boilermaking (Kalgoorlie Foundry).</td>
<td>6 years</td>
<td>1 to every 3 or fraction of 3</td>
<td>Per week.</td>
</tr>
<tr>
<td>Radius of 20 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3. An employee who has only 1 apprentice to Signwriting may take another to that branch after his first apprentice has for 3 years passed his examinations</td>
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<tr>
<td>1 to 4 or fraction of 4 in any branch. Same conditions with regard to Signwriting apprentices as above</td>
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<tr>
<td>1st 6 months</td>
<td>20 per cent. of basic wage.</td>
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<td>2nd</td>
<td>1st year</td>
<td>£ 1 0 0</td>
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<tr>
<td>2nd</td>
<td>2nd year</td>
<td>2 10 0</td>
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<td>3rd</td>
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<td>3 20 0</td>
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<td>4th</td>
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<td>4 30 0</td>
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<tr>
<td>5th</td>
<td>5th</td>
<td>5 40 0</td>
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</tr>
</tbody>
</table>

| Radius of 25 miles P.O., Kalgoorlie | 5 years | 1 to 3 or fraction of 3, being not less than 1. Same conditions with regard to Signwriting apprentices as above |
|---|---|---|---|
| 1st 6 months | 15 per cent. of minimum wage. |
| 2nd | 1st year | £ 1 8 0 |
| 3rd | 2nd | 2 20 0 |
| 4th | 3rd | 3 30 0 |
| 5th | 4th | 4 40 0 |
| 6th | 5th | 5 50 0 |
| 4th year | 6th | 6 60 0 |
| 5th | 5th | 5 80 0 |

| Radius of 20 miles G.P.O., Perth | 5 years | 1 to 2 or fraction of 2 |
|---|---|---|---|
| 1st year | £ 1 8 0 |
| 2nd | 2nd | 2 20 0 |
| 3rd | 3rd | 3 30 0 |
| 4th | 4th | 4 40 0 |
| 5th | 5th | 5 50 0 |

| Radius of 12 miles, G.P.O., Perth. Area within 100 yards from any water main pipe, dam or well controlled or to be laid or constructed by Minister for Water Supply, etc. Coastline from 20 miles N. of Geraldton to 20 miles E. of Albany and 12 miles inland therefrom. Radius 5 miles from Carnarvon, Onslow, Pt. Samson, Port Hedland, Broome, Derby and Wyndham | 5 years | 1 to 3 or fraction of 3 |
|---|---|---|---|
| 1st year | £ 1 8 0 |
| 2nd | 2nd | 2 20 0 |
| 3rd | 3rd | 3 30 0 |
| 4th | 4th | 4 40 0 |
| 5th | 5th | 5 50 0 |

†Trade classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.
### Appendix XIII.—Particulars Regarding Apprentices—State Awards, etc.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>Wages and Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>PLUMBING (Mining)—3.1922, Vol. 2, pp. 9, 53</td>
<td>Gilgarn, Coolgardie, Broad Arrow, Dundas, E. Coolgardie, N. Coolgardie, N.R. Coolgardie, Mt. Murchison Goldfields</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>PLUMBING (Building)—I.A. 2.1924, Vol. 8, p. 35 (Common rule)</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 2 or fraction of 2. An employer who is a certificated plumber working at trade and employing at least 2 journeymen shall count as a journeyman. In case of a partnership only 1 partner shall so count. An apprentice in 5th year shall count as a journeyman</td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>PLUMBING (Geraldton)—I.A. 23.1937, Vol. 17, p. 282 (not Common rule)</td>
<td>Radius 50 miles G.P.O., Geraldton</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3, not being less than 1</td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>PLUMBING (Kalgoorlie)—I.A. 18.1936, Vol. 16, p. 378 (not Common rule)</td>
<td>Radius 10 miles G.P.O., Kalgoorlie</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3, being not less than 1</td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>PLUMBING (Boulder)—I.A. 29.1937, Vol. 17, p. 472 (not Common rule)</td>
<td>Boulder Municipal Council area</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3, being not less than 1</td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>PLUMBING (Kalgoorlie Road Board)—I.A. 32.1937, Vol. 17, p. 481 (not Common rule)</td>
<td>Kalgoorlie Road Board area</td>
<td>(same as for Boulder Municipal Council)</td>
<td></td>
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</tr>
<tr>
<td>PLUMBING (Kalgoorlie Municipal Council)—I.A. 33.1937 (not Common rule)</td>
<td>Kalgoorlie Municipal Council area</td>
<td>(same as for Boulder Municipal Council)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PRINTING (Newspaper)—1.1936, Vol. 16, p. 171</td>
<td>Radius 15 miles G.P.O., Perth</td>
<td>6 years: provided that if an apprentice is over 16 years of age the period shall be 5 years. Apprentices to composing must have passed 7th standard Stereotyping—Term, 5 years. Apprentice must have attained the age of 16</td>
<td>1 to 4</td>
<td>Male: 1 s. 7</td>
</tr>
<tr>
<td>PRINTING—6.1929, Vol. 9, p. 400</td>
<td>Radius 12 miles G.P.O., Perth</td>
<td>5 years</td>
<td></td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>Hand Composing Branches—1 to 2 or fraction of 3. Other branches—1 to 4 or fraction of 4</td>
<td></td>
<td></td>
<td></td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>Per week</td>
<td></td>
<td></td>
<td></td>
<td>Male: 2 s. 6</td>
</tr>
<tr>
<td>1st year</td>
<td>1 s. 2</td>
<td>2nd</td>
<td>1 s. 0</td>
<td>3rd</td>
</tr>
<tr>
<td>4th</td>
<td>6 s. 7</td>
<td>5th</td>
<td>3 s. 17</td>
<td></td>
</tr>
<tr>
<td>1st year</td>
<td>0 s. 14</td>
<td>2nd</td>
<td>0 s. 19</td>
<td>3rd</td>
</tr>
<tr>
<td>4th</td>
<td>2 s. 0</td>
<td>5th</td>
<td>2 s. 14</td>
<td></td>
</tr>
<tr>
<td>1st year</td>
<td>0 s. 14</td>
<td>2nd</td>
<td>0 s. 19</td>
<td>3rd</td>
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<tr>
<td>4th</td>
<td>2 s. 0</td>
<td>5th</td>
<td>2 s. 14</td>
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<tr>
<td>1st year</td>
<td>0 s. 14</td>
<td>2nd</td>
<td>0 s. 19</td>
<td>3rd</td>
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<tr>
<td>4th</td>
<td>2 s. 0</td>
<td>5th</td>
<td>2 s. 14</td>
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<tr>
<td>1st year</td>
<td>0 s. 14</td>
<td>2nd</td>
<td>0 s. 19</td>
<td>3rd</td>
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<tr>
<td>4th</td>
<td>2 s. 0</td>
<td>5th</td>
<td>2 s. 14</td>
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<tr>
<td>1st year</td>
<td>0 s. 14</td>
<td>2nd</td>
<td>0 s. 19</td>
<td>3rd</td>
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<tr>
<td>4th</td>
<td>2 s. 0</td>
<td>5th</td>
<td>2 s. 14</td>
<td></td>
</tr>
<tr>
<td>Trade</td>
<td>Industry</td>
<td>Conditions</td>
<td></td>
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<td>-------------------------------</td>
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<td>-----------------------------------------------------------------------------</td>
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<tr>
<td><strong>PRINTING</strong></td>
<td></td>
<td>Radius 12 miles G.P.O., Perth. 5 years. Apprentices must have attained the age of 16.</td>
<td></td>
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</tr>
<tr>
<td><strong>HAND COMPOSING</strong></td>
<td>Brunch - 1 to 2 or fraction of 3. Other branches - 1 to 4 or fraction of 4.</td>
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</tr>
<tr>
<td><strong>PRINTING (Country)</strong></td>
<td>- 7 1930.</td>
<td>Over whole of State except within radius of 15 miles of G.P.O., Perth, and 20 miles of P.O., Kalgoorlie. 5 years. Apprentices shall not commence work on a type-setting machine until 18 years of age.</td>
<td></td>
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</tr>
<tr>
<td><strong>PROCESS ENGRAVING</strong></td>
<td>- I.A. 7 1937</td>
<td>Radius 15 miles G.P.O., Perth, excluding premises of &quot;West Australian&quot; newspaper. 5 years.</td>
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</tr>
<tr>
<td><strong>RAILWAYS (Government)</strong></td>
<td></td>
<td>State Railways. 5 years. Does not exceed the proportion of 1 to every 2 or fraction of the first 2 journeymen employed in shop work.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>RAILWAYS (Midland Railway Co.)</strong></td>
<td>- I.A 2/1930.</td>
<td>Midland Railway Company. 5 years. Apprentices not to be over 17 years of age on commencing.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Footnote: Trade classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.
### APPENDIX XIII.—PARTICULARS REGARDING APPRENTICES—STATE AWARDS, ETC.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>WAGES AND REMARKS Male</th>
<th>WAGES AND REMARKS Female</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1st 6 months ... 18.72 per cent. of male basic wage.</td>
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<td></td>
<td>2nd 6 ... 25.00</td>
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<td></td>
<td></td>
<td>3rd 6 ... 30.07</td>
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<td></td>
<td>4th 6 ... 35.02</td>
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<td></td>
<td></td>
<td>5th 6 ... 39.98</td>
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<td></td>
<td>6th 6 ... 45.05</td>
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<td>7th 6 ... 50.00</td>
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<td>8th 6 ... 55.07</td>
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<td></td>
<td>9th 6 ... 60.02</td>
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<td></td>
<td></td>
<td></td>
<td>10th 6 ... 64.96</td>
</tr>
<tr>
<td>SAWMILLING AND SLEEPER-CUTTING (Timber Workers)—22/1936, Vol. 17, p. 190</td>
<td>South-West Land Division</td>
<td>3 years</td>
<td>1 to 2 or fraction of 2, not being less than 1.</td>
<td>Male apprentices and Junior workers (per week of 48 hours):</td>
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<td>1st 6 months ... 18.72 per cent. of male basic wage.</td>
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<td>2nd 6 ... 25.00</td>
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<td>3rd 6 ... 30.07</td>
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<td>4th 6 ... 35.02</td>
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<td>6th 6 ... 45.05</td>
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<td>10th 6 ... 64.96</td>
</tr>
<tr>
<td>SHEET METAL WORKING—22/1936, Vol. 17, p. 150</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>5 years</td>
<td>1 to 3 or fraction of 3</td>
<td>Female apprentices and Junior workers (per week of 48 hours):</td>
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<td></td>
<td>1st 6 months ... 18.72 per cent. of male basic wage.</td>
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<td>2nd 6 ... 25.00</td>
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<td>3rd 6 ... 30.07</td>
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<td>4th 6 ... 35.02</td>
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<td>5th 6 ... 39.98</td>
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<td>6th 6 ... 45.05</td>
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<td>7th 6 ... 50.00</td>
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<td>8th 6 ... 55.07</td>
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<td>9th 6 ... 60.02</td>
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<td></td>
<td>10th 6 ... 64.96</td>
</tr>
</tbody>
</table>

**Note:** The table includes the period of apprenticeship, the ratio of apprentices to journeymen, and the wages and remarks for male and female apprentices and junior workers.
<table>
<thead>
<tr>
<th>Radius 20 miles G.P.O., Perth</th>
<th>5 years</th>
<th>1 to 3 or fraction of 3</th>
<th>1st year</th>
<th>£ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<td>2nd</td>
<td>1 4 3</td>
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<td></td>
<td>3rd</td>
<td>1 15 3</td>
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<td>4th</td>
<td>2 10 8</td>
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<td></td>
<td>5th</td>
<td>3 10 6</td>
</tr>
</tbody>
</table>

Male Apprentices—1 to 3 or fraction of 3.
Female Apprentices—1 to 2 or fraction of 2.

For a 5-year Apprenticeship—

Male—
- Coat-making: 1st year £11 6
- Vest-making: 2nd year £15 7
- Trouser-making: 3rd year £15 10
- Skirt-making: 4th year £18 2
- Pressing: 5th year £2 1 7
- Coat, trouser and vest machining: 6th year £1 9 6
- Fitting up and trimming: 7th year £1 4 11

Female—
- Coat-making: 1st year £2 10 8
- Vest-making: 2nd year £2 1 7
- Trouser-making: 3rd year £1 4 11
- Skirt-making: 4th year £1 4 11
- Pressing: 5th year £1 4 11
- Coat, trouser and vest machining: 6th year £1 4 11
- Fitting up and trimming: 7th year £1 4 11

† Trade classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.
<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Period of Apprenticeship</th>
<th>Ratio of Apprentices to Journeymen</th>
<th>WAGES AND REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>TAILORING—I.A. 34/1926, Vol. 6, p. 380 (not Common rule)</td>
<td>Radius 15 miles P.O., Geraldton</td>
<td>Coat-making ... 5 years</td>
<td>(same as for Bunbury)</td>
<td></td>
</tr>
<tr>
<td>TIMBER MACHINING—4.1926, Vol. 6, p. 214</td>
<td>Radius 14 miles G.P.O., Perth, except premises of Railway Department or Midland Railway Co.</td>
<td>Vest-making ... 3 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TRAMWAYS (Government), Fitting (Electrical)—11, 12, 13 and 14 of 1926, Vol. 8, p. 248</td>
<td>State Tramways and Electricity Supply</td>
<td>Trouser-making ... 3 years</td>
<td>1 to 4 or fraction of 4</td>
<td></td>
</tr>
<tr>
<td>TRAMWAY EMPLOYEES (Fremantle) —2/1931, Vol. 13, p. 157, (Carriage-building, Painting, Fitting and/or Turning)</td>
<td>Radius 5 miles Town Hall, Fremantle</td>
<td>Skirt-making ... 3 years</td>
<td>Does not exceed the proportion of 1 to every 2 or fraction of the first 2 journeymen employed in Shop work</td>
<td></td>
</tr>
<tr>
<td>FEDERAL AWARDS.</td>
<td></td>
<td>Fitting ... 4 years</td>
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<tr>
<td>COOPERING ... Throughout the State of W.A. ...</td>
<td>5 years. Apprentices must be not less than 16 years of age</td>
<td></td>
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<tr>
<td>JOURNALISTS ... Metropolitan Daily Papers ...</td>
<td>4 years</td>
<td>Number of apprentices allowed to each employer is determined by Board of Reference from time to time, on application of particular employer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>JOURNALISTS (Country) Bunbury, Geraldton, Northam, Kalgoorlie</td>
<td>4 years</td>
<td>1 to 6. Ratio may be increased with written consent of A.J.A.</td>
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</tr>
<tr>
<td>MILL EMPLOYEES (Flour) Throughout the State of W.A. ...</td>
<td>3 years</td>
<td>Not more than 2 apprentices in any mill</td>
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</tbody>
</table>

**WAGES AND REMARKS.**

<table>
<thead>
<tr>
<th>Basic Wage:</th>
<th>£ s. d.</th>
<th>£ s. d.</th>
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<td>Male</td>
<td></td>
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<tr>
<td>Female</td>
<td></td>
<td></td>
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<tr>
<td>Metropolitan Area ... 1.14.11</td>
<td>2.0.5</td>
<td>1.14.11</td>
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<tr>
<td>South-West Land Division ... 2.15.10</td>
<td>2.0.11</td>
<td>2.15.10</td>
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<tr>
<td>Goldfields ... 4.7.0</td>
<td>2.7.0</td>
<td>4.7.0</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Per week.</th>
<th>1st year</th>
<th>2nd</th>
<th>3rd</th>
<th>4th</th>
<th>5th</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>1.8.3</td>
<td>1.16.3</td>
<td>2.6.2</td>
<td>2.12.10</td>
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<tr>
<td>Female</td>
<td></td>
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<tr>
<td>1st year</td>
<td>25 per cent. of basic wages</td>
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<tr>
<td>2nd</td>
<td>30</td>
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<td>3rd</td>
<td>45</td>
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<td>4th</td>
<td>65</td>
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<tr>
<td>5th</td>
<td>85</td>
<td></td>
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</tbody>
</table>

Entitled to holidays, free passes, privilege tickets, etc.
MILL EMPLOYEES (Flour) ... Throughout the State of W.A. ... 5 years ... 

PRINTING (Commercial) ... Radius 15 miles G.P.O., Perth ... 6 years. Apprentices of 16 years or over, 3-years term. Boys over 15 years cannot be indentured without written consent of A.I.A.

SHIPWRIGHT AND BOATBUILDING ... W.A. Ports ... 5 years ... 

Not more than 2 apprentices in any mill 

<table>
<thead>
<tr>
<th>Year</th>
<th>Apprenticeships</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st year</td>
<td>1 10 0</td>
</tr>
<tr>
<td>2nd</td>
<td>2 0 0</td>
</tr>
<tr>
<td>3rd</td>
<td>2 10 0</td>
</tr>
<tr>
<td>4th</td>
<td>3 0 0</td>
</tr>
<tr>
<td>5th</td>
<td>3 0 0</td>
</tr>
</tbody>
</table>

1 to 3 or fraction of 3 

1st year | 0 16 0 |
2nd | 1 0 0 |
3rd | 1 6 0 |
4th | 1 15 0 |
5th | 2 4 0 |
6th | 3 3 0 |

Ship Construction—1 to 4 or fraction of 4, not being less than 2 
Repairing Yards—1 to 6 or fraction of 6, not being less than 3 
By mutual consent between employer and Federal or Branch Secretary of Union, above proportions may be altered 

<table>
<thead>
<tr>
<th>Year</th>
<th>Apprenticeships</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>1 0 0</td>
</tr>
<tr>
<td>2nd 6</td>
<td>1 2 6</td>
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<tr>
<td>3rd 6</td>
<td>1 5 0</td>
</tr>
<tr>
<td>4th 6</td>
<td>1 7 6</td>
</tr>
<tr>
<td>5th 6</td>
<td>1 10 0</td>
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<tr>
<td>6th 6</td>
<td>1 12 6</td>
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<td>7th 6</td>
<td>1 15 0</td>
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<tr>
<td>8th 6</td>
<td>1 17 6</td>
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<tr>
<td>9th 6</td>
<td>2 0 0</td>
</tr>
<tr>
<td>10th 6</td>
<td>2 5 0</td>
</tr>
</tbody>
</table>

Apprentices working overtime shall be paid double their ordinary rate.

†Trade classes in operation at Technical College. Attendance of apprentices for four hours weekly is compulsory.
APPENDIX XIV.

Exhibit 25.—COMMERCIAL PRINTING TRADE—COMMONWEALTH AWARD.

APPRENTICESHIP REGULATIONS.

Adopted by Board of Reference, Western Australia, 19th September, 1933.

Method of Training.

1. Where instruction is provided for any branch of the trade, the method of training shall be as follows:—
   (a) The name of each apprentice, as soon as he is registered as such, shall be forwarded by the Deputy Registrar to the Board of Reference.
   (b) The full course of instruction shall be designed to occupy the third and fourth years of the apprenticeship term; provided that in the event of failure to satisfactorily complete such course by the end of the third year's instruction, the course may be extended.
   (c) Each year's instruction shall be divided into two terms ending June and November, respectively.
   (d) Each session of instruction shall consist of four hours weekly.
   (e) The syllabus covering the whole three years' period shall be drawn up by the instructors in collaboration with the Board of Reference and the Technical College Advisory Committee.
   (f) The instructor shall complete the course set down by the syllabus for each term in time to hold the terminal and annual examinations.
   (g) All practical work given out at the Technical College shall be examined by the instructor and awarded its number of marks, together with examples of work done by the apprentice, verified by his shop foreman. All examples to be preserved in the apprentice's dossier filed at the Technical College.
   (h) The Board of Reference will obtain from the Superintendent of Technical Education a quarterly report of the attendance and conduct of apprentices, such report to be in the hands of the Chairman as early as possible after the end of the quarterly period.

2. Every apprentice shall be bound to submit himself to examination by the examiners hereafter provided for.

3. The Deputy Registrar shall notify examiners of the names and addresses of the apprentices required to submit themselves to examination.

4. The examiners shall be persons skilled in the industry; one shall be nominated by the employers and one by the workers for each particular branch of the trade. Failing such nomination or nominations, the Court may appoint such person or persons as it may deem fit.

5. In the event of a disagreement between the examiners the matter in dispute shall be referred to the Board of Reference at the request of any one of the examiners, and the decision of such Board of Reference shall be final and conclusive.

6. It shall be the duty of the examiners to examine the work and inquire into the diligence of each apprentice, and where any apprentice fails to show progress, to inquire as to the opportunities provided by the employer for such apprentice to learn, and to submit a report to the Court in writing as to the result of the examination within fourteen days from the date of holding the examination.

7. Such examination shall include theory and practice as applied to the trade, industry, craft, occupation, or calling to which the apprentice is indentured.

Method of Conducting Examinations.

1. The method of conducting the examination of apprentices in those branches of the trade where technical instruction is provided shall be as follows:—
   (a) Except in the case of the first examination, no apprentice shall be examined for his appropriate period until he has gained a pass for the previous period.
   (b) The terminal (June) examination shall be conducted during the last week but one preceding the end of the term. The examiners shall take the Technical College theory examination, in lieu of holding a separate examination, together with apprentices' practical work for the term under review. If the examiners do not agree with the decisions of the Technical College examiners, the matters that cannot be agreed to shall be referred to the Board of Reference, whose decision thereon shall be final.
   (c) The examiners shall, during the month of June, make an annual visit of inspection to each factory where apprentices are employed and personally interview the employer (or foreman) and also all apprentices, and shall satisfy themselves as to the assiduity of the apprentice in his daily work, and especially as to the facilities afforded him to enable him to make the required progress in his particular branch of the trade.
   (d) The examiners shall present a report to the Court of Arbitration as to the progress made by the apprentices during the term and at the same time forward a copy to the Board of Reference. The terminal report shall also cover their inspection of factories.
   (e) The annual examination shall take place in November. The test papers shall be set by the examiners in collaboration with the instructors. The practical tests set during the term shall be checked by the examiners who shall also set each apprentice a special practical test, which shall be performed under their direct supervision at the Technical College or at the premises of the employer. With these three results before them, viz. — the written answers of the theory examination, the term's progressive tests already marked by the instructors, and the special test judged by themselves, the examiners shall draw up their annual report and submit same to the Court at least three days before the date fixed for the final day of the term. A copy of such report shall be forwarded to the Chairman of the Board of Reference.
   (f) It shall be the duty of the employer to provide such necessary material and machinery as may be required in the examination of such apprentice by the conduct of such examination. An apprentice securing marks totalling 90 per cent, and over shall be deemed to have attained "Honours." A pass certificate shall be granted to all who secure 60 per cent, and over of marks.
   (g) At the conclusion of the apprentice's College course he shall sit for his final examination which shall be conducted entirely by the examiners. An apprentice securing marks totalling 90 per cent, and over shall be deemed to have attained "Honours," and shall be entitled to receive an additional "Honours" certificate. A pass certificate shall be granted to all who secure 60 per cent, and over of marks.
   (h) The Deputy Registrar shall, after each examination, issue a certificate to each apprentice indicating the result of his examination, and a final certificate that he has completed his apprenticeship.
   (i) If the examiners report to the Court that any employer has not provided sufficient opportunity for the apprentice to learn, the employer shall be deemed prima facie guilty of a breach of the Award. In any consequence, the Court may render any such employer liable to the apprentice in respect of such breach, the report may be received in evidence.

FRANK WALSH,
Chaiman.
## APPENDIX XV.

### Return showing number of Apprentices Registered to various Trades during the Years 1926 to 1936 inclusive, and during the first quarter of the Year 1937.

<table>
<thead>
<tr>
<th>Industry</th>
<th>1926</th>
<th>1927</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
<th>1935</th>
<th>1936</th>
<th>1937 (first quarter)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baking (Metropolitan Area)</td>
<td>17</td>
<td>7</td>
<td>4</td>
<td>15</td>
<td>15</td>
<td>12</td>
<td>4</td>
<td>5</td>
<td>10</td>
<td>9</td>
<td>19</td>
<td>2</td>
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<tr>
<td>Baking (Eastern Goldfields)</td>
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<td>Baking (Country towns)</td>
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<td>Bookbinding</td>
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<td>Bonecutting</td>
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<td>Butchering (Eastern Goldfields)</td>
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<td>Carpenters and Joiners</td>
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<td>Coachbuilding (Eastern Goldfields)</td>
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<td>Furniture (Eastern Goldfields)</td>
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<td>Moulding</td>
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<td>Moulding (Eastern Goldfields)</td>
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<td>Plumbing</td>
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<td>Plumbing (Eastern Goldfields)</td>
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<tr>
<td>Printing (State Award)</td>
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<td>Printing and Engraving</td>
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<td>Printing (Country)</td>
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<td>Printing (Wanted)</td>
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<td>Sheet-metal Working</td>
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<td>Stonemasonry</td>
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<td>Tailoring (Order)</td>
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<tr>
<td>Timber Machining (South West)</td>
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</tr>
<tr>
<td>Total number of Apprentices Registered</td>
<td>430</td>
<td>436</td>
<td>499</td>
<td>548</td>
<td>272</td>
<td>114</td>
<td>136</td>
<td>208</td>
<td>330</td>
<td>336</td>
<td>453</td>
<td>112</td>
</tr>
</tbody>
</table>

### Statement showing Total Number of Apprentices Registered at the Court of Arbitration at various Dates.

<table>
<thead>
<tr>
<th>Date</th>
<th>Total Apprentices Registered</th>
</tr>
</thead>
<tbody>
<tr>
<td>May, 1929</td>
<td>1,700</td>
</tr>
<tr>
<td>July, 1929</td>
<td>1,608</td>
</tr>
<tr>
<td>October, 1929</td>
<td>1,692</td>
</tr>
<tr>
<td>August, 1932</td>
<td>1,186</td>
</tr>
<tr>
<td>October, 1933</td>
<td>862</td>
</tr>
<tr>
<td>July, 1935</td>
<td>950</td>
</tr>
<tr>
<td>October, 1935</td>
<td>885</td>
</tr>
<tr>
<td>August, 1936</td>
<td>1,148</td>
</tr>
<tr>
<td>September, 1936</td>
<td>1,170</td>
</tr>
<tr>
<td>April, 1937</td>
<td>1,370</td>
</tr>
</tbody>
</table>

Note: Above figures do not include apprentices employed in the Midland Junction Railway Workshop, where there are approximately 313 apprentices employed; nor Trainee Nurses, who number approximately 222.
## APPENDIX XVI.

Western Australia.

**PARTICULARS REGARDING JUNIOR WORKERS.**

*State Awards, 31st December, 1937.*

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>WAGES AND REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>AERATED WATER-MAKING</td>
<td>See Cordial Making.</td>
<td>1 to 3 or fraction of 3</td>
<td>Per week, 17 to 18 years 45 per cent. of basic wage.</td>
</tr>
<tr>
<td>BACON-CURING—4/1928, Vol. 8, p. 388</td>
<td>Radius 30 miles G.P.O., Perth</td>
<td>1 to 3 or fraction of 3, not being less than 1</td>
<td>15 to 16 years 15 to 18 years 16 to 17 years 17 to 18 years 18 to 19 years 19 to 20 years 20 to 21 years</td>
</tr>
</tbody>
</table>

**Floor Hands (female)—**
- 1st 6 months' experience 0 10 5
- 2nd 6 0 12 9
- 3rd 6 0 13 6
- 4th 6 0 13 6
- 5th 6 0 13 6
- Thereafter 2 2 3

Provided that female floor hands of 21 years, irrespective of experience, shall be paid not less than £2 0s. 5d.

**Machinists and Hand Cutters (female)—**
- 1st 3 months' experience 0 12 12
- Next 6 0 12 12
- 6 0 12 12
- 6 0 12 12
- 6 0 12 12
- Thereafter 2 2 3

Provided that female Machinists and Hand-cutters of 21 years, irrespective of experience, shall be paid not less than £2 2s. 5d.

**Factory Hands (male)—**
- Under 15 years 0 14 0
- 1 0 14 0
- 1 0 14 0
- 1 0 14 0
- 1 0 14 0
- 1 0 14 0

*Clarke, etc.*

*Throughout the State.*

**Per annum.**
| BANK OFFICIALS—21/1931, Vol. 11, p. 250 | Throughout the State | Not stated | | | |
| BOILERMAKING—40/1922, Vol. 4, p. 50; amending Order 334/30, Vol. 12, p. 62 | Radius 25 miles G.P.O., Perth | Junior workers under 21 may be employed in those callings where apprenticeship is not provided in proportion of 1 to every 3 or fraction of 3 adult workers employed in that branch | | | |
| BOOMAKING—I.A. 38/1926, Vol. 6, p. 388 (Common rule) | Radius 15 miles G.P.O., Perth | Female learners—3 to every journeywoman employed receiving not less than £2 3s. 8d. per week | | | |
| BOOMAKING (Bespoke)—I.A. 7/1933, Vol. 15, p. 183 (Common rule) | Radius 15 miles G.P.O., Perth | 1 to every 4 | | | |
| BREWING—I.A. 26/1936, Vol. 16, p. 435 (not Common rule) | Kalgoorlie Brewing & Ice Company | 1 to 10 or portion of first 10 | | | |

<table>
<thead>
<tr>
<th>Per annum.</th>
<th>Chees and Male Typists.</th>
<th>Female Typists.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st year</td>
<td>£ 75</td>
<td>£ 75</td>
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<tr>
<td>2nd year</td>
<td>£ 90</td>
<td>£ 90</td>
</tr>
<tr>
<td>3rd year</td>
<td>£ 115</td>
<td>£ 115</td>
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<tr>
<td>4th year</td>
<td>£ 130</td>
<td>£ 130</td>
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<tr>
<td>5th year</td>
<td>£ 160</td>
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</tr>
</tbody>
</table>

| Provision made that Junior workers shall not be employed on certain types of work, such as working in confined spaces, lifting heavy weights, operating certain machines, etc., etc. Provision made for the taking of one Cadet to learn all branches of trade; also for employment of University Students. | | |

According to experience, commencing at 15s. per week, up to £1 15s. 6d. in the 8th 6 months' experience.

<table>
<thead>
<tr>
<th>£</th>
<th>s.</th>
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<tbody>
<tr>
<td>Between 14 and 15 years</td>
<td>0</td>
<td>15</td>
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<tr>
<td>16</td>
<td>16</td>
<td>1</td>
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<td>17</td>
<td>2</td>
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<td>18</td>
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<td>19</td>
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<tr>
<td>20</td>
<td>21</td>
<td>3</td>
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</tbody>
</table>

Employer to take on one apprentice before being allowed to employ junior workers.

<table>
<thead>
<tr>
<th>£</th>
<th>s.</th>
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<tbody>
<tr>
<td>16 years</td>
<td>3</td>
<td>5</td>
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<tr>
<td>17</td>
<td>3</td>
<td>14</td>
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<td>18</td>
<td>4</td>
<td>2</td>
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<td>19</td>
<td>4</td>
<td>14</td>
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</tbody>
</table>

Under 21 years—

Taker-off, single machine | 86 per cent. of basic wage.
Left Attendant | 86
Waste Boy | 52
Column Cutter | 86
Bag and Sand Boy | 52
Mill Feeders, Winding | 91
<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>WAGES AND REMARKS.</th>
<th>Males.</th>
<th>Females.</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUTCHERING (see also Meat Industry)</td>
<td>Radius 30 miles G.P.O., Perth</td>
<td>...</td>
<td>Where the number of adult workers does not authorise appointment of an apprentice, junior workers may be employed in proportion of 1 to 2 or fraction of 2 adult workers. An employer working at trade shall count as 1 adult. Junior workers may be employed assisting beef carters, but not more than 1 junior to each lorry, and he must be in capacity of assistant.</td>
<td>Shop Section—</td>
<td>Per week.</td>
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<td>£ s. d.</td>
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<td>Under 16 years</td>
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<td>16 to 17</td>
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<td>17 to 18</td>
<td>1 7 6</td>
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<td>18 to 19</td>
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<td>20 to 21</td>
<td>3 14 11</td>
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<tr>
<td>CARDBOARD BOX AND CARTON MAKING—1924</td>
<td>Radius 20 miles G.P.O., Perth</td>
<td>2 to 1</td>
<td>Abattoirs Section—</td>
<td>Per week.</td>
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<td>16 to 17</td>
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<td>20 to 21</td>
<td>3 14 11</td>
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<tr>
<td>(not Common rule)</td>
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<tr>
<td>CARTERS (Bread)—2/1933</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>1 to ...</td>
<td>In Slaughtering Section provision is made as to weights to be lifted or carried by junior workers, according to age.</td>
<td>Per week.</td>
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<td>Female Workers—</td>
<td>Per week.</td>
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<td>Within 15-mile radius G.P.O.:</td>
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<td>Range 14s. 2d. (under 16) or 17s. 4d. (over 16) in 1st 6 months' experience to £1 17s. 11d. at end of 4th year's experience.</td>
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<td>Outside 15-mile radius but within 25-mile radius G.P.O.:</td>
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<td>Range 14s. 5d. (under 16) or 17s. 4d. (over 16) in 1st 6 months' experience to £1 18s. 4d. at end of 4th year's experience.</td>
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<td>Male Juniors—</td>
<td>Per week.</td>
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<td>Within 15-mile radius G.P.O.:</td>
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<td>Range 16s. 9d. (under 14) to £2 1s. 7d. (between 20 and 21) within 15-mile radius G.P.O.:</td>
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<td></td>
<td>Range 16s. 9d. (under 14) to £2 2s. 5d. (between 20 and 21) outside 15-mile but within 25-mile radius G.P.O.:</td>
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<td>Half-yearly increments.</td>
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<td>Within 15-mile radius.</td>
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<td></td>
<td></td>
<td>Under 18 years</td>
<td>2 13 9</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>18 to 19</td>
<td>3 3 9</td>
</tr>
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<td>19 to 20</td>
<td>3 10 3</td>
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<td>20 to 21</td>
<td>3 13 11</td>
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<td>Outside 15-mile but within 25-mile radius.</td>
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<td>Under 18 years</td>
<td>2 13 9</td>
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<td>18 to 19</td>
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<td>19 to 20</td>
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<td></td>
<td></td>
<td>20 to 21</td>
<td>3 13 11</td>
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<tr>
<td>CARTERS AND DRIVERS—12/1933, Vol. 13, p. 247</td>
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</tr>
<tr>
<td>Radius 20 miles G.P.O., Perth</td>
<td>1 to 5. Grocers, Greengrocers, Retail Milk Vendors, Pastry-cooks, and/or Wood Merchants who do not employ 5 adult drivers may employ 1 junior. Where no adult driver is employed 1 junior may be employed. Junior driver assistants may be employed in proportion of 1 to 3. When ascertaining the number of junior drivers and junior driver assistants to be allowed at the one time the same adult drivers shall not be used twice in the calculations.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>CARTERS (Bread) (Bunbury)—3/1934, Vol. 16, p. 167</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 25 miles P.O., Bunbury</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CARTERS AND DRIVERS (Kalgoorlie)—I.A. 15/1927, Vol. 7, p. 174 (Common rule)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 20 miles G.P.O., Kalgoorlie</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CASE AND BOXMAKING—I.A. 5/1929 as amended by Order 256/1931, Vol.12, p. 269 (Common rule)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 14 miles G.P.O., Perth</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CATERING (Hotel and Coffee Palace section), 15 of 1928, Vol. 13, p. 20</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 20 miles G.P.O., Perth</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CATERING (Boarding and/or Lodging House and Service Flats section)—16 of 1931, Vol. 13, p. 235</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 15 miles G.P.O., Perth</td>
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</tbody>
</table>

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<tbody>
<tr>
<td>---</td>
</tr>
<tr>
<td>Within 15-mile radius.</td>
</tr>
<tr>
<td>£ s. d.</td>
</tr>
<tr>
<td>Under 17 years</td>
</tr>
<tr>
<td>17 to 19</td>
</tr>
<tr>
<td>19 to 20</td>
</tr>
<tr>
<td>20 to 21</td>
</tr>
<tr>
<td>No junior under 19 shall drive or be in charge of more than 1 horse in cities of Perth or Fremantle. No junior worker between the ages of 20 and 21 years shall be employed as a horse or motor driver at less than the basic wage. Drivers required to collect moneys and account for it as part of their duties shall be paid 1s. extra for the week in which such work is carried out.</td>
</tr>
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<tr>
<td>Within 15-mile radius.</td>
</tr>
<tr>
<td>£ s. d.</td>
</tr>
<tr>
<td>Under 18 years</td>
</tr>
<tr>
<td>18 to 19</td>
</tr>
<tr>
<td>19 to 20</td>
</tr>
<tr>
<td>No junior under 19 years shall drive or be in charge of more than 1 horse.</td>
</tr>
</tbody>
</table>

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<tbody>
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</tr>
<tr>
<td>Within 15-mile radius.</td>
</tr>
<tr>
<td>£ s. d.</td>
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<tr>
<td>Under 16 years</td>
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<td>16 to 17</td>
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<td>17 to 18</td>
</tr>
<tr>
<td>18 to 19</td>
</tr>
<tr>
<td>No junior with less than 1 year's experience in the industry shall be employed tailing out. No junior under 17 and with less than 2 years' experience shall be employed as a sawyer or on the buzzer or thicknesser or case-nailing machine.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>---</td>
</tr>
<tr>
<td>Within 15-mile radius.</td>
</tr>
<tr>
<td>£ s. d.</td>
</tr>
<tr>
<td>18 to 19 years</td>
</tr>
<tr>
<td>19 to 20</td>
</tr>
<tr>
<td>20 to 21</td>
</tr>
<tr>
<td>Female juniors (with board and residence)—Under 17 years</td>
</tr>
<tr>
<td>17 to 19</td>
</tr>
<tr>
<td>Male juniors (under 19 years)</td>
</tr>
<tr>
<td>Trade</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>CATERING (Restaurant, Tearoom and Cafeteria section)—15 of 1925, Vol. 13, p. 23</td>
</tr>
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<tr>
<td>CEMENT WORKERS (Hume Pipe Co.)—55/1934, Vol. 15, p. 85</td>
</tr>
<tr>
<td></td>
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<td></td>
</tr>
<tr>
<td>CEMETERY EMPLOYEES—17/1921, 18/1921, 45/1923, 57/1923 (Common rule)</td>
</tr>
<tr>
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<td></td>
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<tr>
<td></td>
</tr>
<tr>
<td>Sex</td>
</tr>
<tr>
<td>--------------</td>
</tr>
<tr>
<td>Female</td>
</tr>
<tr>
<td>Under 16</td>
</tr>
<tr>
<td>16</td>
</tr>
<tr>
<td>17</td>
</tr>
<tr>
<td>18</td>
</tr>
<tr>
<td>19</td>
</tr>
<tr>
<td>20</td>
</tr>
<tr>
<td>21</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Under 15/4</td>
</tr>
<tr>
<td>16</td>
</tr>
<tr>
<td>17</td>
</tr>
<tr>
<td>18</td>
</tr>
<tr>
<td>19</td>
</tr>
<tr>
<td>20</td>
</tr>
<tr>
<td>Under 21 and thereafter until 21</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

Window-cleaning. A junior, not less than 15, to 2 or more adults do. do. do.

Thereafter rates for adult window cleaners. A junior worker between 15 and 16 years of age shall not be required to do work which necessitates his ascending more than 8 ft. from the ground.

<table>
<thead>
<tr>
<th>Age</th>
<th>Within 15-mile radius G.P.O.</th>
<th>Outside 15-mile but within the South-West Land Division</th>
<th>Within 5 miles of Kalgoorlie P.O.</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16</td>
<td>£ 2 s. d.</td>
<td>£ 2 s. d.</td>
<td>£ 2 s. d.</td>
</tr>
<tr>
<td>16</td>
<td>2.10</td>
<td>2.41</td>
<td>2.12</td>
</tr>
<tr>
<td>17</td>
<td>2.86</td>
<td>2.86</td>
<td>2.11</td>
</tr>
</tbody>
</table>

Per week of 44 hours.

<table>
<thead>
<tr>
<th>Age</th>
<th>£ 2 s. d.</th>
<th>£ 2 s. d.</th>
<th>£ 2 s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16</td>
<td>2.10</td>
<td>2.41</td>
<td>2.12</td>
</tr>
<tr>
<td>16</td>
<td>2.86</td>
<td>2.86</td>
<td>2.11</td>
</tr>
<tr>
<td>17</td>
<td>2.86</td>
<td>2.86</td>
<td>2.11</td>
</tr>
</tbody>
</table>

Thereafter rates for adult window cleaners. Junior between 15 and 16 years shall not be required to do work necessitating his ascending more than 8 ft. from the ground.

<table>
<thead>
<tr>
<th>Age</th>
<th>30 per cent. of basic wage.</th>
<th>40 s. d.</th>
<th>50 s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16</td>
<td>30 per cent. of basic wage.</td>
<td>40 s. d.</td>
<td>50 s. d.</td>
</tr>
<tr>
<td>16</td>
<td>40 s. d.</td>
<td>40 s. d.</td>
<td>50 s. d.</td>
</tr>
<tr>
<td>17</td>
<td>50 s. d.</td>
<td>50 s. d.</td>
<td>50 s. d.</td>
</tr>
</tbody>
</table>


Cleaning, Caretaking, Lift Attending—1/1916, Vol. 9, p. 244

Cleaning, Caretaking, Etc. (Government)—9/1936, Vol. 16, p. 322

Cemetery. Employees—1/1921, Vol. 4, p. 56, amended by Order 9/1928, Vol. 8, p. 15

Cemetery Boards may employ boys between ages of 14 and 18 years at watering.

Radius 8 miles from Town Hall, Fremantle.

Radius 15 miles G.P.O., Perth

Not stated

---

South-West Land Division and within radius 5 miles P.O., Kalgoorlie

Not stated

---

South-West Land Division and within radius 5 miles P.O., Kalgoorlie

Window-cleaning. 1 junior, not less than 15, to 3 or more adults do. do. do.
### APPENDIX XVI.—PARTICULARS REGARDING JUNIOR WORKERS—STATE AWARDS, ETC.—continued.

<table>
<thead>
<tr>
<th>WAGES AND REMARKS.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Area governed.</strong></td>
</tr>
<tr>
<td><strong>Ratio of Junior Workers to Adult Workers.</strong></td>
</tr>
<tr>
<td><strong>Trade.</strong></td>
</tr>
<tr>
<td><strong>Male.</strong></td>
</tr>
<tr>
<td><strong>Females.</strong></td>
</tr>
<tr>
<td><strong>£ s. d.</strong></td>
</tr>
<tr>
<td><strong>£ s. d.</strong></td>
</tr>
<tr>
<td><strong>Up to 16 years</strong></td>
</tr>
<tr>
<td><strong>Per week.</strong></td>
</tr>
<tr>
<td><strong>30 per cent. of basic wage.</strong></td>
</tr>
<tr>
<td>17</td>
</tr>
<tr>
<td>18</td>
</tr>
<tr>
<td>19</td>
</tr>
<tr>
<td>20</td>
</tr>
<tr>
<td>21</td>
</tr>
<tr>
<td><strong>Margin.</strong></td>
</tr>
<tr>
<td>35</td>
</tr>
<tr>
<td>45</td>
</tr>
<tr>
<td>55</td>
</tr>
<tr>
<td>65</td>
</tr>
<tr>
<td>85</td>
</tr>
<tr>
<td>30-5</td>
</tr>
<tr>
<td>42</td>
</tr>
<tr>
<td>55-5</td>
</tr>
<tr>
<td>67</td>
</tr>
<tr>
<td>90-5</td>
</tr>
<tr>
<td>118</td>
</tr>
<tr>
<td><strong>Per month.</strong></td>
</tr>
<tr>
<td><strong>12s. 6d.</strong></td>
</tr>
<tr>
<td><strong>2s. 8d.</strong></td>
</tr>
<tr>
<td><strong>3s. 11d.</strong></td>
</tr>
<tr>
<td><strong>4s. 16d.</strong></td>
</tr>
<tr>
<td><strong>6s. 16d.</strong></td>
</tr>
</tbody>
</table>

#### TRADES

- Areas within jurisdiction of State Gardens Board
- Not stated

**CLERICAL (Wholesale Establishments, Fruit and Produce Markets)—44/1936, Vol. 16, p. 306**
- Radius 25 miles G.P.O., Perth
- Male—11 to 1 up to 5
- 1 to 2 over 5
- Where no adult female in receipt of minimum wage is employed, junior females in proportion of 1 to each male in receipt of minimum wage may be employed.
- Females—2 to 1 up to 12
- 3 to 2 over 12

**CLERICAL (Retail Establishments)—44A/1936, Vol. 16, p. 311**
- Radius 25 miles G.P.O., Perth
- Male—11 to 1 up to 5
- 1 to 2 over 5
- Female—1 to none
  2 to 1
  3 to 2
  4 to 3
  5 to 4
  and thereafter 3 to 4

**CLERICAL (Semi-Governmental)—I.A. 4/1932, Vol. 12, p. 278 (not Common rule)**
- Perth Hospital
- Not stated

**CLERICAL (Semi-Governmental)—I.A. 4/1932, Vol. 18, p. 60 (not Common rule)**
- Fremantle Harbour Trust
- Not stated

**CLERICAL (Semi-Governmental)—I.A. 4/1932, Vol. 18, p. 60 (not Common rule)**
- State Shipping Store
<table>
<thead>
<tr>
<th>Clerical (Semi-Governmental)</th>
<th>Position</th>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. A. 25/1936, Vol. 18, p. 403</td>
<td>Lotteries Commission</td>
<td>Not Stated</td>
<td>65</td>
<td>70</td>
</tr>
<tr>
<td>4. A. 3/1936, Vol. 15, p. 43</td>
<td>Metropolitan Milk Board</td>
<td>Not Stated</td>
<td>70</td>
<td>75</td>
</tr>
</tbody>
</table>

**Telephone Typist**

<table>
<thead>
<tr>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 year's experience</td>
<td>71</td>
<td>76</td>
</tr>
<tr>
<td>2 year's experience</td>
<td>85</td>
<td>90</td>
</tr>
<tr>
<td>3 year's experience</td>
<td>101</td>
<td>105</td>
</tr>
<tr>
<td>4 year's experience</td>
<td>123</td>
<td>121</td>
</tr>
<tr>
<td>5 year's experience</td>
<td>144</td>
<td>135</td>
</tr>
<tr>
<td>6 year's experience</td>
<td>170</td>
<td></td>
</tr>
</tbody>
</table>

Range £80-£140 per annum. Annual increments, £10.

**Male Junior Clerical Workers**

<table>
<thead>
<tr>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 16 years</td>
<td>70</td>
<td>75</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>84</td>
<td>90</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>100</td>
<td>106</td>
</tr>
<tr>
<td>18 to 19 years</td>
<td>121</td>
<td>127</td>
</tr>
<tr>
<td>19 to 20 years</td>
<td>142</td>
<td>143</td>
</tr>
<tr>
<td>20 to 21 years</td>
<td>168</td>
<td>170</td>
</tr>
</tbody>
</table>

**Junior Male Clerical Workers**

**Perth—Same as for Public Service Juniors.**

<table>
<thead>
<tr>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16 years</td>
<td>1 19</td>
<td>2 18</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>2 10</td>
<td>3 19</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>3 1</td>
<td>4 1</td>
</tr>
</tbody>
</table>

**Junior Female Clerical Workers**

<table>
<thead>
<tr>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16 years</td>
<td>1 19</td>
<td>2 18</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>2 10</td>
<td>3 19</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>3 1</td>
<td>4 1</td>
</tr>
</tbody>
</table>

**Wyndham—Same as for Perth, plus 30/- per week allowance.**

At Wyndham Junior Workers are charged the following rates for mess:

<table>
<thead>
<tr>
<th>Experience</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16 years</td>
<td>1 15</td>
<td>2 14</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>1 17</td>
<td>2 16</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>1 19</td>
<td>2 18</td>
</tr>
<tr>
<td>Trade</td>
<td>Area governed</td>
<td>Ratio of Junior to Adult Workers</td>
</tr>
<tr>
<td>-------</td>
<td>---------------</td>
<td>----------------------------------</td>
</tr>
<tr>
<td>CLOTHING (Ready-made)—6-10-1933, Vol. 14, p. 211</td>
<td>Radius 25 miles G.P.O., Perth ...</td>
<td>Men's and Boys' Ready-made Clothing (Outer Garments)—In Shirts, Flannels, and Pyjamas Branches—3 juniors to each 2 adults. In all other branches—1 junior to 1 adult. Order Dressmaking, Ready-made Dressmaking and Millinery—In all Branches—5 juniors to each 2 adults. Knitting—In all Branches—3 juniors to each adult.</td>
</tr>
<tr>
<td>CLUB EMPLOYEES—12/1928, Vol. 6, p. 9</td>
<td>Radius 20 miles G.P.O., Perth, (incorporated residential clubs, and incorporated clubs supplying regular meals, but not clubs employing less than two workers coming under Award)</td>
<td>Not stated ... ... ... ... ... ...</td>
</tr>
<tr>
<td>COACH-BUILDING—26/1926, Vol. 8, p. 258</td>
<td>Radius 25 miles G.P.O., Perth, and Municipalities and Townships outside that area</td>
<td>In shops where employer is not in a position to train apprentices, junior workers may be employed in proportion of 1 to 3 or fraction of 3 journeymen employed.</td>
</tr>
<tr>
<td>COLD STORAGE WORKERS (Private Agreement)</td>
<td>Applicable only to Fremantle Cold Storage Co. and West Australian Meat Exports Co.</td>
<td>Not registered ... ... ... ... ...</td>
</tr>
<tr>
<td>CORRiAL AND aERATED WATER MANUFACTURING—37/1935, Vol. 17, p. 418</td>
<td>Radius 35 miles G.P.O., Perth ...</td>
<td>1 to 4 or fraction of 4 (excluding drivers), Each driver may be permitted, if the employer considers it necessary, to have 1 junior male worker to assist him.</td>
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</tr>
</tbody>
</table>
**CORDIAL AND AERATED WATER MANUFACTURING** — 27/1936, Vol. 17, p. 416

<table>
<thead>
<tr>
<th>Radius 25 miles G.P.O., Perth</th>
<th>1 to 4 or fraction of 4 (excluding drivers). Each driver may be permitted, if the employer considers it necessary, to have 1 junior male worker to assist him.</th>
<th>Junior Male Workers:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Per week.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>25 per cent. of basic wage.</td>
</tr>
<tr>
<td>2e 1 6</td>
<td>3e 1 9</td>
<td>4e 1 6</td>
</tr>
</tbody>
</table>

**DOCK, RIVER, AND HARBOUR EMPLOYERS (Government, viz., Works and Steamships), and Fremantle Harbour Trust—1/1935, Vol. 19, p. 301**

Over the coastline of the State from a point 20 miles north of Geraldton to a point 20 miles east of Esperance, and for a distance of 15 miles inland therefrom.


<table>
<thead>
<tr>
<th>Radius 14 miles G.P.O., Perth</th>
<th>Males—1 to 2 or fraction of 2; Females—1 to 1 in every branch of the trade. No person under 16 years to be employed pressing.</th>
</tr>
</thead>
</table>

**ENGINE-DRIVING (Timber Industry)— 2/1936, Vol. 16, p. 275**

South-West Land Division ....... 1 to 8 in any bush mill ....... |

**ENGINE-DRIVING (Ice and Cold Storage, Kalgoorlie)—20/1931, Vol. 13, p. 87**

| Radius 10 miles P.O., Kalgoorlie | Not stated | |
| --- | --- | |

**Miscellaneous Junior Workers—**

Under 16 years ....... 30 per cent. of basic wage.

<table>
<thead>
<tr>
<th>Age</th>
<th>Years</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 to 17</td>
<td>6</td>
<td>35</td>
</tr>
<tr>
<td>17 to 18</td>
<td>6</td>
<td>45</td>
</tr>
<tr>
<td>18 to 19</td>
<td>6</td>
<td>55</td>
</tr>
<tr>
<td>19 to 20</td>
<td>6</td>
<td>65</td>
</tr>
<tr>
<td>20 to 21</td>
<td>6</td>
<td>85</td>
</tr>
</tbody>
</table>

**Quarry Working—**

Nippers, under 21 ....... 90 |

**Junior Workers—Commencing Age and Wage Per Week of 44 hours—**

<table>
<thead>
<tr>
<th>Age</th>
<th>Years</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>1</td>
<td>9 12 6</td>
</tr>
<tr>
<td>2nd 6 months</td>
<td>1</td>
<td>0 15 6</td>
</tr>
<tr>
<td>3rd 6 months</td>
<td>1</td>
<td>1 18 6</td>
</tr>
<tr>
<td>4th 6 months</td>
<td>1</td>
<td>2 11 6</td>
</tr>
<tr>
<td>5th 6 months</td>
<td>1</td>
<td>2 24 6</td>
</tr>
<tr>
<td>6th 6 months</td>
<td>1</td>
<td>2 37 6</td>
</tr>
<tr>
<td>7th 6 months</td>
<td>1</td>
<td>2 50 6</td>
</tr>
<tr>
<td>8th 6 months</td>
<td>1</td>
<td>2 9 6</td>
</tr>
</tbody>
</table>

**Females (other than Pressers)—**

<table>
<thead>
<tr>
<th>Age</th>
<th>Years</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>1</td>
<td>0 12 6</td>
</tr>
<tr>
<td>2nd 6 months</td>
<td>1</td>
<td>0 14 9</td>
</tr>
<tr>
<td>3rd 6 months</td>
<td>1</td>
<td>0 16 9</td>
</tr>
<tr>
<td>4th 6 months</td>
<td>1</td>
<td>0 19 9</td>
</tr>
<tr>
<td>5th 6 months</td>
<td>1</td>
<td>0 2 9</td>
</tr>
<tr>
<td>6th 6 months</td>
<td>1</td>
<td>0 10</td>
</tr>
</tbody>
</table>

**Junior Female Pressers—**

<table>
<thead>
<tr>
<th>Age</th>
<th>Years</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>1</td>
<td>0 15 8</td>
</tr>
<tr>
<td>2nd 6 months</td>
<td>1</td>
<td>0 17 8</td>
</tr>
<tr>
<td>3rd 6 months</td>
<td>1</td>
<td>0 19 8</td>
</tr>
<tr>
<td>4th 6 months</td>
<td>1</td>
<td>0 21 8</td>
</tr>
<tr>
<td>5th 6 months</td>
<td>1</td>
<td>0 23 8</td>
</tr>
<tr>
<td>6th 6 months</td>
<td>1</td>
<td>0 2 5</td>
</tr>
<tr>
<td>7th 6 months</td>
<td>1</td>
<td>0 8 5</td>
</tr>
<tr>
<td>8th 6 months</td>
<td>1</td>
<td>0 10 5</td>
</tr>
<tr>
<td>9th 6 months</td>
<td>1</td>
<td>0 12 5</td>
</tr>
<tr>
<td>10th 6 months</td>
<td>1</td>
<td>0 14 5</td>
</tr>
</tbody>
</table>

And thereafter, the minimum rate.

Up to 16 years ....... 30 per cent. of basic wage.

<table>
<thead>
<tr>
<th>Age</th>
<th>Years</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 to 17</td>
<td>6</td>
<td>35</td>
</tr>
<tr>
<td>17 to 18</td>
<td>6</td>
<td>45</td>
</tr>
<tr>
<td>18 to 19</td>
<td>6</td>
<td>55</td>
</tr>
<tr>
<td>19 to 20</td>
<td>6</td>
<td>65</td>
</tr>
<tr>
<td>20 to 21</td>
<td>6</td>
<td>85</td>
</tr>
</tbody>
</table>
| 18 to 19 years | 6 | 35 per cent. of basic wage.
| 19 to 20 years | 6 | 65 |
| 20 to 21 years | 6 | 85 |
### WAGES AND REMARKS.

<table>
<thead>
<tr>
<th>Trade.</th>
<th>Area governed.</th>
<th>Ratio of Juniors to Adult Workers.</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>ENGINE-DRIVING (Midland Railway Company—I.A. 3/1930, Vol. 16, p. 45 (not Common rule))</td>
<td>Midland Railway Company ...</td>
<td>Not stated ... ... ...</td>
<td>17 to 18 years ...</td>
<td>10 to 18 years ...</td>
</tr>
<tr>
<td>ENGINEERING—I.A. 10/1929; Amended by Orders 335–336/1930, Vol. 12, p. 62</td>
<td>Radius 25 miles G.P.O., Perth ...</td>
<td>Junior workers under 21 may be employed in those callings where apprenticeship is not provided in proportion of 1 to every 3 or fraction of 3 adult workers employed in that branch.</td>
<td>1 to 3 or fraction of 3 in any br...</td>
<td>1 to 4 or fraction of 4 ...</td>
</tr>
<tr>
<td>ENGINEERING (South-West)—I.A. 14/1936 Vol. 17, p. 385.</td>
<td>South-West Land Division ...</td>
<td>Not stated ... ... ...</td>
<td>17 to 18 years ...</td>
<td>10 to 18 years ...</td>
</tr>
<tr>
<td>ENGINEERING (Agricultural Machinery Assemblers—Richard Purser) — I.A. 20/1936, Vol. 16, p. 293 (not Common rule)</td>
<td>Radius 12 miles G.P.O., Perth ...</td>
<td>Junior Assemblers, not truckers, 1 to 4 or fraction of 4</td>
<td>1 to 3 or fraction of 3 in any br...</td>
<td>1 to 4 or fraction of 4 ...</td>
</tr>
<tr>
<td>ENGINEERING (Assemblers) — I.A. 20/1936, Vol. 16, p. 383 (not Common rule)</td>
<td>South-West Land Division ...</td>
<td>Not stated ... ... ...</td>
<td>17 to 18 years ...</td>
<td>10 to 18 years ...</td>
</tr>
<tr>
<td>Age</td>
<td>Male Rate</td>
<td>Female Rate</td>
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<tr>
<td>16 to 17 years</td>
<td>40 per cent. of basic wage.</td>
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<td>17</td>
<td>18</td>
<td>50</td>
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<td>19</td>
<td>20</td>
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<tr>
<td>20</td>
<td>21</td>
<td>80</td>
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</tbody>
</table>

Not stated

Males—

During the 1st 6 months' experience

- 2nd 6
- 3rd 6
- 4th 6
- 5th 6
- 6th 6
- 7th 6

During the 1st 6 months' experience

- 2nd 6
- 3rd 6
- 4th 6
- 5th 6
- 6th 6
- 7th 6

Thereafter until attaining the age of 21 years

Junior Male Workers in cake and biscuit factories (i.e., Finishing Brake Hands, Assistant Mixers and Machine Hands)—

To commence

After 6 months' experience

- 12
- 2 years' experience

- 3

Provided that any worker over the age of 21 years shall be paid not less than the rates prescribed for adult workers.

Up to 17 years | 50 per cent. of basic wage. | |
| 17 | 18 | 72 |
| 18 | 19 | 83 |
| 19 | 20 | 94 |

On attaining 29 years | Full rate. |

Boys whose homes are in the vicinity of the forest may be employed in the nursery or on other light work.

Female Workers—

Picture-framing: 1 to 2 or fraction of 2 Journeymen employed

Machine in Upholstery and Bedding Branches, and Cutting-out in Bedding Branch: 1 to 2 or fraction of 2 Journeywomen

Lap Boys (Wickerwork Branch only): 1 to 3 or fraction of 3
## WAGES AND REMARKS.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Junior Workers to Adult Workers</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Under 14½ years</td>
<td>0 15 3</td>
<td>0 17 5</td>
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<td>14½ to 15</td>
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<td>0 17 5</td>
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<td></td>
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<td>15½ to 16</td>
<td>...</td>
<td>0 19 7</td>
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<td></td>
<td></td>
<td>16½ to 17½</td>
<td>...</td>
<td>1 1 9</td>
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<td>17½ to 18½</td>
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<td>1 4 5</td>
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<td>18½ to 20½</td>
<td>...</td>
<td>1 6 7</td>
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<tr>
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<td>20½ to 21½</td>
<td>...</td>
<td>1 9 2</td>
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<tr>
<td></td>
<td></td>
<td>Per week</td>
<td>...</td>
<td>1 14 5</td>
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</table>

From his 15th birthday: a junior shall be paid "Industry money," starting at £4, per week and increasing by 3s. per week each half-year until at 20½ years he will receive £6 per week. "Industry money" in addition to wages prescribed.

### HAIRDRESSING (Ladies)—I.A. 1/1937, Vol. 17, p. 75 (Common rule)

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Junior Workers to Adult Workers</th>
</tr>
</thead>
<tbody>
<tr>
<td>JEWELLERY AND WATCHMAKING—17/1936, Vol. 17, p. 143</td>
<td>Radius 14 miles G.P.O., Perth</td>
<td>Junior Female workers—1 to every 5 or fraction of 5 fully-paid adult workers</td>
</tr>
</tbody>
</table>

### LAUNDRIES EMPLOYED, I.A. 4, Vol. 12, p. 168

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Junior Workers to Adult Workers</th>
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</thead>
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<tr>
<td></td>
<td>Radius 14 miles G.P.O., Perth</td>
<td>2 to 1</td>
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</tbody>
</table>

LIME AND STONE WORKERS—9/1927, Vol. 8, pp. 12, 278

LOCAL GOVERNING BODIES (Officers) (Perth City Council)—3 of 1928, Vol. 9, p. 123

LOCAL GOVERNING BODIES (Officers) (excluding City of Perth)—14 of 1928, Vol. 10, p. 112

Radius 14 miles G.P.O., Perth... 2 to 3
Radius 30 miles G.P.O., Perth... 1 to 5
Radius 30 miles G.P.O., Perth... Not stated
Extending over and including the boundaries of the City of Perth and any premises or land upon which any undertaking of that Municipality is being carried on

Not stated

All municipalities (the City of Perth excepted), road boards and other local governing bodies throughout the State of W.A., but shall not include any municipality, road board or local governing body or authority whose total revenue does not exceed £2,000 per annum

Not stated

In special circumstances proportion of juniors may be increased by arrangement.

Junior workers not to be employed at night firing, quarrying, or powder monkey's work.

Juniors, including Junior Draftsmen (per annum)—

| Within 15-mile radius, G.P.O., Perth (per annum)— |
| --- | --- |
| Males. | Females. |
| £ s. d. | £ s. d. |
| 1st 6 months... 39 12 5 | 39 12 5 |
| 2nd 6... 32 16 6 | 32 16 6 |
| 2nd year... 36 6 6 | 36 6 6 |
| 3rd... 50 10 4 | 50 10 4 |
| 4th... 62 9 7 | 62 9 7 |
| 5th... 72 9 10 | 72 9 10 |
| 6th... 88 10 4 | 88 10 4 |
| Thereafter until 21 years of age... 118 15 8 | 118 15 8 |
| Provided that Junior Male Clerks at the completion of 1 month's service after attaining the age of 21 years shall be paid a salary of £30 6s. 8d. per annum and such salary shall thereafter be increased by yearly amounts of £2 to a maximum of £200 6s. 8d. is reached. |

Within 15-mile radius, G.P.O., Perth (per annum)—

| Males. | Females. |
| £ s. d. | £ s. d. |
| 1st 6 months' experience... 36 9 1 | 36 9 1 |
| 2nd 6... 47 15 3 | 47 15 3 |
| 2nd year's experience... 50 10 4 | 50 10 4 |
| 3rd... 50 10 4 | 50 10 4 |
| 4th... 50 10 4 | 50 10 4 |
| 5th... 60 10 4 | 60 10 4 |
| 6th... 60 10 4 | 60 10 4 |
| Thereafter until 21 years of age... 88 10 4 | 88 10 4 |

Outside 15-mile radius from G.P.O., Perth, but within South-West Land Division (per annum)—

| Males. | Females. |
| £ s. d. | £ s. d. |
| 1st 6 months' experience... 37 9 3 | 37 9 3 |
| 2nd 6... 49 1 6 | 49 1 6 |
| 2nd year's experience... 56 15 9 | 56 15 9 |
| 3rd... 61 9 10 | 61 9 10 |
| 4th... 98 18 4 | 98 18 4 |
| 5th... 123 10 2 | 123 10 2 |
| 6th... 123 10 2 | 123 10 2 |
| Thereafter until 21 years of age... 149 18 2 | 149 18 2 |
### APPENDIX XVI—PARTICULARS REGARDING JUNIOR WORKERS—STATE AWARDS, ETC.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>WAGES AND REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>LOCAL GOVERNING BODIES (Officers) (excluding City of Perth), 14 of 1928, Vol. 10, p. 112—contd.</td>
<td>All Municipalities, etc.—contd.</td>
<td>Not stated</td>
<td>Basic Wage:</td>
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<td></td>
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<td>Males</td>
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<td></td>
<td></td>
<td>£ s. d.</td>
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<td>Metropolitan Area</td>
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<td></td>
<td>South-West Land Division</td>
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<td>Goldfields</td>
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<td></td>
<td>Rest of State outside South-West Land Division (per annum)—</td>
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<td>Males</td>
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<td>£ s. d.</td>
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<td></td>
<td>1st 6 months’ experience</td>
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<td></td>
<td>2nd 6 months’ experience</td>
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<td>2nd year’s experience</td>
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<td>5th year</td>
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<td>6th year</td>
</tr>
<tr>
<td>MEAT EXPORT EMPLOYEES—15/1933, Vol. 14, p. 132</td>
<td>Radius 30 miles G.P.O., Perth</td>
<td>Not stated</td>
<td>Thereafter until 21 years of age</td>
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<tr>
<td>MEAT INDUSTRY (Geraldton)—L.A. 3/1922, Vol. 12, p. 104 (not Common rule) (see also Butcherings)</td>
<td>Radius 30 miles P.O., Geraldton</td>
<td>1 to 4, but if less than 4 adult workers employed, 1 to 1</td>
<td>Under 16 years</td>
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<td>14 to 16 years</td>
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<td>20</td>
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<td></td>
<td>Within 15-mile radius G.P.O.</td>
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<td></td>
<td>Outside 15-mile radius and within 30-mile radius</td>
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<td>Second</td>
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<td></td>
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<td>Third</td>
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<td></td>
<td></td>
<td></td>
<td>Fourth</td>
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<td></td>
<td></td>
<td></td>
<td>No junior shall do more than 1 hour’s scraping per day in first year; 2 hours per day in second year; 3 hours per day in third year; 4 hours per day in fourth year.</td>
</tr>
</tbody>
</table>

**Experience:** for the purpose of this section, shall mean the ability to carry out ordinary clerical duties acquired by working in a clerical capacity in the office of any local authority or commercial or business undertaking.

*Junior workers may be employed on certain specified work. Not to be permitted to work in chamber with a temperature below 32°.*
### MEAT INDUSTRY (Government)—L.A.
5/1907, Vol. 17, p. 62 (see also Butchering) (not Common rule)

Radius 30 miles G.P.O., Perth ...

1 to 4                                    |

<table>
<thead>
<tr>
<th>Age (years)</th>
<th>Rate per cent. of basic wage</th>
</tr>
</thead>
<tbody>
<tr>
<td>16</td>
<td>50</td>
</tr>
<tr>
<td>17</td>
<td>65</td>
</tr>
<tr>
<td>18</td>
<td>70</td>
</tr>
<tr>
<td>19</td>
<td>90</td>
</tr>
<tr>
<td>20</td>
<td>100</td>
</tr>
</tbody>
</table>

Where number of adult workers does not authorize appointment of apprentice, a junior may be employed in proportion of 1 to 2 or fraction of 2. An employer or manager working at the trade may count as an adult worker

### MEAT INDUSTRY (Bunbury)—L.A.
28/1907, Vol. 17, p. 461 (not Common rule) (see also Butchering)

Radius 30 miles P.O., Bunbury ...

1 to 15 or fraction of 15 adult workers in occupations for which apprenticeship is not provided

### MINING—2-6/1934, Vol. 14, p. 223

Yilgarn, Coolgardie, Broad Arrow, Dundas, Phillips River, East Coolgardie, North Coolgardie, North-East Coolgardie, Mount Margaret, East Murchison Goldfields and Northampton Mining District, and the Murchison, Yalgoo, Peak Hill and Gascoyne Goldfields, and the area outside these Goldfields in Western Australia comprised within the 24th and 26th parallels of latitude. Area comprised within 24th to 14th parallels of latitude

### MINING (Coal)—21/1935, Vol. 16, p. 193

South-West Land Division ...

**Not stated**

### Shop Section—

Under 16 years  ...  30 per cent. of basic wage.  
16 to 17  ...  35   ...  
17 to 18  ...  45   ...  
18 to 19  ...  60   ...  
19 to 20  ...  70   ...  
20 to 21  ...  100  ...  

**Abattoirs and Beef-casing Sections—**

Under 16 years  ...  35 per cent. of basic wage.  
17 to 18  ...  45   ...  
18 to 19  ...  60   ...  
19 to 20  ...  70   ...  
20 to 21  ...  100  ...  

### Casuals 20 per cent extra.

Under 17 years  ...  30 per cent. of basic wage.  
17 to 18  ...  60   ...  
18 to 19  ...  70   ...  
19 to 20  ...  80   ...  
20 to 21  ...  100  ...  

**No junior worker under 18 years to be regularly employed underground. No junior under 18 to be employed as rock-drill-men in shafts, rises or winzes, hand miners in shafts, rises or winzes, shaft timbersmen, in charge of explosives, loaders, plat- men, bracemen, or any other calling, or in any place which the Board of Refer- ence may consider unfit for the employment of juniors.**

Junior workers not to be employed in callings in the industry in which apprenticeship is provided for, except as strikers to blacksmiths' apprentices, rivet boys, messenger boys and cleaners-up.

### Screen Elevator, Picking Belt, Gaunty (Coupling), Wagon Attendants and Stable Boys—

<table>
<thead>
<tr>
<th>Per shift.</th>
<th>s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 16 years</td>
<td>6 0</td>
</tr>
<tr>
<td>16 to 17</td>
<td>6 0</td>
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<tr>
<td>17 to 18</td>
<td>7 6</td>
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<tr>
<td>18 to 19</td>
<td>8 9</td>
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<td>19 to 20</td>
<td>10 3</td>
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<tr>
<td>20 to 21</td>
<td>12 8</td>
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</tbody>
</table>

**Greasers of rollers—**

<p>| 15 to 16 years | 6 3   |
| 16 to 17    | 6 9   |
| 17 to 18    | 7 9   |
| 18 to 19    | 9 0   |
| 19 to 20    | 10 3  |
| 20 to 21    | 12 8  |</p>
<table>
<thead>
<tr>
<th>Trade.</th>
<th>Area governed.</th>
<th>Ratio of Juniors to Adult Workers.</th>
<th>WAGES AND REMARKS.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Males.</td>
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**MINING (Coal)—continued.**

<table>
<thead>
<tr>
<th></th>
<th>South-West Land Division</th>
<th>Not stated</th>
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<td>Main readers and pump attendants—</td>
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<td>Per shift.</td>
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<td>18 to 19 years</td>
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<td>No junior shall bring railway wagons from the dead-end to the screen, unless under the direction of the screenman.</td>
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<td>Flatters, Clippers and Spraggers—</td>
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<td>20 to 21 years</td>
</tr>
</tbody>
</table>

**MOTOR SERVICE STATION ATTENDANTS—24/1925, Vol. 15, p. 313**

<table>
<thead>
<tr>
<th></th>
<th>South-West Land Division and radius 26 miles Town Hall, Kalgoorlie</th>
<th>3 junior workers may be employed before an adult is employed. Thereafter 2 additional junior workers to 1 adult</th>
</tr>
</thead>
</table>


<table>
<thead>
<tr>
<th></th>
<th>Radius 25 miles G.P.O., Perth</th>
<th>Junior workers under 21 may be employed in those callings where apprenticeship is not provided in proportion of 1 to every 3 or fraction of 3 adult workers employed in that branch; provided that proportion shall not apply to juniors employed making or repairing core forms for beam, sewerage, fittings, and boiler water bags.</th>
</tr>
</thead>
</table>

**MUNICIPAL WORKERS (Kalgoorlie Municipal Council)—E.A. 12/1937, Vol. 17, p. 214 (see Common rule)**

|                | All works and undertakings of Kalgoorlie Municipal Council | Not stated | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
|----------------|---------------------------------------------------------|------------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
|                | Junior Workers in parks and gardens— |
|                | Under 17 years | ... | 3 | 0 | 50 per cent. of basic wage. |
|                | 17 to 18 years | ... | 3 | 0 | 5 |

*Format note for the taking of 1 cachet to cover all branches of the trade; also see endorsement of 1 cachet*.
<table>
<thead>
<tr>
<th>MUNICIPAL WORKERS</th>
<th>All works and undertakings of Kalgoorlie Municipal Council</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pastoral and Agricultural Workers—L.A. 31/1937 (not Common rule)</td>
<td>Government Research Stations and Experimental Farms throughout the State</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Junior Workers in Parks and Gardens—</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 17 years</td>
</tr>
<tr>
<td>17 to 18</td>
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<tr>
<td>18 ... 19</td>
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<td>19 ... 20</td>
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<tr>
<td>20 ... 21</td>
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<tr>
<td>14 to 15 years</td>
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<td>15 ... 16</td>
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<td>16 ... 17</td>
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<td>17 ... 18</td>
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<td>18 ... 19</td>
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<td>19 ... 20</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Casual Juniors—The rates prescribed plus 1/4d. per hour—</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
</tr>
<tr>
<td>15 to 16</td>
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<tr>
<td>16 ... 17</td>
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<td>17 ... 18</td>
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<td>18 ... 19</td>
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<tr>
<td>19 ... 20</td>
</tr>
<tr>
<td>20 ... 21</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>&quot;Junior&quot; defined as a female who has had less than 4 years' experience, or has not attained the age of 21, but does not include any female in receipt of the adult wage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Juniors in any establishment, other than bug-making, not to exceed the number of seniors</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Female Section—</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
</tr>
<tr>
<td>2nd</td>
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<tr>
<td>3rd</td>
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<td>4th</td>
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<td>5th</td>
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<td>6th</td>
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<td>7th</td>
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<td>8th</td>
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<tr>
<td>Thereafter up to the age of 21 years</td>
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<tr>
<td>In any case, on attaining the age of 21 years</td>
</tr>
</tbody>
</table>
## Appendix XVI.—Particulars regarding Junior Workers—State Awards, etc.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>Wages and Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PRINTING (Newspaper)—1/1936, Vol. 16, p. 171</strong></td>
<td>Radius 15 miles, G.P.O., Perth</td>
<td>Reading Room Cadets—For every 5 or part of 6 permanent readers' assistants employed, 1 cadet reader's assistant allowed, with a limit of 2 to each office</td>
<td></td>
</tr>
<tr>
<td><strong>RADIO WORKERS—I.A. 19/1935, Vol. 15, p. 344 (Common rule)</strong></td>
<td>Radius 25 miles, G.P.O., Perth</td>
<td>Employers to be permitted to continue to employ same number of juniors as were in their employ before date of agreement. Additional juniors in ratio of 1 to 1 additional adult</td>
<td></td>
</tr>
<tr>
<td><strong>RAILWAYS (Government) (Male—Clerical)—Railways Classification Board Award No. 1 of 1935</strong></td>
<td>State Railways</td>
<td>No limitation</td>
<td>Cadets to serve 3 years or longer, but not classified as Adult Readers' Assistants until reaching the age of 21 years.</td>
</tr>
<tr>
<td><strong>RAILWAYS (Government) (Female—Shorthand, Typing and Operating Calculating Machines—Railways Classification Board Award No. 1 of 1935</strong></td>
<td>State Railways</td>
<td>No limitation</td>
<td>Employer may appoint 1 son (or other nominee) as a Cadet to learn all the branches of the trade. Only one such Cadet at any particular time shall be allowed any employer.</td>
</tr>
</tbody>
</table>

### Wages and Remarks

- **Basic Wage:**
  - **Males:**
    - Metropolitan Area: 3.14 11
    - South-West Land Division: 3.15 10
    - Goldfields: 4.7 0
  - **Females:**
    - Metropolitan Area: 2.0 5
    - South-West Land Division: 2.0 11
    - Goldfields: 2.7 0
- **Cadets:**
  - 16 to 17 years: 2 s. d.
  - 17 to 18 years: 2 5 2
  - 18 to 19 years: 2 14 2
  - 19 to 20 years: 3 12 3
  - 20 to 21 years: 4 9 3
- **Cadets to serve 3 years or longer, but not classified as Adult Readers' Assistants until reaching the age of 21 years:**
  - 1st 6 months' experience: 20 per cent. of basic wage.
  - 2nd 6 months' experience: 25 per cent. of basic wage.
  - 3rd 6 months' experience: 35 per cent. of basic wage.
  - 4th 6 months' experience: 55 per cent. of basic wage.
  - 5th 6 months' experience: 65 per cent. of basic wage.
  - 6th 6 months' experience: 70 per cent. of basic wage.
  - 7th 6 months' experience: 85 per cent. of basic wage.

- **Entitled to holidays, free passes, privilege tickets, etc. Attendance at educational classes at Railway Institute is necessary.**
<table>
<thead>
<tr>
<th>State Railways</th>
<th>No limitation</th>
<th>Under 16 years of age</th>
<th>16 years and under 17 years</th>
<th>17 19 20</th>
<th>17 18 19 20</th>
<th>17 18 19 20</th>
</tr>
</thead>
<tbody>
<tr>
<td>All officers of Company except Heads and Sub-heads</td>
<td>Not stated</td>
<td>...</td>
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<table>
<thead>
<tr>
<th>Midland Railway Co.</th>
<th>Not stated</th>
<th>Up to 16 years</th>
<th>16 17 18 19 20</th>
<th>16 17 18 19 20</th>
<th>16 17 18 19 20</th>
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</tbody>
</table>

**ROOFTILE FIXING—I.A. 16, 1928, Vol. 8, p. 102 (not Common rule)**

<table>
<thead>
<tr>
<th>Radius 30 miles G.P.O., Perth</th>
<th>1 to 1</th>
<th>Up to 17 years</th>
<th>16 17 18 19 20</th>
<th>16 17 18 19 20</th>
<th>16 17 18 19 20</th>
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Entitled to holidays, free passes, privilege tickets, etc.
For basic wage scale see return for Apprentices.

A Junior Male Clerk who, within the first 2 years of service, passes the prescribed examinations in (1) Pitman’s Shorthand at 80 words per minute, (2) Typewriting at 40 words per minute, (3) Telegraphy at 15 words per minute Sound or 20 words per minute Transmission, (4) Timekeeping, (5) Railway Accounts, or any subject suitable to the branch to which he has been appointed, shall be granted an increase of salary 3 months prior to his birthday. In respect of (1) and (2) the increase shall apply only to the ensuing scale increase, but in respect of (3), (4) and (5) shall apply to future service. In addition, a junior male clerk who holds certificates for Railway Accounts and Telegraphy or Timekeeping and qualifies in Safe-working or the qualifying examinations suitable to his branch on or before attaining the age of 21 shall be granted a further advance of 3 months on his scale increase, and such increase shall apply to his future service.

Any Junior in receipt of a salary less than £120 per annum, who, in the opinion of the Head of the Branch, is obliged to live away from home, shall be granted a board and lodging allowance equivalent to the difference between his annual salary and £130 per annum. No Junior Clerk shall, except in emergency, be rostered for night duty, midnight to 6 a.m.

* Female juniors not employed under these Awards.
<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>WAGES AND REMARKS</th>
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</thead>
<tbody>
<tr>
<td>ROPE AND TWINE MAKING— 14/11/37, Vol. 17, p. 280</td>
<td>Radius 15 miles G.P.O., Perth</td>
<td>Not stated</td>
<td><strong>Males, Females</strong></td>
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<td>Basic Wage: £ s. d. £ s. d.</td>
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<td>Metropolitan Area 3 14 11 2 0 5</td>
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<td></td>
<td>South-West Land Division 3 15 10 2 0 11</td>
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<td>Goldfields 4 7 0 2 7 0</td>
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<td><strong>Juniors (Male)</strong></td>
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<td>Under 16 years 25 per cent. of male basic wage.</td>
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<td>16 to 17 50 37</td>
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<td>17 to 18 50 47</td>
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<td>18 to 19 50 57</td>
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<td>19 to 20 50 66</td>
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<td>20 to 21 50 80</td>
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<td><strong>Juniors (Female)</strong></td>
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<td>Under 16 years 45 of female basic wage.</td>
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<td>16 to 17 51</td>
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<td>17 to 18 50 60</td>
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<td>18 to 19 50 60</td>
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<td>19 to 20 50 80</td>
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<td>20 to 21 50 90</td>
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<td>All females and male juniors employed on spinning shall be paid 2s. 6d. per week in addition to rates prescribed.</td>
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<tr>
<td>SADDLEERY—L.A. 42/1925; Amended by Order 219/33, Vol. 15, p. 257</td>
<td>Radius of 30 miles G.P.O., Perth</td>
<td>Male Junior Workers—Ratio on a sliding scale, from 1 junior worker to 3 or fraction of 3, 2 junior workers to 4 journeymen.</td>
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<td>Female Junior Workers—2 juniors to one female worker receiving a margin of not less than 1s. 9d. above basic wage</td>
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<tr>
<td>SAWMILLING AND SLEEPING CUTTING (Timber Workers)—25/1933, Vol. 16, p. 273</td>
<td>South-West Land Division</td>
<td>1 to 8. Application to be made to the Union for an increase or reduction in special circumstances</td>
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<td><strong>Females—Commencing at 14s. per week for the 1st 6 months, up to £2 8s. 6d. per week for the 10th 6 months.</strong></td>
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<td><strong>Total cash weekly wage.</strong></td>
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<td><strong>Weekly Total monthly Less Total cash monthly wage. keep. wage.</strong></td>
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<td>Ordinary wages—2 s. d. £ s. d. £ s. d. £ s. d.</td>
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<td>Under 16 2 17 0 12 9 2 2 14 2 15 0</td>
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<td>16 to 21 3 2 0 13 8 8 2 14 2 10 14 6</td>
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<td></td>
<td>And the same rates for crew’s attendants under 8 years, and 18 to 21 years.</td>
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<td>No key or ordinary wages shall drive any work or attend any yardmen or hatches, or keep night watch or attend gaugeway.</td>
</tr>
<tr>
<td>SKEIN (State Shipping Service)—L.A. 6/1935, Vol. 16, p. 379 (not Common Frau)</td>
<td>Over whole State</td>
<td>Not stated</td>
<td><strong>Metropolitan Area—per cent. of male basic wage (per week)</strong></td>
</tr>
<tr>
<td>SHEET FIBROUS PLASTER AND PLASTER MODELLING—12/1928</td>
<td>20 mile radius G.P.O., Perth</td>
<td></td>
<td>Shop Sheet Reinforced</td>
</tr>
</tbody>
</table>
SHEET FIBROUS PLASTER AND PLASTER MODELLING—12/1936,
Vol. 17, p. 24

1st 6 months ... 20 38-21 46-24 54-21
2nd 6 " ... 28-62 46-77 54-77 62-77
3rd 6 " ... 37-20 50-45 58-45 66-45
4th 6 " ... 45-30 56-65 64-65 72-65
5th 6 " ... 53-48 62-83 70-83 78-83
6th 6 " ... 61-56 70-83 78-83 86-83
7th 6 " ... 69-64 78-83 86-83 94-83
8th 6 " ... 77-72 86-83 94-83 103-83
9th 6 " ... 85-79 94-83 103-83 111-83
10th 6 " ... 93-85 103-83 111-83 119-83
11th 6 " ... 101-91 111-83 121-83 129-83
12th 6 " ... 109-97 119-83 127-83 135-83

Thereafter, or on attaining the age of 21 years, whichever first happens, the minimum adult rate in the section in which employed.

When employed outside the metropolitan area but within the area of the award, wages to be increased (or decreased) in accordance with basic wage adjustments.

Under 18 ... 21 42 2 3 14 2 21 13 0
16 to 21 ... 2 2 0 13 8 6 2 14 2 10 14 6

No boy or ordinary seamen shall drive any wire or attend any yard or berth, or keep watch or act as gangway.

SHEET METAL WORKING—22 of 1936,
Vol. 17, p. 159

Radius 25 miles G.P.O., Perth

Stove and Range Section—1 to 2 or fraction of 2. Provided that when an employer has one or more junior workers in his Stove or Range factory who has completed 3 years' service in the industry, the employer may employ one junior worker in addition to the quota shown above

Cabinet-making and Gas-meter Making and Repairing—

Under 16 years ... 19 per cent. of basic wage.
16 to 17 ... 31 " " " "
17 ... 18 ... 44 " " "
18 ... 19 ... 60 " " "
19 ... 20 ... 75 " " "
20 ... 21 ... 95 " " "

No junior worker under 18 years, nor any female, shall operate a press or power hammer. "Press" shall mean a machine ordinarily used for the production of stamping or cutting by means of dies operated other than by human exertion.

Cabinet-making—Junior Females—

1st year's experience ... 35 per cent. female basic wage.
2nd " " ... 50 " " "
3rd " " ... 60 " " "
4th " " ... Margin 6s. 7d. "
5th " " ... Margin 10s. 4d.
<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>WAGES AND REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>SHOP ASSISTANTS</td>
<td>Radius 25 miles G.P.O., Perth</td>
<td>Male (except Junior Packers) 1 to 1 for first 5 male adults, and thereafter 1 to 2 or fraction of 2.</td>
<td>Male.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Packers—1 to 4. Where no adult shop assistant is employed 1 junior may be employed. Where 1 adult female assistant is employed 2 junior female assistants may be employed, 3 to 2, 4 to 3, 5 to 4, and thereafter 5 to 4.</td>
<td>Base Wage:</td>
</tr>
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<td></td>
<td></td>
<td>£ s. d.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Metropolitan Area</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>South-West Land Division</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Goldfields</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Within 15-mile radius.</th>
<th>Outside 15-mile but within 25-mile radius.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male.</td>
<td>Female.</td>
</tr>
<tr>
<td>Junior Shop Assistants, Despatch Hands,</td>
<td></td>
</tr>
<tr>
<td>Messengers—</td>
<td></td>
</tr>
<tr>
<td>Males.</td>
<td>Percentage male basic wage.</td>
</tr>
<tr>
<td>Under 15 years</td>
<td>18.75</td>
</tr>
<tr>
<td>15 to 16</td>
<td>23</td>
</tr>
<tr>
<td>16 to 17</td>
<td>23</td>
</tr>
<tr>
<td>17 to 18</td>
<td>23</td>
</tr>
<tr>
<td>18 to 19</td>
<td>23</td>
</tr>
<tr>
<td>19 to 20</td>
<td>23</td>
</tr>
</tbody>
</table>

And thereafter the prescribed minimum adult rate. Provided that adult female despatch hands in departments, shops or warehouses shall be paid not less than the prescribed minimum for adult female shop assistants. Adult and junior female despatch hands when employed in or about departments, shops or warehouses for which higher rates of wages are prescribed for female shop assistants shall be paid the higher rate so prescribed. Provided that junior female shop assistants employed in soft furnishing, manchester, dress and silk departments or shops shall receive a weekly minimum wage of—

Margin. 19s. 6d.

Provided also that junior female shop assistants employed in grocery departments or shops shall be paid not less than the following weekly rates:

<table>
<thead>
<tr>
<th>Within 15-mile radius.</th>
<th>Outside 15-mile but within 25-mile radius.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male.</td>
<td>Female.</td>
</tr>
<tr>
<td>Percentage female basic wage.</td>
<td>Percentage male basic wage.</td>
</tr>
<tr>
<td>Under 16 years</td>
<td>41</td>
</tr>
<tr>
<td>16 to 17</td>
<td>54</td>
</tr>
<tr>
<td>17 to 18</td>
<td>66.5</td>
</tr>
<tr>
<td>18 to 19</td>
<td>83</td>
</tr>
<tr>
<td>19 to 20</td>
<td>11d.</td>
</tr>
<tr>
<td>20 to 21</td>
<td>14s. 1 Id.</td>
</tr>
</tbody>
</table>

And thereafter the prescribed minimum adult rate. The minimum weekly rate of wage payable to junior clerks shall be:

<table>
<thead>
<tr>
<th>Male.</th>
<th>Female.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td>20</td>
</tr>
<tr>
<td>15 to 16</td>
<td>30</td>
</tr>
<tr>
<td>16 to 17</td>
<td>30</td>
</tr>
<tr>
<td>17 to 18</td>
<td>30</td>
</tr>
</tbody>
</table>

And thereafter the prescribed minimum adult rate.
<table>
<thead>
<tr>
<th>Age Range</th>
<th>Male Rate</th>
<th>Female Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>15 to 18 years</td>
<td>23</td>
<td>30</td>
</tr>
<tr>
<td>19 to 20 years</td>
<td>26</td>
<td>36</td>
</tr>
<tr>
<td>21 years and over</td>
<td>29</td>
<td>39</td>
</tr>
</tbody>
</table>

And thereafter the prescribed minimum adult rate.

The minimum weekly wage payable to junior packers shall be:

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Male Rate</th>
<th>Female Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 10 years</td>
<td>51</td>
<td>51</td>
</tr>
<tr>
<td>10 to 11 years</td>
<td>70</td>
<td>79</td>
</tr>
<tr>
<td>12 years and over</td>
<td>Margin</td>
<td>Margin</td>
</tr>
</tbody>
</table>

And thereafter the prescribed minimum adult rate.

Casual junior: The rates prescribed plus 1/4d. per hour.

Any person whether a junior or adult employed as a canvasser and/or collector shall be paid the full adult minimum wage.

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Male Rate</th>
<th>Female Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td>21.5</td>
<td>21.5</td>
</tr>
<tr>
<td>15 to 16 years</td>
<td>32.5</td>
<td>32.5</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>45</td>
<td>45</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>54</td>
<td>54</td>
</tr>
<tr>
<td>18 to 19 years</td>
<td>69</td>
<td>69</td>
</tr>
<tr>
<td>19 to 20 years</td>
<td>79.5</td>
<td>79.5</td>
</tr>
<tr>
<td>20 years and over</td>
<td>97</td>
<td>97</td>
</tr>
</tbody>
</table>

Casual junior workers shall receive 15 per cent. in addition to rates prescribed.

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Male Rate</th>
<th>Female Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 to 15 years</td>
<td>1</td>
<td>0.11</td>
</tr>
<tr>
<td>15 to 16 years</td>
<td>1.57</td>
<td>1.7</td>
</tr>
<tr>
<td>16 to 17 years</td>
<td>1.10</td>
<td>1.2</td>
</tr>
<tr>
<td>17 to 18 years</td>
<td>1.19</td>
<td>1.9</td>
</tr>
<tr>
<td>18 to 19 years</td>
<td>2.89</td>
<td>2.9</td>
</tr>
<tr>
<td>19 to 20 years</td>
<td>3.6</td>
<td>3.6</td>
</tr>
</tbody>
</table>

No junior to be employed on bulk wheat but juniors may be employed on light duties such as cleaning bags, sweeping up, etc.

Males—1 to 1 for first 5, thereafter 1 to 2 or fraction of 2. But junior packers shall not exceed 1 to 4 senior packers.

Females—1 to none, 2 to 1, 3 to 2, 4 to 3 and 5 to 4.
## Appendix XVI.—Particulars Regarding Junior Workers—State Awards, etc.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>Wages and Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SHOP ASSISTANTS (Narrogin) — I.A.</strong></td>
<td>Radius 5 miles P.O., Narrogin</td>
<td>Male: 1 to 1 for first 5, thereafter 1 to 2 or fraction of 2</td>
<td>Males: £ s. d.</td>
</tr>
<tr>
<td><strong>9/1933, Vol. 13, p. 278 (Common rule)</strong></td>
<td></td>
<td>Female: 1 to none, 2 to 1, 3 to 2, 4 to 3 and 5 to 4</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>SHOP ASSISTANTS (Collie) — I.A.</strong></td>
<td>Radius 20 miles P.O., Collie</td>
<td>Male: 1 to 1 for the first 5 and thereafter 4 to 5</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>22/1937, Vol. 17, p. 342 (not Common rule)</strong></td>
<td></td>
<td>An employer actually working in the business shall be considered as a senior</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>SHOP ASSISTANTS (Eastern Goldfields) — I.A.</strong></td>
<td>Radius 25 miles P.O., Kalgoorlie</td>
<td>Male: 2 juniors to 1 senior, 3 juniors to 2 seniors, Where more than 2 seniors are employed, 1 to 1</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>24/1929, Vol. 5, p. 373 (not Common rule)</strong></td>
<td></td>
<td>Female: 1 to none, 2 to 1, 3 to 2, 4 to 3 and 5 to 4, Where no male or female adult assistant is employed 1 junior male or female may be employed</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>SHOP ASSISTANTS (Harvey) — I.A.</strong></td>
<td>Radius 5 miles P.O., Harvey</td>
<td>Male: 1 to 2 or fraction of 2</td>
<td>£ s. d.</td>
</tr>
<tr>
<td><strong>30/1931, Vol. 1 (2), p. 68 (not Common rule)</strong></td>
<td></td>
<td>Female: 1 to 1, Where odd number employed, the additional one may be a junior</td>
<td>£ s. d.</td>
</tr>
</tbody>
</table>

### Junior Shop Assistants, Messengers, Storemen, Despatch Hands—

<table>
<thead>
<tr>
<th>Males: £ s. d.</th>
<th>Females: £ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td></td>
</tr>
<tr>
<td>15 to 16</td>
<td></td>
</tr>
<tr>
<td>16 to 17</td>
<td></td>
</tr>
<tr>
<td>17 to 18</td>
<td></td>
</tr>
<tr>
<td>18 to 19</td>
<td></td>
</tr>
<tr>
<td>19 to 20</td>
<td></td>
</tr>
<tr>
<td>20 to 21</td>
<td></td>
</tr>
</tbody>
</table>

Junior canvassers shall receive the ordinary shop assistants' wages according to age, plus 5/- a week, and where they provide their own bicycles, an extra allowance of 2/- 6d. per week.
<table>
<thead>
<tr>
<th>Shop Assistants, Men.</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 to 18 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>19</td>
<td>12</td>
<td>15</td>
</tr>
<tr>
<td>20</td>
<td>13</td>
<td>15</td>
</tr>
<tr>
<td>21</td>
<td>14</td>
<td>16</td>
</tr>
</tbody>
</table>

Junior shop assistants, men. messengers, storeroom, despatch hands - 5 to 8, 4.

An employer or manager actively engaged in business may count as a senior.

<table>
<thead>
<tr>
<th>Ages</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>16</td>
<td>16</td>
<td>14</td>
</tr>
<tr>
<td>17</td>
<td>17</td>
<td>15</td>
</tr>
<tr>
<td>18</td>
<td>18</td>
<td>14</td>
</tr>
<tr>
<td>19</td>
<td>19</td>
<td>13</td>
</tr>
<tr>
<td>20</td>
<td>20</td>
<td>12</td>
</tr>
<tr>
<td>21</td>
<td>21</td>
<td>15</td>
</tr>
</tbody>
</table>

Seniority experience - 2 to 3 years, 3 to 5 years, 5 to 7 years, 7 to 9 years.

<table>
<thead>
<tr>
<th>Ages</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 22 with less than 1 year's experience</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Under 22 with 1 year's experience</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Under 22 with 2 years' experience</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Under 22 with 3 years' experience</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Grocers' clerks - Under 16 years</td>
<td>13</td>
<td>2</td>
</tr>
<tr>
<td>17</td>
<td>17</td>
<td>15</td>
</tr>
<tr>
<td>18</td>
<td>18</td>
<td>15</td>
</tr>
<tr>
<td>19</td>
<td>19</td>
<td>15</td>
</tr>
<tr>
<td>20</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td>21</td>
<td>21</td>
<td>15</td>
</tr>
</tbody>
</table>

Soap and candlemaking - 8/1937.

Radius 15 miles G.P.O., Perth - Not stated.

Male junior workers:

- 14 to 15 years: 30 per cent. of basic wage.
- 15 to 16 years: 30.
- 16 to 17 years: 40.
- 17 to 18 years: 40.
- 18 to 19 years: 60.
- 19 to 20 years: 70.
- 20 to 21 years: 85.

Female junior workers (wrapping and packing):

- 15 to 16 years: 36 per cent. of female basic wage.
- 16 to 17 years: 40.
- 17 to 18 years: 60.
- 18 to 19 years: 60.
- 19 to 20 years: 80.
- 20 to 21 years: 95.

No junior under the age of 17 years shall be required to lift packages of a greater weight than 30 lbs.
### APPENDIX XVI.—PARTICULARS REGARDING JUNIOR WORKERS—STATE AWARDS, ETC.—continued.

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Ratio of Juniors to Adult Workers</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Civil Service—21/1936, Vol. 17, p. 22</td>
<td>All permanent officers under Public Service Act in Clerical and General Divisions whose salaries are less than £700</td>
<td>No restriction</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Age on Appointment</th>
<th>Salary at age of</th>
</tr>
</thead>
<tbody>
<tr>
<td>Junior Clerks—Male: 15</td>
<td>15 16 17 18 19 20</td>
</tr>
<tr>
<td>15 years</td>
<td>£ 74 96 £ 116 £ 148 £ 174</td>
</tr>
<tr>
<td>16 years</td>
<td>£ 74 96 £ 116 £ 148 £ 174</td>
</tr>
<tr>
<td>17 years</td>
<td>74 95 116 149 174</td>
</tr>
<tr>
<td>18 years</td>
<td>74 95 116 149 174</td>
</tr>
<tr>
<td>19 years</td>
<td>74 95 116 149 174</td>
</tr>
<tr>
<td>20 years</td>
<td>74 95 116 149 174</td>
</tr>
</tbody>
</table>

Junior Typists and Machine- |
| 15 years | 58 69 90 105 116 138 |
| 16 years | 69 90 105 116 132 |
| 17 years | 69 90 105 116 132 |
| 18 years | 69 90 105 116 132 |
| 19 years | 69 90 105 116 132 |
| 20 years | 69 90 105 116 132 |

These salaries are subject to basic wage allowances in the South-West Land Division and the Goldfields Areas in accordance with the differences between the basic wage as declared in those areas and in the metropolitan area. Notwithstanding the above scale appointees whose ages exceed 16 years, may be appointed at any salary fixed by the Commissioner within the limits of the scale but not less than age basis. Juniors are required to pass promotional examination between ages of 10 and 23 years before being appointed to senior positions.

<table>
<thead>
<tr>
<th>Messengers—</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>14 years</td>
<td>15s. 6d. per week.</td>
</tr>
<tr>
<td>15 years</td>
<td>15s. 6d.</td>
</tr>
<tr>
<td>16 years</td>
<td>21s. 6d.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Tracers—</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum £60 first year to maximum £132 fifth year.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Telephone—</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum £58 first year to maximum £132 sixth year. But female officers appointed on years of service shall in any case receive minimum adult wage at 21.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Trade</th>
<th>Area governed</th>
<th>Male Juniors (with exception Junior Packers)—1 to 1 for 1st 5, thereafter 1 to 2 or fraction of 2</th>
<th>Female Juniors—1 to none, 2 to 1, 3 to 2, 4 to 3 and 5 to 4</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>Storemen</td>
<td>Government Stores, Perth, Fremantle and North Fremantle</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Junior Assistants and Despatch Hands—</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Under 15 years</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16 to 17 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17 to 18 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18 to 19 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>19 to 20 years</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Under 15 years</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>15 to 16 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16 to 17 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17 to 18 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18 to 19 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>19 to 20 years</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Junior Packers—</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15 years</td>
<td></td>
</tr>
<tr>
<td>15 to 16 years</td>
<td></td>
</tr>
<tr>
<td>16 to 17 years</td>
<td></td>
</tr>
<tr>
<td>17 to 18 years</td>
<td></td>
</tr>
<tr>
<td>18 to 19 years</td>
<td></td>
</tr>
<tr>
<td>19 to 20 years</td>
<td></td>
</tr>
<tr>
<td>Junior Schoolmen—</td>
<td>Female Juniors—1 to none, 2 to 1, 3 to 2, 4 to 3 and 5 to 4</td>
</tr>
<tr>
<td>-----------------</td>
<td>------------------------------------------------------------</td>
</tr>
<tr>
<td>Under 15 years</td>
<td>15 to 16</td>
</tr>
<tr>
<td>15 to 17</td>
<td>17 3 13 9</td>
</tr>
<tr>
<td>15 to 18</td>
<td>18 3 13 9</td>
</tr>
<tr>
<td>15 to 19</td>
<td>19 3 13 9</td>
</tr>
<tr>
<td>15 to 20</td>
<td>20 3 13 9</td>
</tr>
<tr>
<td>16 to 17</td>
<td>17 3 13 9</td>
</tr>
<tr>
<td>16 to 18</td>
<td>18 3 13 9</td>
</tr>
<tr>
<td>16 to 19</td>
<td>19 3 13 9</td>
</tr>
<tr>
<td>16 to 20</td>
<td>20 3 13 9</td>
</tr>
<tr>
<td>17 to 18</td>
<td>18 3 13 9</td>
</tr>
<tr>
<td>17 to 19</td>
<td>19 3 13 9</td>
</tr>
<tr>
<td>17 to 20</td>
<td>20 3 13 9</td>
</tr>
</tbody>
</table>

**SUPERPHOSPHATE WORKERS—**
2/1935, Vol. 15, p. 162

<table>
<thead>
<tr>
<th>South-West Land Division (excluding Binney &amp; Sons, Welshpool)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Radius 15 miles G.P.O., Perth ... Not stated ... ... ... ...</td>
</tr>
</tbody>
</table>

**TAILORING (ORDER)—** 1/1930, Vol. 12, p. 81

| Radius 25 miles G.P.O., Perth ... No provision for junior workers ... |
| Collie and districts ... ... ... ... |
| Northam ... ... ... ... |
| Bunbury ... ... ... ... |

**TAILORING—** L.A. 13/1928, Vol. 8, p. 144 (Common rule)

<table>
<thead>
<tr>
<th>L.A. 13/1926, Vol. 10, p. 211 (not Common rule)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Males—</th>
<th>Maslinching:</th>
<th>£ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
<td>0 11 6</td>
<td></td>
</tr>
<tr>
<td>8th 6 months</td>
<td>2 12 10</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Coating:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
</tr>
<tr>
<td>10th 6 months</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Pressing:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
</tr>
<tr>
<td>8th 6 months</td>
</tr>
</tbody>
</table>

No junior under 15 to be employed in wheeling bags of superphosphate or similar material up an inclined ramp or board. No boy under 18 to be employed on night shift.

Provision made for an employer to take one son as a cadet to learn all branches of trade; rates of wages as for apprentices in cutting branch.

**Females—**

<table>
<thead>
<tr>
<th>Coatmaking:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
</tr>
<tr>
<td>10th 6 months</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Trouser, Vest or Skirtmaking:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st 6 months</td>
</tr>
<tr>
<td>8th 6 months</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Fitting up and Trimming:</th>
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<tbody>
<tr>
<td>Males.</td>
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<tr>
<td>1st 6 months</td>
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<td>8th 6 months</td>
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<tr>
<td>Trade</td>
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<tr>
<td>TIMBER MACHINING—4/1926, Vol. 6, p. 214</td>
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<tr>
<td>TRAMWAYS (Government)—Male—Clerical (Agreement between the Commissioner of Railways and Tramways, Electricity Supply, Ferry and Trolley Bus Officers’ Union, No. 18 of 1937)</td>
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<tr>
<td>Female— shorthand, Typing and Operating Calculating Machines. (Agreement as above)</td>
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<tr>
<td>TRAMWAYS (Kalgoorlie)—I.A. 19/1936, Vol. 16, p. 381 (not Common rule)</td>
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<tr>
<td>TRAMWAYS (Fremantle)—2/1931, Vol. 13, p. 237</td>
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<td>TRANSPORT (Mails—Passenger carrying)</td>
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</table>
### TRANSPORT

<table>
<thead>
<tr>
<th>Radius 85 miles G.P.O., Perth</th>
<th>Not stated</th>
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<tbody>
<tr>
<td>Under 16 years ...</td>
<td>...</td>
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<td>16 to 17 ...</td>
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<td>17 to 18 ...</td>
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<td>19 to 20 ...</td>
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<td>20 to 21 ...</td>
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</tbody>
</table>

No person under 21 years to be permitted to drive any vehicle whilst carrying passengers, except at rate prescribed for drivers (adult). No person under 17 years to be employed as a fare collector.


<table>
<thead>
<tr>
<th>Radius 15 miles G.P.O., Perth</th>
<th>Junior workers between 17 and 21 years in proportion of 1 to 4 (male)</th>
</tr>
</thead>
<tbody>
<tr>
<td>17 to 18 years ...</td>
<td>...</td>
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<td>18 to 19 ...</td>
<td>...</td>
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<tr>
<td>19 to 20 ...</td>
<td>...</td>
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<tr>
<td>20 to 21 ...</td>
<td>...</td>
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</tbody>
</table>

No male person under 17 years, nor any female, shall be employed in any cellar or room in which wines or spirits are drawn, broken down or bottled.

### WIRR WORKING—L.A. 17/1928, Vol. 8, p. 153 (Common rule)

<table>
<thead>
<tr>
<th>Radius 25 miles G.P.O., Perth</th>
<th>Wire netting factories, 2 to 1. All other sections (excluding link mesh, machine) 1 to 1. An employer who is himself a journeyman working at a trade may count as an adult worker. All work on link mesh machines may be performed by junior labour. No junior under 18 years of age shall be employed in galvanising department</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 to 15 years ...</td>
<td>...</td>
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<td>15 to 16 ...</td>
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<td>16 to 17 ...</td>
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<td>17 to 18 ...</td>
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<tr>
<td>19 to 20 ...</td>
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<tr>
<td>20 to 21 ...</td>
<td>...</td>
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</tbody>
</table>

Juniors on shift work—

| Under 15 years ... | ... | 15 10 ... | 16 1 ... |
| ... | ... | 1 3 4 ... | 1 3 8 ... |
| ... | ... | 1 1 3 ... | 1 1 8 ... |
| ... | ... | 1 1 0 ... | 1 0 2 ... |
| ... | ... | 2 7 2 ... | 2 7 9 ... |
| ... | ... | 2 15 1 ... | 2 15 9 ... |
| ... | ... | 3 6 9 ... | 3 7 7 ... |

Juniors on shift work—

| Under 15 years ... | ... | 15 10 ... | 16 1 ... |
| ... | ... | 1 3 4 ... | 1 3 8 ... |
| ... | ... | 1 1 3 ... | 1 1 8 ... |
| ... | ... | 1 1 0 ... | 1 0 2 ... |
| ... | ... | 2 7 2 ... | 2 7 9 ... |
| ... | ... | 2 15 1 ... | 2 15 9 ... |
| ... | ... | 3 6 9 ... | 3 7 7 ... |

### WOOL SCOURING—L.A. 11/1933, Vol. 18, p. 281 (Common rule)

<table>
<thead>
<tr>
<th>Radius 30 miles G.P.O., Perth</th>
<th>1 junior may be employed, and thereafter 1 to 4 or fraction of 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 to 15 years ...</td>
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</tbody>
</table>

Casual juniors 1/4d. per hour extra.

### WOOL STORE EMPLOYEES — L.A. 7/1929, Vol. 9, p. 63 (not Common rule)

<table>
<thead>
<tr>
<th>Radius 25 miles P.O., Fremantle</th>
<th>1 to 4. In computing the number of juniors wool stores, and skin stores shall be taken separately</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 to 15 years ...</td>
<td>...</td>
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<td>...</td>
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</tbody>
</table>
### Appendix XVI.—Particulars Regarding Junior Workers—State Awards, etc.—continued.

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Junior workers under 21 and not less than 17 may be employed in proportion of 1 to 3 or fraction of 2 adults under each award, not being less than 1</td>
<td>Males.</td>
</tr>
<tr>
<td>Yampi Sound Mining Company— (Engineering, 30 and 43 of 1936; Plumbing, 32 of 1936; Electrical, 34/1936; Carpen:tering, 40/1936; Painting, 46 of 1936; Miscellaneous (A.W.U.), 39/1936), Vol. 17, pp. 262, 264, 267, 270, 272, 275</td>
<td>Yampi Sound ... ... ...</td>
<td>17 to 18 years ... ... ... 60 per cent. of basic wage.</td>
<td>£ s. d.</td>
</tr>
<tr>
<td>INSURANCE CLERKS ... ... ...</td>
<td>Throughout the State ... ... ...</td>
<td>The proportion of Senior Clerks to Juniors shall in all cases be regulated by the employer concerned.</td>
<td>18 ... 19 ... ... ... 70 &quot;</td>
</tr>
<tr>
<td>MILL EMPLOYEES (Flour) ... ... ...</td>
<td>Throughout the State ... ... ...</td>
<td>1 to 4 or fraction of 4 adults ... ... ...</td>
<td>20 ... 21 ... ... ... 90 &quot;</td>
</tr>
<tr>
<td>PASTORAL WORKERS ... ... ...</td>
<td>Throughout the State ... ... ...</td>
<td>Not stated ... ... ...</td>
<td>21 ... 22 ... ... ... 100 &quot;</td>
</tr>
</tbody>
</table>

#### Federal Awards.

<table>
<thead>
<tr>
<th>Wages and Remarks.</th>
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<tbody>
<tr>
<td>Males.</td>
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<tr>
<td>Per annum.</td>
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<tr>
<td>1st year ... ... ... 45</td>
</tr>
<tr>
<td>2nd ... ... ... 60</td>
</tr>
<tr>
<td>3rd ... ... ... 75</td>
</tr>
<tr>
<td>4th ... ... ... 90</td>
</tr>
<tr>
<td>5th ... ... ... 110</td>
</tr>
<tr>
<td>6th ... ... ... 135</td>
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</tbody>
</table>

After which the minimum for age 21 is reached.

<table>
<thead>
<tr>
<th>Males.</th>
<th>Per week.</th>
<th>£ s. d.</th>
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</thead>
<tbody>
<tr>
<td>Under 17 ... ... ... 12</td>
<td>6</td>
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<tr>
<td>17 to 18 ... ... ... 2</td>
<td>3</td>
<td></td>
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<tr>
<td>18 to 19 ... ... ... 2</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>19 ... 20 ... ... ... 2</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>20 ... 21 ... ... ... 3</td>
<td>11</td>
<td></td>
</tr>
</tbody>
</table>

Employer has right to place Junior Workers in mill, engine-room, or store as required. No Junior male employee shall be employed in packing more than 5,000 lbs. of flour and/or bran and/or cordwood per hour.

Junior Station Hands— £ s. d.

| Under 18 years ... ... ... 16 | 6 per week with keep |
| " " " " " " " " " " " " " " 17 | 6 " without keep or |
| " " " " " " " " " " " " " " 0 | 6 " per day without keep, if engaged by the day. |
| 18 to 21 years ... ... ... 1 | 6 per week with keep |
| " " " " " " " " " " " " " " 2 | 2 " without keep or |
| " " " " " " " " " " " " " " 0 | 7 " per day without keep, if engaged by the day. |

Junior Store Hands—

| Under 18 years ... ... ... 2 | 15 0 per week with keep |
| " " " " " " " " " " " " " " 4 | 1 0 " without keep |
| 18 to 21 years ... ... ... 3 | 5 0 " with keep |
| " " " " " " " " " " " " " " 4 | 9 0 " without keep |

PRINTING (Commercial) ... ... ... Radial 15 miles G.P.O., Perth

Males—£ to each male adult in each department.

Females—Not stated; but no department to be manned exclusively by juniors.
<table>
<thead>
<tr>
<th>PRINTING (Commercial)</th>
<th>Printing 12 miles G.P.O., Perth</th>
<th>Male—2 to each male adult in each department. Females—Not stated; but no department to be manned exclusively by juniors.</th>
<th>Male—</th>
<th>Per week.</th>
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<td></td>
<td>£ s. d.</td>
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<td>Under 15 years</td>
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<td>16 to 17 years</td>
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<td>18 .. 19 years</td>
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<td>20 .. 21 years</td>
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<td>Females</td>
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<td>1st year's experience</td>
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<td>5th</td>
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<td>Ordinary Rates for Juniors—Together with keep on the vessel to be provided at employer's expense—</td>
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<td></td>
<td>Per month.</td>
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<td>Ordinary Seaman under 18 years</td>
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<td>18 or more years</td>
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<td>Fireman’s Attendant, if over 18 and under 21 years</td>
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<td>Deckhand’s Attendant, under 18 years</td>
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<td>No boy or ordinary seaman shall drive any winch or crane, or attend any yardarm or halyard, or keep night watch or attend gangways.</td>
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<td></td>
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<td>Per month.</td>
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<td>Cadets, Probationers, or Boys</td>
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<td>Under 17 years</td>
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<td>17 to 20 years</td>
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<td>21 .. 24 years</td>
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<tr>
<td>STEWARDS (Marine), (State Steamships)</td>
<td>Throughout the State</td>
<td>Not stated</td>
<td></td>
<td>£ s. d.</td>
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<tr>
<td>THEATRICAL EMPLOYEES</td>
<td>Throughout the State</td>
<td>Wardrobe Department—1 to 2 (on permanent staff) Other Departments proportion not stated.</td>
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<td>£ s. d.</td>
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<td>Under 17 years</td>
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<td>17 to 18 years</td>
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<td>20 .. 21 years</td>
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<td>Artists' Improvers—</td>
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<td>1st year</td>
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<td>Biograph Department—</td>
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<td>Operators Assistants in small pictures, not exceeding 24 hours</td>
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<td>Film Spool Runners using motor cycles, for 7 performances not continuous picture shows</td>
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<td>Film Spool Runners—Boys using ordinary cycles as above</td>
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<td>Messenger Boys and Film or Spool Winders (weeks of 44 hours)</td>
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<td>14 to 15 years</td>
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<td>15 .. 16 years</td>
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<td>16 .. 17 years</td>
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<td>If required to thread up machine</td>
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<tr>
<td>Trade.</td>
<td>Area governed.</td>
<td>Ratio of Junior to Adult Workers.</td>
<td>WAGES AND REMARKS.</td>
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<tr>
<td>THEATRICAL EMPLOYEES</td>
<td>Throughout the State</td>
<td>...</td>
<td>Per performance.</td>
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<td>...</td>
<td>£ s. d</td>
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</table>
| "Messenger Boy and Film Spool Winder" means and includes a lad who runs messages, threads up machines, files carbons, trims arc lamps when current is not connected to the lamps, rewinds and repairs films, sweeps out operating rooms, and cleans and changes electric globes in theatres not higher than 15 feet from the nearest ground or floor level. Any employee employed as a messenger boy and spool winder who does any duty in connection with the machines while operating or takes his turn on the machine because it is necessary to do so or under orders from the operator, or does any duty in connection with an arc lamp while current is connected with the lamp, shall be paid the rate prescribed for an assistant operator according to the scale for the class of theatre.
LIST OF EXHIBITS.

Exhibit 1—The Christian Brothers’ Agricultural School: a brochure.
2—Pocked Year Book, 1936.
3—1933 Census Figures W.A. Population ages 12 to 18 and an estimate as at 31st December, 1936.
4—Employees under 16 years in W.A. Factories during the year ended 30th June, 1936.
5—Return showing the number of apprentices registered in various trades during the years 1926 to 1936 inclusive and during the first quarter of the year 1937.
7—Register form: employer. (Boys’ Employment League.)
8—Register form: boy. (Boys’ Employment League.)
9—Register card: boy. (Boys’ Employment League.)
10—Register card: employer. (Boys’ Employment League.)
12—Prospectus, Rules and Regulations of the School of Agriculture, Narrogin, 1937.
14—Apprenticeship Regulations, standard conditions.
15—Statement of apprentices registered at various dates 1929 to 1937.
16—Statistics concerning Building Trades Permits.
17—Building Trades Apprenticeship Regulations—
   Government Gazette dated 1st June, 1928.
   Government Gazette dated 15th June, 1930.
   Government Gazette dated 5th June, 1931.
18—Letter to Minister for Labour dated 29th May, 1936, on behalf of Building Trades Apprenticeship Board.
22—Return showing proportion of juniors and adults employed in factories for each of the years 1924-1936.
23—Return showing the respective proportions of adults and juniors employed in metropolitan and country shop districts for the year 1936.
24—Statistics compiled from information collected under Factories and Shop Act, 1929.
25—Apprentice Regulations: Commercial Printing Trade—extract from Commonwealth Award, adopted by Board of Reference Western Australia, 15th September, 1933.
26—The preventive training scheme of South Australia: Extract from the Printing Trades Journal, 10th December, 1933.
27—Letter dated 28th February, 1935, to Mr. J. Chappell, the Metropolis Master Printers’ Association, Perth, from the Secretary N.S.W. Printers’ and Connected Trades Association.
28—Second report of the Commissioner for the special areas (England and Wales), 1936.
30—Set of forms: application for training at a Government Training Centre.
31—Class syllabuses: Technical School Training for Apprentices.
32—Letter dated 26th May, 1936, to Industrial Registrar, Court of Arbitration, Perth, from Joseph Hamilton.
33—A list of sheet-metal works.
34—A list of adult and junior workers employed in canister making.
35—Statement showing the number of apprentices registered in the plumbing trade 1926 to the first quarter of 1937.
36—Statement showing the number of apprentices registered in the sheet-metal working trade 1926 to the first quarter of 1937.
37—Statement of unemployed carpenters (Perth Branch only) 19th January to 23rd December, 1935.
38—Statement of unemployed carpenters (Perth Branch only) 15th January to 26th December, 1936.
39—Statement of unemployed carpenters (Perth Branch only) 8th January to 29th May, 1937.
40—State membership of the Amalgamated Society of Carpenters and Joiners’ Union and Apprentices registered 1929 and 1932.
41—Unemployed members Operative Painters and Decorators’ Industrial Union of Workers, November, 1934, to May, 1935.
42—Unemployed members Operative Painters and Decorators’ Industrial Union of Workers, May to November, 1935.
43—Unemployed members Operative Painters and Decorators’ Industrial Union of Workers, November, 1935 to May, 1936.
44—Unemployed members Operative Painters and Decorators’ Industrial Union of Workers, March, 1936 to November, 1936.
Exhibit 45—Unemployed members Operative Printers and Decorators' Industrial Union of Workers, November, 1936, to May, 1937.

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REPORT OF EVIDENCE.

TUESDAY, 6th APRIL, 1937.

A. A. WOLFF, Esq., K.C., Commissioner.

ALLAN GEORGE BARNARD FISHER, B.A., Ph.D.,
Professor of Economics at the University of Western
Australia and Director of Adult Education, sworn and examined:

1. By the COMMISSIONER: Your title is Professor of Economics at the University of Western Australia?—Yes.
2. You are also Director of Adult Education?—Yes.
3. What are your degrees?—Bachelor of Arts, Melbourne, and Doctor of Philosophy, London.
4. How long have you been professor at the University of Western Australia?—Just over one year.
5. And previously?—I was at Otago, New Zealand, for 11 years.
6. You were economic adviser to the Bank of New South Wales?—Yes, I was appointed in 1924.
7. You have given special study to the subjects of banking and the monetary system?—Yes.
8. You have evidence before the recent Royal Commission?—Yes.
9. You have given attention to the question of unemployment generally in Western Australia?—Yes.
10. You have also studied the position in regard to other countries?—To some extent, yes.
11. You have prepared a statement for this Commission?—Yes.
12. That statement travels along general lines?—Yes.
13. It indicates the general causes of unemployment?—Some of them, yes.
14. And the means by which the position could be, I will not say cured, but bettered?—Yes.
15. You are aware that this Commission does not deal with the general subject of unemployment?—That is so.
16. I understand you are of opinion that the one cannot be considered without the other?—They are very closely interrelated.
17. Where they are inter-related there would be no objection to dealing with both subjects. I would regard that as being within the scope of the Commission?—Yes.
18. May I give the general intimation to the statement you have before you—very well. It is as follows:—

In preparing this statement for submission to the Commission, it appeared to me that it might be more useful if at this stage I confided myself to general observations, many of which would be equally relevant if a similar inquiry were being undertaken in some other country or State. If there are any specific points on which it might be thought useful for me to express an opinion at a later date, I should be happy to attempt to do so after I had had an opportunity of informing myself more accurately concerning the concrete facts of local organisation.

I take it that the Commission is not directly concerned to consider the problem of the general causes of unemployment. A complete survey of that subject would necessitate a great amount of work, some of which would probably not be particularly useful, inasmuch as it could scarcely avoid being a repetition of studies which have already been carried on intensively elsewhere. It should, however, be borne in mind that the utmost that could be done in connection with the matters which are specifically mentioned in the terms of reference would be almost certainly, by itself, full far short of a complete solution of the problem of youth employment. Such a solution, or any approximation to it, would require action in several fields which are rather remote from the matters with which it appears that the Commission has been asked to deal. The report of the Federal Royal Commission on Monetary and Banking Systems, for example, will probably contain much material which is relevant to the wider issue. On the other hand, it would be a mistake for people who are eager to probe into fundamental causes to despise action of a more limited kind because it could not dispose of the whole problem. The two methods of approach should, in practice, be combined. It is sometimes said that unemployment has always been with us, as if that fact diminished the importance of endeavours made to reduce the volume of unemployment to a minimum. Instead of saying that unemployment has always been with us, it seems much more important to insist that the volume of unemployment has always been greater than it need be. Any effort which seems likely to be effective in diminishing unemployment deserves active support, even if it is certain not to destroy unemployment altogether.

19. In other words, you say you could not reasonably expect to wipe out unemployment altogether?—I would not positively affirm that, but I say that any particular kind of policy you would not be able to abolish unemployment altogether. It would require combined action in a wide variety of fields, and it is always worth while to see what can be done in any particular limited field.
20. So far as you can reasonably see at the present time, any action taken would minimize the position rather than cure it?—I think that is probable.
21. What do you think, at bottom, are the causes of the present unemployment?—I think there are several groups of causes which in some respects are separate and independent, although they are also inter-related. I think that the expansion of credit in the period prior to the depression was an important factor leading up to the reaction which followed later. I think the political events in many parts of the world, which have checked the growth of international trade, are very important. I think that in some sense the problem to which people refer as technological unemployment has also been important, but I would think of that, not so much in terms of the displacement of workers as a result of mechanical development but rather the resistances to the transfer of workers from old to new employment. I think that is the more important aspect.
22. Do you think that workers today are not able to adapt themselves to changed situations?—In part, they are not able to; in part, they are not allowed to.
23. I take it that since you have been in Western Australia, you have not had an opportunity to make a close study of the real causes in this State?—You mean the general causes as they operate.
24. You have given a general statement of the position, but I suppose you would need a much closer examination of statistical data in order to ascertain what are the causes operating here?—Yes, but I should be rather surprised if such an examination led to the conclusion that the causes here were very different from the causes in other countries. There would, of course, be slight differences, but I take it that the problem is world-wide and that the same conclusion is, broadly speaking, operating in every country.
25. But, as regards the degree of causative factors, that may vary?—Yes.
26. You have given consideration to the question of how best to remedy the present economic position in regard to youth unemployment?
27. Put shortly, what is your proposition?—Put shortly, it sounds so simple as to appear quite impracticable. Shorty, the solution is to discover the kind
of work which will produce the things that the rest of us will want and be able to buy, and teaches the youths to do that sort of work. I am afraid that will not help you greatly.

28. Will you elaborate what you have said?—Yes.

29. The problem of unemployment?—The problem of unemployment can indeed be stated very briefly and simply, though obviously such a description of its nature does not immediately lose its meaning. The essence, indeed, when put down in black and white, may appear almost platitudinous; it may nevertheless be worth while to state it formally, as expected action is often put forward which conflict directly with the fundamental principles involved.

To make employment available to every member of the community who is competent to make a contribution to the community’s income; it is necessary first to estimate the relative importance of demand in the future for the various goods and services which purchasers will wish to buy. In making such an estimate, we must take into account the natural resources and capital equipment which are or will be available, and which help to determine the average income level which it will be possible to attain, and we must further take into account the probable demand for products which we happen to be well equipped to offer to purchasers in other countries, who will then be able to offer in exchange other things which can be added with advantage to our own community income. Having made such an estimate, it will be then necessary to ensure that an adequate number of workers is induced to enter the various industries concerned, and given adequate training to enable them to be employed.

30. You think it would be possible to get data in the shape of statistical information on which you might work with a view to looking ahead?—Yes; it would be a matter of great difficulty, and one should not expect 100 per cent. accuracy in results, but I have no doubt that we can get a better basis for forecasts than we have at present.

31. Could you work out a system of statistical data which would enable you to forecast with a degree of accuracy what the demand was likely to be?—Yes, in broad outline. I have some general observations later on in my written statement. It would probably be better if that system were worked out at leisure.

32. Should you like to do it at a later date?—I can attempt it.

33. How would the international situation influence your propositions? You have countries throwing up barriers against goods produced here, and you have all sorts of things put on trade between nations. It would affect them very materially. That is undoubtedly one of the important factors that must limit the accuracy of one's forecasts.

34. Barriers are so sudden and so drastic as a rule that they are likely to knock your forecasts out!—Yes, but I think it a mistake to regard these things as unpredictable. To some extent they are bound up with our own policy.

35. In working out your forecast you would be allowed to take some element of elasticity?—It would be allowable to allow a fairly wide margin of error.

36. If, at a later date, you would give a more detailed sketch of how it could be worked out?—I shall do so.

37. In considering the general unemployment problem, and the youth unemployment, there is no difference in the principles involved?—No, essentially they are the same.

38. I think you point out that for more sentimental reasons we are prone to take more notice of youth unemployment than of adult unemployment?—Yes, that is quite natural.

39. Do you think there is any distinction that could be pointed out between the youth unemployment problem and the adult unemployment problem? One distinction is mentioned in the next paragraph of my statement.

The first conclusion which I suggest emerges when the problem is described in this way is that it is a mistake to think of youth employment as a problem in any important way different from the problem of employment in general. For quite natural, if sentimental, reasons, public opinion is rightly most concerned with the serious waste which arises when young persons are unable promptly to find a place in the organisation of industry, and the problem of finding places for such persons is essentially the same as that of finding places for men and women who once had employment, but are no longer able to get it in those fields to which they have become accustomed. In one important respect indeed the youth part of the problem is a little simpler than the general problem as a whole, for where sound policy demands a distribution of labour in proportions different from those which have been usual in the past, it is clearly easier to carry the redistribution through smoothly when one has to deal with persons who have not yet built up vested interests in any particular kind of skill, than when one has to attempt to transfer older people from work for which they are thoroughly equipped to newer fields where for a time they may be unlikely to have any particular competence. The problem of training is simpler than the problem of retraining, but their important fact should not induce us to lose sight of the fundamental identity of the principles by reference to which these two activities should be carried on.

40. You know that in the past great activity has taken place in endeavouring to direct youth employment into primary and secondary industries?—Yes.

41. That seems to have been the objective in order to correct the position?—Yes.

42. What do you say in regard to that policy?—In my statement I make the following remarks:

The second general conclusion suggested is that if one's objective is the provision of suitable employment for the youth of the State, it is a mistake to confine one's attention to what we have become accustomed to call primary and secondary industries. The definition of these terms is always perfectly clear, but if it is intended by their use to exclude from consideration the provision of employment in fields such as commerce, retail wholesale trade, transport, the professions, etc., the effect of such exclusion is so narrow that the range of the survey as to make it increasingly difficult to pretend that anything like the whole potential youth employment was not covered. Ultimately the ability to maintain oneself in active employment depends on one's ability to make things which other people will wish to purchase, and there is no reason for believing that people in the future are likely to desire to buy only the products of primary or secondary industries. Activities which may essentially be characterized as 'tertiary' are likely to be of rapidly increasing importance in fields for employment. It is quite a mistake to suppose that at the stage of development when the world has now reached there is any social virtue or merit attached to either primary or secondary production which does not equally attach to any kind of activity which results in the满足 of a need which people are desirous of satisfying. It is increasingly necessary that the supply of primary and secondary production should not only be maintained, but be increased, and for many of them it is highly desirable to take advantage of the opportunities for further material progress.
which advances in science are always offering to us, that the supplies which it is desirable to have will increase in anything like the same proportions as the supplies of other products which are not necessarily of a primary kind. It is not due to chance, nor should it be a matter for regret, that the tendency for the number of persons employed in the larger industry and in the lesser and the larger, in the secondary industry also, to increase less rapidly than the number employed in other fields has been practically world-wide.

It is well to notice the insuperable consequence from the general improvements in the technique of production which tend to make it relatively easier than it was in the past to obtain the bare essentials for the maintenance of life, and thus leave a growing volume of resources available for the production of things which a generation or two ago were a luxury. The position to-day of countries which have been an exception to this general trend does not suggest that they are any better off on that account. It is not integrated in my thought that it is not necessary to accept the traditional fields of primary and secondary production will not be highly important sources of employment. We are more likely to be relieved from the necessity of finding additional labour for the number of persons who are there employed.

All that is suggested is that it is not longer necessary to think in terms of rapid increases in the number of persons involved in these fields, and that on the average the number of persons so employed is likely to increase less rapidly than the total population.

There is no doubt from the allocation of people entering employment, it will often be safer to assume that they will be wanted in the relatively new kinds of work which develop in a progressive community rather than in the older traditional industries which have been most important in the past. We must preserve a balance between the different kinds of employment, but we must also realise that this balance is constantly changing. The balance which was appropriate twenty years ago will be in appropriate to-day. It is quite certain that we shall never find the condition of the necessity for redistribution of the available labour supply. Improvements in technical education itself will sometimes bring up this problem. For in some instances the allocation of technical labour in an industry would make it possible and desirable to keep up output at an adequate level with a reduced labour force, and the resources which were no longer required in primary production, and to a relatively new field of employment. A further corollary conclusion which follows from this line of reasoning is that it is no longer true that the normal conditions which employed younger people would be encouraged to follow is preparation for farming work.

It might be pointed out here that the trend which I have been indicating is along which a satisfactory solution of the problem of so-called technological unemployment must be sought. The progress of mechanisation and other types of industry changes simultaneously release labour and capital and for comparatively new types of production and produce the purchasing power to buy these new things through a reduction in price which should follow. If I can get for sixpence something for which I have been accustomed to pay a shilling, I have sixpence left over to spend on other things, and the prudential public which is always before us is that of transferring the released resources of production to the new fields of activity.

43. You are talking about machinery displacing the individual worker. That does happen with serious consequences. The proposition put up is that you can so adjust your economic forces that the displacement would be automatically balanced in some other direction. That would be rather too optimistic a view to take, but with wise and reasonable control adjustments certainly could be made in the future as have frequently been made in the past.

44. In what way would that control be exercised?—

Certainly speaking in the past it has not been exercised, consciously or deliberately, by anyone. It has rather been left to the forces of supply and demand, whatever that may mean.

45. Assume that a certain machine displaced 100 men. In what way could you make the principle of primary displacement?—Ultimately the only effective way to do that would be to insure that, at the same time as the change occurred, there was an expansion of activity in some other field, it would not be possible displaced would go direct to that other field, but so long as there was a sort of chain displacement ending in the people going into the newer type of employment, the adjustment could be regarded as having been made fairly satisfactorily.

46. How would you insure that the work would be available in some other field for the displaced workers?—Broadly, that is not an insuperable problem. It is a matter of some planning, in a little, for example, the people in the area that has to be done when books are available from the government to some young people engaged in training, which is to enable us to avoid the unutilised activities.

47. Unemployment has been an order of the century,—In the United States it is a problem of substantial secondary, and of course there is a need for a national effort. The same is true of the many countries that have been affected by their unemployment, and in the case of foreign countries, the results are often different. The social question is not a subject which can be isolated; the living standards of the people, the national wealth, and the stability of government all depend on each other. The social and economic changes which have been taking place in the United States are of prime importance to the whole world, and the plans for unemployment insurance which are now before Congress are of the same order of necessity as those adopted by other nations.

48. Then you would not regard that as an evil?—I think it would be wrong to do so. The statement continues:

While there are no doubt exceptions to the rule, changes in the structure of industry are likely on the whole to bear more harshly in the first instance upon the adult than upon the younger generation of those who are displaced and for whom it is necessary to seek alternative forms of employment, will be people who have already had some experience in industry. But even in the field of youth employment, it is of course important that young persons should be lightly encouraged, not to enter occupations with any prospect of industrial change is already leading to diminishing demand for labour.
You have said that the problem perhaps bears more heavily in the first instance upon the poor than upon the young. Assume that a person has had a certain type of employment, and that through industrial competition that employment may be fit for one type of employment only. What intentions do you suggest should be made to overcome the present lack of adaptability that many of our workers are reported in industry to have? The man who lays bricks is not suitable for any other class of work. What method do you suggest to overcome the difficulty? I imagine the difficulty varies in different classes of employment. In the machinery section it is so difficult to transfer men from one branch to another. In cases where it is a matter of difficulty the most sensible course would be to be cautious in the earlier stages of training that rigidity of outlook was discouraged and adaptability encouraged. That would not be entirely a matter of technical training—in part it would be so—but it would be a case of general education encouraging adaptability. It seems to me important that the general standard of education should be raised for everyone, not apprenticeship regulation. Industries concerned are going to live by unskilled labour or otherwise.

We might now pass on to discuss generally the apprenticeship system. My statement on that subject is as follows:

For many centuries past one important device for training new entrants to an industry has been apprenticeship in one or other of its forms. Essentially the industry largely the hands of small employers, themselves skilled craftsmen who worked alongside their employees and had close personal relations with them. It was simple and easy to place the responsibility for passing on training skills upon the shoulders of masters to whom apprentices were indentured. As time went on, however, the traditional position in the establishment of apprenticeship was more and more closely associated with devices for regulating the number of new entrants into various industries and trades. It is now generally understood that such regulation might in certain circumstances become purely restrictive in its effects and help to build up a monopolistic position for those who happened to be employed in the protected trades. It would however be wrong to assume that regulation necessarily has this effect. People who are disposed to consider regulation of the labour force as a desirable course of action might constantly remind themselves that the restrictions which exist to-day are in very large measure the result of the bitter experience of wage earners who found that the number of apprentices trained when no restrictions were imposed was far in excess of the number of persons who had a reasonable prospect of regular employment.

It may be seen that the social and industrial conditions within which the apprenticeship system flourished have radically altered. Traditional skills have lost a good deal of their importance and in many communities the personal relations between employer and employee has completely disappeared. It was once the general rule for an apprentice to live in the house of his master, a situation which it is scarcely possible to reproduce when the legal master is a mass national concern of shareholders, and the number of apprentices permitted by regulation is large. In many modern industries, adaptability is the most important quality, and adaptability does not necessarily emerge from a leisurely training for skill in a handicraft. Partly for this reason the apprenticeship system has become a good deal of its importance and some people would be prepared to scrap it altogether. But while it must be agreed that changes in the technique of production and the size of the characteristic unit of production have in many instances rendered the apprenticeship system obsolete, it must not be forgotten that the problem of regulating the field of employment remains. One suspects that many of those who are eager to-day for the abolition or drastic recasting of apprenticeship are really aiming at the abolition of the machinery which regulates it. The existing machinery is an absolute open to criticism in detail but it would be rash to assume that no machinery whatever is necessary. Those who are impatient about apprenticeship rules would also do well to remember that the alleged difficulties which they encounter are not peculiar to this State. In one form or another the same complaints are frequently made in Great Britain and in other countries. This does not of course prove that the complaints are without justification: but it does suggest that the practices to which objection is made have persisted in history and in the life of the community than one would gather from those who are apt to attribute them to the short-sightedness of a few trade union officers or others.

Taking a broad view of the subject, then, you think that the apprenticeship system has not outlived its usefulness? I think that in many important types of industry its usefulness has disappeared. I imagine its usefulness has disappeared in those industries.

Would you detail those industries?—It is difficult to do that offhand; but in all the manufacturing industries where the character of the labour is of the sort that we describe as semi-skilled, I do not think there is much scope for a long period of apprenticeship. The necessary degree of skill can be obtained there in a comparatively short space of time, and the formalities of indentures are unsuitable in those cases.

Then it comes to this, that some system should be set up to deal with the altered conditions in those particular industries?—Yes.

What would you suggest?—I would not be prepared to make any detailed suggestions in regard to that just now.

Would you mark it down as a detail for reconsideration?—Yes.

Looking at the question of skilled crafts, then, you think that the apprenticeship system is quite a good system where the character of the labour is of the sort that we describe as semi-skilled, that is to say, a number of years as he has to acquire a high degree of skill in that particular industry?—Yes. I should think that in some, and perhaps in many cases that is so; but whether it is in any particular case, one could not easily determine without some knowledge of the technical conditions.

What about the difficulty that strikes on account of individual tuition? You get an apprentice working alongside a master craftsman, and you find that the apprentices-to-day are not apprenticed to the journeyman but to masters who very often know nothing at all about the trade. The degree of skill that the apprentice acquires and the amount of tuition that he is given depend really on the journeyman with whom he happens to be associated?—Yes. I should say that is one of the technical factors to be taken into account.

Even in those cases in which I have mentioned there are apparently some defects?—Oh, yes!

Would you be prepared to consider what alterations might properly be made to overcome this difficulty?—Yes, but I have no time to think on that.

I realise, of course, that you are now dealing with the subject along general lines, which I think is a very good plan. Later on I shall be calling people more intimately connected with the various industries, and you will have an opportunity of reading what they say and criticising them. Yes?

We have often heard of complaints of overcrowding in industry, and I think you have made some allusion to a certain amount of congestion which has been considered as a necessary result of people being crowded in. The machine has been so much improved that there is no longer any insuperable obstacle to the employment of more people. The congestion Bepercated as a result of the high rate of employment should be solved.
disputed that at the present time there are probably some industries which are already overcrowded. This, it would certainly be advisable to introduce any large number of new entrants. At the same time any specific complaints of overcrowding should in the first instance be regarded. The good deal of overcrowding and this conception should be especially stubborn when the complaints are made by persons whose incomes are normally well above the average for the rest of the community. Provided such persons complain about overcrowding, they usually mean little more than that if the number of their competitors is increased, there will be difficulty in maintaining the privileged necessities which they have built up in the past. But there is no valid reason why such privileged positions should be protected, and the problem of youth unemployment certainly cannot be adequately dealt with if there is throughout the discussion, an implied assumption that the relative economic positions of different groups of workers, which have been established in the past, are never to be disturbed. Genuine overcrowding is much more likely to occur in the lower paid than in the higher paid kinds of work. It is, indeed, so going too far to say that a chronic shortage of unskilled labour should be one of the major ends of policy in every civilised country.

62. You say that generally speaking overcrowding is more likely to occur in the lower paid than in the higher paid kinds of work. Maybe, but it is still much easier to get into these occupational groups. The higher paid kinds of work are usually those which require expensive training, and sometimes a long period of service, and this naturally weeds out a lot of people, some of whom, are by nature more competent to undertake work of that sort.

On the other hand, complaints that the professional are overcrowded seem to me, for the reasons indicated above, to be unwarranted. One of the basic principles which should guide any policy of youth unemployment is that the rate of entry into the relatively better paid occupations should be a little more rapid than in the past, and the rate of entry into the relatively worse paid occupations should be slowed down a little. "Not only Fathers, but States also, should desire that their children should do the finest and best paid work of the world."

63. Turning to the other side of the picture, we often hear complaints of labour shortage. Even today, when there is unemployment, we hear of labour shortage. I would like to discuss that. My statement deals with that aspect.

But while scotetion is sometimes justified when people already at work in any particular field claim that their occupations are overcrowded, scotetionism is the result of the workers complaining about a shortage of particular kinds of labour. It is always desirable to ensure that men are trained in the occupation of which they are likely to take positions of the kind to which I have already alluded; but the mere fact that at any given time employers find it difficult or impossible to get adequate supply of skilled labour of a particular kind does not by itself prove that undue restriction has been practised in the past. Before such a conclusion could be established, it would be necessary to examine, in each case, in question, was not one in which employment normally fluctuates rather violently, so that one would expect to find periods in which there was a shortage of labour followed by reduced demands in which labour is in chronic oversupply. Building is a well-known illustration of this kind of industry. A really satisfactory solution clearly depends upon the possibility of organising such work, so that there was more regular demand for it; and this is part of the wider problem of smoothing out the fluctuations of the trade cycle as a whole. Something useful might be done by a more co-operative effort to deal with fluctuations in the demands of Government departments and private employers. Government programmes of building should be pushed forward most energetically when private building was slack, and when private building was unusually active Government activities should be curtailed, which thereby would both assist the raising of the school age and also be affected by a long-sighted general credit and banking policy. But in any event it is clear, I think, that an increase in the number of people available for such employment would not meet the case, while it might seem to ease the situation at times when skilled labour was apparently scarce it would make it correspondingly worse during the slack periods which normally followed.

64. A good many factors have been discussed as calculated to relieve the present position of youth unemployment. One, I think, has been the raising of the school age. Yes.

It is natural that when we are faced with a difficulty in finding employment for all the young persons who are entering the labour market, the suggestion should be vigorously supported that the raising of the school age would provide an important part of the solution for which we were looking. This suggestion is discussed at some length in the recent book on Unemployment Policy by Dr. H. R. Walker, of Sydney; and I am in general agreement with the opinions which he has there expressed. In my opinion, the case for a prolongation of the normal period of education has been established both on economic and on other grounds; nor do I think that consideration of the special factor should be regarded as an important factor. Increased cost there must be, of course, and in particular the position of parents with small incomes, who are naturally eager that their children should be as well educated as possible, and who earn as soon as possible, must be taken into account. But from the point of view of the community as a whole, the additional expense should be regarded not as a cost, but as an investment, on which we, our children, may earn as soon as possible. Our national income will increase in consequence, and we shall therefore be well able to bear the additional expenses of education without any way lowering our normal income level.

65. Would you mind elaborating the last proposition, that if we are properly educated our national income will increase? The idea I had in mind was that, on the whole, the efficiency of labour is likely to be greater if people are well prepared beforehand along general educational lines, and that the raising of general educational standards is therefore likely to result on the general quality of the labour performed in the community, and by that means the national income, which is dependent on the efficiency of labour, will be correspondingly raised.

66. That is assuming that all we produce by means of that labour could be sold in the market? Yes, assuming that you solved your problem.

67. That is, putting it again, assuming that you have some co-ordinated system of balancing your supply and demand, so to speak, in regards to labour? Yes.

68. As a matter of historical fact, or as a matter of observation at the present time, one very important explanation of the differences in standards of production and income and living in different countries is to be found in educational standards? It would not be fair to say that, in the countries with higher educational standards you have higher income standards. To normalise the two things are cause and effect.

69. What age do you consider should be the school leaving age? That is rather a technical point. You have to move by stages there. Sixteen years is the sort of age that, I understand, a great many educational authorities have suggested as suitable at the present juncture.

70. Many countries have adopted that age, have they not? Some have. I would not like to say many. But that certainly is the trend.

71. Has the experience been, where an increased age has been adopted as the leaving age, that the youth unemployment problem has decreased? I would not like to say that. I have not seen any conclusive evidence bearing on that point. The problem certainly has not got any worse.

72. Have you noted specific discussions in any other countries that would affect the position? I have noticed some such discussions.
73. Could you look them up for me? I can attempt to do so. My statement continues-

Another, important point to exaggerate the contribution which raising the school age would make to the solution of unemployment problems. At the time the change was made, there would be an immediate reduction of the pressure upon the juvenile labour market, and though some of the effects of this relaxation would be merely temporary, there would be a permanent contract in the size of the labour force. Whether it was necessary to find employment. But this would not alter in any fundamental respect the essential of employment policy.

Apart from this factor of complexity, there is no essential difference between the employment problem in a community of, say, half a million potential able-bodied workers, and one of, say, five million. In either case it is necessary to secure some form of employment according to the broad principles which were enunciated earlier. Changes in the relative importance of different occupations as fields for employment will be no less numerous, and it will be just as difficult and important to locate the proper employment for young people when they finally leave school. Indeed, the small size of the school age will create new problems of adjustment. To take an obvious case, the Education Department would have to provide more schools and train more teachers, and indirectly it would also be necessary to reorganise certain types of work, where in the past, reliance has been placed upon regular supplies of juvenile labour.

74. Various methods have been discussed with a view to fitting the young to the work for which they are trained. We have heard a good deal said about vocational guidance. Will you deal with that subject? - Yes. In my statement I have made the following observations-

The idea that, before beginning to train anyone for a specialised occupation, we should first ascertain whether his or her natural aptitudes make the contemplated choice of occupation reasonable or not, is one that can stand a thorough test. Although, I suggest that in many instances it is easy to exaggerate the definiteness of the advice which it is possible to offer. The more provision of information would, however, often be quite useful without any comparison whatever either to enter or to retrain from entering particular occupations.

75. What means would you suggest for getting that information? - In some instances it is simple and obvious. But, the behavior of the school age has an unsuspected defect in sight becoming a motor driver. That is obviously a case that, if it could have been observed beforehand, could be extended to, and thus would have an important and a significant disadvantage. I suppose, apart from these fairly obvious instances, information that would be of assistance could be obtained from school records and from interviews that good teachers could give, partly on the psychological investigations of one kind or another. There is undoubtedly a good deal of value in such psychological investigations, without taking all at its face value. My statement proceeds-

But in the elaboration of practical schemes for vocational guidance, it is important to bear in mind the dangers which were mentioned earlier of the implied assumption that there is to be an interference with privileged positions. If this assumption is not challenged, the machinery for vocational guidance might easily degenerate into an instrument for perpetuating existing inequality in income-differences and existing industrial forms, or what comes to much the same thing, for confusing entry to the more favourably situated occupations with the children of those who were already employed in similar fields.

76. I have listened to your comments with interest. How are you to obviate the evil that you may say result? In your statement you say, "But in the elaboration of practical schemes for vocational guidance, it is important to bear in mind the dangers which were mentioned earlier of the implied assumption that there is to be no interference with privileged positions." One practice, I think, is to apply one's minds to the most important thing to be considered, which means having some systematic and widespread machinery for meeting the cost of training. A great deal is done in that direction, but not. I think, sufficient. Another method of safeguarding results is a bit more vague, but it simply amounts to a suggestion that you should always be on the lookout for the effects of the prejudices I am criticising. This is one instance where I think constant vigilance is the price of liberty. To continue with my statement-

This tendency might show itself in two ways. If vocational guidance is confined to the children of wage-earners, it is easy to assume that the children of parents who are already comparatively well off are the obvious persons to enter the professions and other highly-paid kinds of work, merely because their parents can afford to send them through the necessary training. And, on the other hand, the advice given to the children of wage-earners will not be satisfactory, either from their point of view or from the point of view of the community if, right from the outset, the possibility is ruled out of their entering occupations of a different type from those in which their parents have been engaged. This may be done because the expenses of training for the better-paid types of work are accepted simply as a fact and not as a problem to be investigated. Or it may be the result of more subtle social prejudices which often continue to operate even when the barriers of training and maintenance expenses have been surmounted. One gets the impression that there are still many unarticulated, or unarticulated, or unrecognised practices which could easily arise up, which are not quite so powerful in this State as in other states, or indeed in some other parts of Australia. But there is no justification for being complacent about this. We still have a long way to go before we can claim that we have achieved anything approximating to genuine equality of opportunity in this State. This problem is often, and quite properly, discussed from the standpoint of the interests of the individuals to whom opportunity is in effect denied, but I raise it here more from the point of view of the last suffered by the community as a whole. Unemployment difficulties arise in part from the tendency to chronicle over-supply of labour in many occupations which are poorly paid, and that supply which can effectively check only by breaking down the barriers which often block the way to the more attractive occupations.

77. That could be ascertained, presupposing that we could have some definite information on which to work. It is useless to start to reason unless you have premises from which to draw your inferences. It follows, therefore, that you must have some accurate system for getting information, such as statistical information? - Yes. On that point I have included the following references in my statement-

As a preliminary to the mention of any effective practical systems, an accurate factual information must first be collected. Some valuable information could probably be collected with very little cost, and with a short space of time. For other facts, it may be necessary to have a more continuous survey extending over a longer period. It is, for example, clearly important that the number of unemployed persons within certain age limits should beascertained, and in this connection it is probable that the meaning of unemployment should be extended a little further than is usual, to include casual and casual-like employment.

78. At the present time, we have not accurate figures providing that data? - No. Probably you cannot get any accurate figures, but you could probably get some partial figures, and they would serve as far as the want.

79. I am having some figures prepared, and I can submit them to you for your comments later on. Very well. To continue my statement-

Something in the nature of a State census would seem to be called for here; whether this could usefully be carried out without elaborate preparation, or a matter on which statisticians would be more expert than I am. I think it should be possible to build up a reasonably accurate picture without a great deal of trouble. From the deductions from the facts revealed in the last census we would give us the aggregate number of persons...
in each age group. The records of the authorities responsible for employment relief should give some information to the proportion of persons unemployed in some of these groups. For certain types of work, employers are already required to make regular returns of the number of persons employed, and it would not be difficult to arrange that these returns should be somewhat more detailed. The collection of such information would have to be extended to other groups of which the number is at present not touched, and with the assistance of supplementary information from secondary schools and other educational institutions, a reasonably accurate idea of the number of persons unemployed at present could be obtained. There are objections in some cases to relying largely or exclusively upon information collected from employers, but for this particular purpose it would seem to be necessary that such objections should be raised. In any event, that seems to be the simplest method to adopt at the outset, and the technique of collecting information could be improved, necessary, later, in the light of experience gained.

The information upon which forecasts of future demands for different kinds of labour should be based is more difficult to collect, and its usefulness is further greatly limited unless it is made available over a period of time long enough to make possible the recognition of significant trends. In certain particular instances it is comparatively easy to predict with fair accuracy the demand several years ahead. Educational authorities, for example, with census records of ages before them, and knowledge of death rates and other factors reducing the numbers of the youth ranks of other children, should have little difficulty in estimating the number of teachers whom it is advisable to train from time to time, and the movements of employment in some other occupations are predictable to a similar extent. But for the majority of occupations, the problem is much more complicated, and it is naturally in connection with employments where the problems are most urgent and where the information is not now available, that the lack of certainty on these points is the most serious. If experience shows that the results of trusting to traditional methods and institutions are unsatisfactory, it seems that anything which fails short of a regular survey of investments, profits or other relevant facts over the whole of industry would be inadequate. In this connection, indeed, the problem of regular employments and the problem of correct investment become nearly identical, and I may perhaps be allowed to quote some remarks which I made on this question to the Royal Commission on Monetary and Banking Systems last June—

"If further expansion along the lines to which we have been accustomed is unwise, it becomes a matter of the highest importance to determine the alternative directions along which the flow of capital should proceed. In order to do this, an efficient organisation for maintaining a continuous survey of industry as a whole would be of great value. The points of greatest profitability could then be more easily identified, and it is generally safe to assume that further capital investment could be made with the greatest advantage in the fields of industry where profits are already above the average. At the present time the launching of new units of production can sometimes be undertaken without adequate knowledge of the demand for the products of other parts of the market, and this further increases the risk of relative over-production. Each trading bank presumably has access to a great deal of information which is relevant to the purposes which have been mentioned, but it is doubtful whether full use is made of the information which is available, and in any case an attempt by itself could collect information which covered the whole field. A central bank is, however, in an unusually favourable position for collecting information about relative profits and other relevant matters and presenting it in a way which could offer a useful guide for the trading banks and for the ordinary investor."

I am not suggesting that the Commonwealth Bank should have any executive power to prevent or to compel investment in certain directions. Its function is the collection of information which would be necessary to go further and organise some more positive control of investment. In the first instance, however, it would be sufficient to take the first step, for this information in this connection might well be advisory, the provision of information. Whether the mere provision of information would be enough is a matter to be determined only by experience. It seems to me that there would be a very considerable need for its provision, just as it would be necessary to go on a service and to confer upon the advisory authority.

This suggestion is perhaps of little immediate practical concern to this Commission, which is in a position to recommend the creation of effective machinery which could be set up in this State, without reference to others, or in other States, or in the Commonwealth. The need for the information which would be required to supply the gaps in the available evidence is however great. The Commission has been greatly assisted in its task by the willingness of the Board to supply the information at its disposal. Other information is required, and it would seem that the establishment of a centralised and co-operative system of these data would be a most valuable and urgent task.

80. I shall be glad if you will sketch out for me a scheme for collecting information showing the channels along which you consider employment should flow—

I will do so.

81. Another topic which is often discussed is the relation of women to industry: I shall be glad, too, if you will offer some comment in that regard.—With regard to complaints that the employment of women is displacing male labour? I think that complaint is unfounded, and the tendency to replace one by which one would approach technological employment. The two cases are parallel. I do not think there is any reason for believing that increasing employment of women has diminished the volume of employment as a whole available for men, although in certain industries it has done so, that is to say, if women are introduced into certain types of work you get the problems which have to be dealt with in the same way as the problem arising from increased mechanisation.

82. Have you any figures to show that the employment of females has increased since the depression?—No; but I do not think it has. This, however, is just a guess, although it has increased as compared with 20 or 30 years ago.
83. If we take the pre-depression ratio and compare it with the subsequent ratio, do you consider there is any great difference?—No. I think the employment of women today is a little less than it was before the depression.

84. The unemployment problem is much more accentuated than before the depression.—That is so.

85. Have you not found that it would be hardly fair to blame the employment of women that is taking place to-day?—I suggest that the whole thing is irrelevant to the issue.

86. Do you consider that women should be kept in certain branches of industry, and not allowed to compete in other branches?—I do not see why they should not be seen as a field as anywhere else. Of course there is less demand to be met, but we can hardly be inefficient in respect to people affected by that position has grown and is growing rapidly. If the number of people over 65 years of age constitutes, say, four per cent of the population, a proposal for compulsory retirement is a different proposition from what it would be if the number were eight or ten per cent. If one hastily said that everyone over 65 had to retire, it might happen that in 20 or 30 years time tremendous troubles would crop up. In Western Australia the proportion of people over 65 years was shown to be more than twice as great in the 1933 census as in the 1911 census.

87. We have a large army of unemployable youths. Could you say the time in which your scheme could be brought into operation to minimise the existing position?—The problem would have to be dealt with in a situation where we do not know what is going to happen. It would be difficult to carry it out unless you and an inducement. More compulsion may fail. You get better statistics when you have an insurance scheme than where you have none.

88. Do you consider the present system of education in primary schools falls short of the mark in regard to the future training of the next generation?—Yes, I think it is valuable to have a greater proportion of children of the primary schools who have not received a primary education at all. I think that that would be a good thing, but it would be difficult to carry it out unless you and an inducement. More compulsion may fail. You get better statistics when you have an insurance scheme than where you have none.

89. Do you think the system would involve the registration of every youth who is unemployed?—I think that that would be a good thing, but it would be difficult to carry it out unless you and an inducement. More compulsion may fail. You get better statistics when you have an insurance scheme than where you have none.

90. Do you suppose the system would work?—Firstly, we should have a rational system whereby we can predict with certainty the requirements of the labour market.—With a certain degree of certainty.

91. So that we can minimise the number of people who are out of employment?—Yes.

92. Then, secondly, it is suggested that our apprenticeship system could be revised and improvements made, particularly in regard to certain industries?—Yes, that is a matter that depends on the evidence adduced in the case.

93. Thirdly, we could have a more elaborate system of vocational training for youths, to equip them for employment later?

94. And that training should be so elastic as to allow of a person trained for one occupation being able to fall back on another in case of necessity?

95. Fourthly, you say that we should so adjust our industries—I am now taking the long-sighted policy— as to make the alternation of a body of displaced labour from one section quite easy in a new section?—Yes.

96. In other words, we should always keep our eye on changing circumstances and be able to supply the needs of the community at any particular time?—Yes.

97. Fifthly I gather that you are in favour of increasing the school-leaving age?—Yes.

98. To what age, you do not desire to pin your self down?—That is so.

99. I take it you would be in accord with what has been done in other countries?—Yes.

100. Sixthly, as the necessary machinery to achieve the desired result we must have an elaborate system of statistical information?—Yes.

101. As you correctly say, it is impossible to reason accurately unless you have an accurate foundation from which to draw your conclusions?—Yes.

102. As your head comment or say you the employment of women in industry should not be interfered with?—That is so.

103. So long as those vocations which they enter are suitable to them?—That is so.

104. There are some industries which is not wise to allow women to enter?—That is so.

105. You say that as far as you can see the present primary education system does not call for any interference?—That is going rather far, because my knowledge of the system does not warrant any opinion from me one way or the other.

106. Lastly you said that in order to deal with the present situation you would have to give these boys some employment from a fund, with the idea of gradually putting them off into regular employment as occasion arises?—I would also add that in whatever you do you ought to be constantly on guard against the insidious effects of this particular pressure.

107. You mean class prejudice in the sense of prejudices which arises against a boy from humble surroundings being permitted to enter, say, one or another of the professions?—Quite.

108. But they got there just the same?—Some do, but the fact that they are able to jump over the barrier does not prove that it is a barrier.

109. Your only desire is that we should be made too easy, but neither should it be made too hard?—The difficulties should be genuine difficulties inherent in the nature of the work to be performed, not merely adventitious things which do not affect the capacity of the individual at all.
I am much obliged for the information you have given me. It will form the groundwork for the subsequent evidence. No doubt some witnesses will come here and carry out these propositions of yours, in which case I shall be glad to hear your comments on those testimonies. Thank you.

BROTHER PATRICK AYLOUS CONLON, Principal of the Christian Brothers' Agricultural School, Tarden, says:

191. By COMMISSIONER: Tarden is one of the group of schools?—Yes, it is an agricultural school, pure and simple. I am also engaged as a lecturer of schools in various States. I am conscious to this State practically, at present.

192. Is Tarden associated with other schools?—Our schools are governed by a council of five in Sydney, and all come under the same council. I am a member of the council. All our schools and colleges, primary, secondary, agricultural, technical, and orphanages are under the council. We have 70 or 80 schools throughout Australia, including Tasmania, and New Zealand.

193. You desire to tell me something about the Tarden system?—Yes. I did not know until this morning that the Commission was sitting, and I was told it might be well to give evidence before I returned to the farm. I did propose to return to-night. I have not had time to elaborate any points, but I have jotted down a few. If you wish me to write a full report of my impressions of employing youth in Western Australia, I can do so.

194. Yes, and later on I should like you to testify to your report, if you can do so. When was the Tarden School founded?—In 1877.

195. You have a tract of land at Tarden?—Yes, about 30,000 acres, of which 21,000 acres is for the school proper. By developing that land, perhaps aided by some external assistance, we hope to be enabled to finance the scheme. It has been a rather difficult task during the last three years, owing to the drought.

196. Is your land a Crown grant?—No, we are charged rentals in the ordinary way. It is leasehold.

197. Is it a pastoral lease?—No, it is a wheat and pastoral area. In addition, we have 9,000 acres that we have taken over on which we intend to build cottages and place boys on their own account. Already we have one location of 2,500 acres on which we have placed a boy. We built a 4-roomed cottage for him and he is now on probation. He had been a truant at Tarden for seven years and is quite an expert farmer in every sense of the word. He is a full graduate from the school—first graduate—and will be on probation for another year or so. As soon as he proves himself, he shall be on to the whole property to himself. There is a mortgage for about £2,000 on the property at present. Our efforts are directed to reducing that mortgage to about £1,500, and he considers that he will then be able to work the property on his own. The money we make on the property is applied to liquidating the debt on it, and will be so applied until the debt is reduced to about £2,000.

198. That is really an illustration of the working of your scheme?—Yes, we have now 7,000 acres of land available on which we intend to locate boys when they are fully trained. The system as yet is only in its infancy.

199. Your object is to train boys on the Tarden farm and then later on to acquire a property for each and put him on it?—Yes. We take only boys of exceptional character and good to average ability. Ability does not count for so much, as long as a boy is up to the average. Character counts for more. Otherwise we could not trust the boys on their own. The boys receive education at Chotrart and they are specially selected. They go through a course of training for the junior examination in English, history, mathematics, geometry, physics, chemistry, woodworking, mechanics, and the like. When they go through their junior, they become full-time trainees on the farm, and they are paid on a scale of wages drawn up by a wages committee with the head of the Child Welfare Department, who is called the Child Welfare Department and kept for the boys, year after year, until they reach the age of 21. Then, if we are in a financial position and we feel they are qualified, or likely to make suitable farmers, we shall try to get land for them. This will depend upon our own financial position. The more financially we are, the more boys we shall be able to put out, and, of course, the less financially we are, the fewer boys we shall be able to establish on their own account.

200. On what do you rely for your finances?—We have to rely principally upon the products of the farm. These have been spasmodic. The Lottery Commission has been helpful to us, and last year we got £2,500 with which to put up a building from that source. The building is nearing completion. It is of concrete and bricks, with good foundations and concrete stairs. It contains two dormitories, class rooms, a kitchen, laboratories. When the building (which is only one wing) is completed, it will accommodate about 40 boys.

201. What is the average age of your boys?—We take them in from the age of 12 up to 14 or 15. We take them practically from the Chotrart Orphanage. We only take poor boys, and charge no fees. If a boy is very promising and is well recommended and belongs to poor parents we may consider him, but we prefer to get orphans, if we can.

202. How do the boys respond to discipline?—Very well indeed. The present group of student trainees, which includes boys who are studying for the junior examination, started in March, 1946. Among them there has not been one case of corporal punishment. They are amongst the best disciplined boys I have known, in my long experience of teaching. They are very responsive, happy, contented and intelligent.

203. They respond well to training?—Yes, the training they are receiving is more than that which the public school supplies. We give them two hours a day on the farm, and they are in school for five hours each day.

204. How many boys have passed through the institution?—I think the number is about 69. It is a special type of school. We only take in boys who are likely to become farmers on their own account. Later on, we may be able to extend the scheme. Our publications are our biggest difficulty. That has hampered us to a great extent. We have also had three years of drought. As time goes on we hope we shall be able to accommodate anything up to 100 boys. For boys who have proved themselves efficient from the farming standpoint, we have no difficulty in finding positions. For every boy we send out, we have at least half-a-dozen applications. This brings me to the subject of your inquiry. I have no hesitation in saying that for every boy in this State who wants work we could absorb ten times as many on the land if only we had the means to develop it. We take in boys who have no special training in farming. Some of the parents have had nothing to do with that sort of life. Yet they become absolutely expert in the work and are happy and contented. The fact that no boy has been punished, proves that they are responding well to study. We take the boys early in life and train them. First of all, we have to get the mind and mould the character. If the boy is devoid of character and does not possess a certain amount of will power, and is not able to think for himself, he will not make a success as an organiser and farmer.

205. How many boys have been placed in occupations?—They have all been placed, with the exception of the boys who are still in residence. There are 16 or 17 boys in Tarden now. We never allow a boy out of the school without getting him a position.

206. I presume more than 40 have been placed in that way?—When I took charge there were 17 or 18 boys in residence. Probably about 70 in all have been placed. We have had a number of boys who have been suitable to take upon farms on their own account. They were not intelligent enough to follow the course of study. I think that about 90 boys have been admitted to the institution. I will supply you with the exact figures later.

207. Do any of the boys come back to you?—No more than three have come back in that way. When I took charge there were 17 or 18 boys in residence. Probably about 70 in all have been placed. We have had a number of boys who have been suitable to take upon farms on their own account. They were not intelligent enough to follow the course of study. I think that about 90 boys have been admitted to the institution. I will supply you with the exact figures later.

208. For what reason have they come back?—One boy who returned did so because his father employed him on the farm was not satisfied with him. He was a little peculiar. He has turned out a magnificent boy. He is now with us and is over 21. We intend to give him a farm later on. Any boy may have a misunderstanding with his employer. Now, when I come to think of it, probably, only one boy has come back.
137. What wages do they command when they go out?—Some start at £1 a week—those experienced in work. A young boy and named Hirst, and another boy, Wilson, started at 26s. per week. I have had three applications for boys within the last week, boys who can handle teams, but we had none to supply. The wages offered were £1 a week. A boy of 16 or 17 is quite capable of handling a team of horses, so long as he is intelligent.

138. How do the boys progress in the matter of wages?—Some are doing well and earning more money than others. Some are receiving about £2 10s. a week. The younger ones may start at 12s. 6d. a week and in a few months may be 24s. per week. It all depends on the district of the child and on the age of the boy. In the Cootamundra Orphanage, the wages are set at 15s. per week. It is unlikely we can support them any better than at that age and experience. The wages are arranged by the Child Welfare Department. We get as much as we can, and the department tries to make the best of the situation, if there are any deficiencies.

139. When a boy leaves you, do you exercise any supervision over him?—We do not, except by writing. This applies only to the boys who do not qualify for a farm or workshop. A boy who has been allowed to go out on his own must have a letter of recommendation from the Cootamundra Orphanage and it is in his own interest to return to the orphanage when he can support himself.

140. Do you get boys from other places besides Cootamundra?—Most of them come from there. We have had boys from New South Wales and Victoria, respectively. Quite a number have applied from those states, but we have not taken any from them as we have from Cootamundra. We cannot give them the same opportunities.

141. What do you think is the maximum number of boys you could take?—With the new buildings (which are due to be completed by the end of the year) we could take more than at the present time. We are not sure how many we could take because we do not have enough space to accommodate them. We have received applications from about 30 and 40 boys, but we are only able to accommodate about 20.

142. I do not suppose the institution is anywhere near full capacity?—We have room for more boys, but we are not sure how many we could accommodate. We are not sure how many we could take because we do not have enough space to accommodate them. We have received applications from about 30 and 40 boys, but we are only able to accommodate about 20.

143. Do you put each boy on a tract of his own?—We have 2,500 acres which we do not teach at all, but which are open to the public. Some of that land is available. We have 2,500 acres which we do not teach at all, but which are open to the public. Some of that land is available. We have 2,500 acres which we do not teach at all, but which are open to the public. Some of that land is available. We have 2,500 acres which we do not teach at all, but which are open to the public.

144. The system is to let each boy carry on as much work as he can, but we are not sure how many we could accommodate under that system. We are not sure how many we could accommodate under that system.

145. You mentioned the system is to let each boy carry on as much work as he can, but we are not sure how many we could accommodate under that system. We are not sure how many we could accommodate under that system.

146. What is the exact location of the property?—It is 307 miles north from Perth on the Willyam line, and about 20 miles on the river. It is about 50 miles from the sea as the crow flies.

147. Is there anything further you wish to mention?—Yes. Of the numerous means of employing youths in a manner useful to themselves and the State, I do not think of any avenue that will produce better results than the training of boys and young men in agricultural methods. I have heard on good authority that the Lieutenant-Governor, who paid us a visit and was greatly impressed with our work, has spoken of his desire to have 50 per cent of the wealth of the State annually derived from the products of the land. In Western Australia we can absorb far more boys than are available in developing and utilizing the available fertile tracts of land, until they mature. For many years we have failed to do so, the chief being want of means and lack of organization. It is encouraging to find that at the present time the State and the Commonwealth are making an effort to encourage the rising generation in profitable occupations. I sincerely hope that this Commission will give special consideration to the matter of encouraging our boys and young men to take up agricultural pursuits. The best means of doing this is to establish agricultural schools wherever possible, and to give them training in agriculture and give them the opportunity to work on agricultural land.

148. I do not suppose the institution is anywhere near full capacity?—There is no distinction between the various classes of agricultural schools. We have received applications from about 30 and 40 boys, but we are only able to accommodate about 20.

149. The system is to let each boy carry on as much work as he can, but we are not sure how many we could accommodate under that system. We are not sure how many we could accommodate under that system.

150. You mentioned the system is to let each boy carry on as much work as he can, but we are not sure how many we could accommodate under that system. We are not sure how many we could accommodate under that system.

151. The land which you say you have adjacent to this tract is the land that you intend to eat up as boys become ready for it. Yes.

152. I suppose you will have to acquire other land for that purpose eventually?—Yes. In time the land will be, but we have not enough land to accommodate all the boys we are now taking. We are not sure how many we could accommodate under that system. We are not sure how many we could accommodate under that system.

153. I wrote to Mr. Hawke, the Minister for Employment, to ask how many of the boys are taking up agricultural pursuits. The boys are taking up agricultural pursuits. We have received applications from about 30 and 40 boys, but we are only able to accommodate about 20.

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classrooms, dormitories and a science room. Our student trainees are at present preparing for the junior University examination in agricultural science, physics, chemistry, mathematics, English, history and geology. In addition to the foregoing, we find that there is a pressing need for theoretical and practical knowledge in wood, metal and leather work.

With the increased accommodation, we find that we can get suitable rooms to give classes in the three subjects mentioned, but owing to the three successful years of our scheme and in a financial position to purchase suitable equipment. We have the necessary room and efficient teachers, but no equipment.

I am now taking the liberty to apply to you, as Chairman of the Jubilee Appeal Fund, and to your committee for financial assistance to enable us to procure equipment for the teaching of the subjects mentioned, but sufficient to enable those who are preparing to follow agricultural pursuits.

We have rooms for the teaching of wood, metal and leather work and we have had brothers sent over specially from Sydney for the teaching of metal and wood work.

The following are some facts connected with our Tardun Agricultural School. I am hopeful that they may prove helpful to you and your committee to give a decision to grant assistance for the purposes mentioned above.

(a) All the trainees, with one exception—his parents are in poor circumstances—have been transferred to Tardun from the Chonfart Orphanage, Perth.

(b) The school is registered under the Education Department, and the student trainees spend the recognised period of four hours each day in acquiring theoretical knowledge; in addition, they spend approximately two hours each day doing practical work connected with the farm.

(c) The wood work taught at Chonfart Orphanage is useful in Tardun, but it is much too elementary for our requirements. The scheme receives no Governmental or other aid, except an occasional grant from the Lottery Commission. It has to depend for its maintenance on the revenue received from the products of the farm, which during the past three years of drought and rust has proved entirely inadequate.

(d) There are nine Christian Brothers on the staff, of whom five are certificated teachers, and the remainder are experts in some particular branches of farming. The Brothers receive no salaries or remuneration of any kind for their services to the scheme. In addition, they are the building, the Brothers and the boys made all the bricks on the place themselves. Further, they did all the plumbing and all the electrical work. They could have done all the metal work if they had had the time, but we had to pull them out on account of the seeding, harvesting and so on.

(e) When the trainees qualify for a Junior University Certificate they take up various full-time duties on the farm and are paid according to a scale of wages drawn up by the Child Welfare Department. Their wages are sent to the latter, and are held in trust for them until they reach the age of 21 years.

(f) On attaining the age of 21 years—the financial position of the scheme permitting—locations of land are procured and cottages erected for the trainees who have satisfied the Christian Brothers that they have the necessary character and ability to carry on farming on their own account with success. Positions will be found with farmers and others for the trainees who have not the necessary qualifications to direct farms on their own account. The approximate cost of equipment will be as follows:

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<th>Description</th>
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<tr>
<td>Woodwork</td>
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<td>Metal work</td>
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<td>Leather work (including harness, repairs)</td>
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Should you or any of the members of your committee desire to see the working of the scheme, you will be cordially welcome and afforded every opportunity to see the results of our efforts up to the present.

I may state that I shall have to leave for Sydney on December 8th in order to attend our council meetings and educational conferences. I do not expect to be back before the middle of February. Moreover, our student trainees will be on holidays until February, 1937.

For these reasons I would respectfully suggest that in the event of a visit to Tardun being arranged, it be postponed until about March, 1937. I have with me a pamphlet that embodies a full account of the scheme. I might mention two institutions here, and that is unique with respect to our institutions in any part of the English-speaking world. We have four such institutions working for the youth of this State. We have the junior institution, with accommodation for 50 boys, and that is situated at Castle-
dale.

149. Where is Castledale?—It is on the Canning River, in Queen’s Park, and is near the Albany road. My object in publishing the pamphlet was to respond to an entreaty by some Englishmen who are interested in sending boys to our institutions in Western Australia. They had heard of our institution and desired some particulars. I recently received a letter to the effect that the Secretary of State for the Colonies, Mr. Malcolm MacDonald, had recognised our complete Tardun scheme as on a footing equal to that of the Fairbridge scheme. In other words, the English authorities are prepared to send out boys to our schools, having satisfied themselves as to the efficiency of the scheme after receiving information from those who know Keenway, myself, and others. They are satisfied that the institutions are up to the standard that is required to render them suitable to receive their boys. I cannot say that there is anything final in that matter because it has to be completed in this State also. Naturally, the State Government will have to do something for us similar to what is being done in support of the Fairbridge scheme. (The witness read the contents of the pamphlet dealing with the operations of the Tardun scheme.) (Exhibit 1.)

150. What would be the ages of the boys received at Castledale?—From six to ten years of age. Those that attain a certain standard are passed on to Chonfart.

151. And the ages of the boys at Chonfart?—They are from 10 to 14 or 15 years of age. Boys are sent on to Bindoon when they are about 19 years of age. Under our system the boys get a complete training in various types of farming. Farming in the South-West is quite different from that in other parts of the State. In other words, we have a complete system of training one boys in the two main types of farming peculiar to Western Australia. A man might be an expert farm in the South-West, but without a special training and experience he might fail entirely in endeavouring to farm in the drier areas. Our boys will have experience in both types of farming.

152. How are the two schools, the school at Castledale and that at Chonfart, maintained?—The Government pay for all the boys, and then we receive donations in addition.

153. Then they are maintained by means of a subsidy from the Government and voluntary donations?—Yes.

154. How much do you think it costs you per boy for administration and upkeep?—Some of the boys receive £25 a week, but I should say that on an average it costs about £2 a week to clothe, feed, and train the trainees, who receive wages. It costs about £500 to run the place each year, £4,000 being necessary for the actual running, and the rest would be mainly for maintenance.

155. Have you worked out the cost per boy?—Well, that all depends on how you view it. If I have pointed out, it takes about £4,000 to run the place each year, apart from interest. The fewer boys we have, the higher the average per head will be. If you want to work it out on that basis, the cost would be about £200 per
year. Of course, it would not be right to look at the proposition from that standpoint alone. We are merely starting the scheme now, and at the outset we have to get good machinery, make many improvements, and so forth. For example, last year our super cost over £500. If you take the actual cash paid per head, and take into consideration what we pay for their support, clothing, wages, and so forth, the cost per boy (paid trainee) would be about £2 per week. If one works out the cost the other way, the result would be quite different. Naturally, when one starts a very big business, much money has to be spent in order to provide for requirements and then, as the business progresses and good seasons are experienced, the cheaper it becomes to run the place, and more money comes in for that purpose. Of course, we have accommodation for considerably more boys than we have at present; so we are running the place at a loss and at a disadvantage because of our small numbers. The student trainees cost us about £1 per week per boy. Our revenue comes from the farm, and it will be fairly well the same with similar conditions every year.

156. On an average what return have you had per boy in revenue—that would depend on the year. This year we got only about £2,900 from the farm.

157. So you finished up with a loss of about £2,000?—Yes, on account of the drought. We were amongst the lucky people who had a little wheat to sell; it was not very much. In addition, we were able to supply two of our neighbours with seed wheat. A number of people in our district did not put a machine into their crops at all.

158. Are all classes of farming carried out on this property?—Yes, we have sheep, pigs, cattle and horses. We breed our own horses, cattle and sheep. Then of course, we have vegetables of all kinds, but our main source of income is wheat.

159. Are the boys taught to keep their farms self-contained, that is, produce all that they require?—Yes. When a boy is out on probation he is living on his own. The first probationer has bought his own horses and many other necessary items for his farm. He has over £200 worth of stock and machinery.

160. Do they grow their own fruit and keep their own cows?—We do not grow fruit up there very well, except under irrigation, but it does not pay to do that. We keep poultry. We went in for pigs largely, but we had to get rid of a fair number of them because of the drought. It did not pay to feed them on wheat.

161. On an average how many boys do you have at Castledare?—Between 40 and 50. I had a letter from the superior there last week and he informed me there were 50 boys at Castledare.

162. How many are there at Clontarf?—About 150.

163. So you have any number of boys to recruit from?—Yes.

164. When you build up to expectations you will be able to take as many as Clontarf will supply?—We hope so. We do not intend to take any boys that are doubtful, but of course the time will come when we will have two divisions and have practically all the boys from Clontarf in two sections to strengthen the group in ability and character, and the other boys for training as farm hands. We arc carrying on farming on a large scale at the present time. We have six sedans operating at present and that is a big undertaking. The lads have every means of acquiring a knowledge of all branches of farming. They do all their repair work, well-sinking, fencing, and everything of that description. From an outside standpoint, I think it is an admirable scheme for developing the country, and I do not know of anything superior to it. There is nothing commercial about it, because none of us receives wages. All give their services free. The boys work under the best and most inspiring surroundings, and the discipline is excellent. Thus it is a great chance for a boy, and what I regret is that we are so handicapped, having the new building capable of accommodating more boys, we cannot get the means to equip it for wood, metal and leather work, and we cannot afford to support more boys. This year we have not taken any boys from Clontarf. The brother in charge there—Brother Keeney—told me that there are 80 boys that should be at Clontarf, but unfortunately we cannot see our way to take them at present. I consider this a matter for the State's special attention. If we were a commercial concern and gaining anything for ourselves, we would not be justified in putting the case so fully before you. It is purely and simply a philanthropic work for the lifting of the boys and the development of the State and bettering the condition of poor but deserving boys.

The Commission adjourned.

WEDNESDAY, 7TH APRIL, 1937.

A. A. WOLFF, Esq., K.C., Commissioner.


165. By the COMMISSIONER: Are you a Fellow of the Institute of Actuaries, England?—Yes.

166. I suppose you have had considerable statistical information with regard to the youth unemployment problem. Have you any such data?—No, not showing the ages of those young people unemployed. I have extracted the information from the Commonwealth census returns.

167. Where does that appear?—There is a line on page 27 of the Pocket Year Book of Western Australia. It shows the unemployed, excluding those over 21, without previous occupation. There were males, 20,734, and females, 3,633, or a total of 24,367. Then there is another line showing the unemployed under age 15 years, stated to be without previous occupation. Of these, 742 were males, and 358 females, or a total of 1,100. In thinking about the problem with which the Commonwealth Statistician might have to deal, some extent your problem would be solved as regards unemployment amongst young people. I do not know whether the Commission would care to approach the Commonwealth Statistician to ask whether it would be possible to segregate those figures, or whether you would like me to do it as the Government Statistician of Western Australia.

168. I should like you to do that?—Then I shall be pleased to get into touch with the Commonwealth Statistician. If it be not possible for him to give the information according to age as I have suggested, then the next best thing would be to have a house-to-house canvass just as is done at the ordinary census. But that would be very laborious and very expensive. As an alternative to that I would suggest that it might be possible for the Commissioner of Taxation to arrange for each employer of labour, when sending in his taxation return, to attach information showing the number of employees aged from 14 years to 25 years. We should then have the extent of employment of those ages.

169. That would be rather more appropriate for getting figures for the future. I am trying to see the present figures. The returns have gone in for the present year. That method you indicate might be of advantage in future years as a ready means of getting information, but I am more concerned to see what the position is today. The best method appears to be the one you first suggested, if the Commonwealth Statistician has the segregation of the figures you gave me.—Yes. The next suggestion I made would be
open to the same objection; the house-to-house canvass; because that would be some time in the future.

170. But that would not take very long to carry out, because it would have to be done all over the State, in every remote hamlet from North to South. Also I think it would mean the employment of a fairly considerable staff.

171. It would be a matter of expense rather than the length of time involved. You can only do these things if you have the money and the staff with which to do them—I think there would be a certain amount of doubt, and possibly necessity.

172. This statistical register you have produced I will have put in (Exhibit 2). This is published every year?—Yes, but of course that information is not re-produced every year. It remains constant until the next census.

173. You also have some further information before you?—Yes. I have some further information before you?—Yes. I have some further information before you?—Yes.

Census 30th June, 1933.

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Percentage to Total at Census

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Estimated, 31st December, 1936.

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175. In addition to this Year Book which you publish, you also publish a statistical register?—Yes.

176. That is published under your supervision?—Yes.

177. In that register are shown certain details of the persons engaged in industry in this State?—Yes.

178. You have before you an extract made from a register. What is the register you refer to? These sheets deal with employees under 16 years in Western Australian factories during the year ended the 30th June, 1936—The figures deal with the class of industry and are shown for males and females separately. As the employees are under 16 it means that they must be aged 16 and 15 years. The total number of males is 736, and females 485, or in all 1,221. As I say, they would be aged 16 and 15. It really means that if the two ages were roughly divided they would represent 400 at 14 years, and 678 at 15 years.

179. That list represents an incomplete picture as regards minor industries?—Yes, it deals only with factories employing not fewer than four hands, or using motor power. To that extent the figures are a under-statement, because there must be quite a number of little concerns with from one to three employees. They are actually the only definite figures we have as to the employment of youths, the only figures my department collects dealing with employment in a specific group of industries.

180. From what sources would those figures be compiled?—We collect them from every factory coming within the definition. Police officers go round to every factory once a year, and the returns are filled in by the employer or on his behalf. They relate to every type of factory.

181. The problem I am up against as regards getting reliable data on which to base any finding is that I have to get much more specific information than we have. I do not think any of the States has any elaborate system of recording data in regard to this problem—if so, I am not aware of it, but some of them might be in a better position than we are to get the information, on the point of certain functions they carry out. I should imagine that the authorities in New South Wales may have the advantage of getting the information more quickly and extensively than we can. It is a good system on which to base information in this regard, bearing in mind that I have to get the number of youths employed and unemployed, and their age group. Then I have to bear in mind the ratio of youth as a whole to the total number of persons employed. You will agree that we must have a system on which we can rely. Have you given any thought to a method of building up that system as economically as possible?—I have never been required to think out any such scheme. We have had a fair number of inquiries as to what happens to youths when they leave school, and we have been asked to trace that up. But that is a form of statistical inquiry that neither we, nor I think any other State in Australia, have gone into. The only direct way I can think of would be to take an annual house-to-house census.

183. If your inquiry started with the schools, that might be the best commencement. We were to start at certain sample schools and ascertain the numbers of children who go out, it might be possible to ascertain those who do go out to definite positions.

184. But I am talking about a complete system. You would have to get returns from every school?—Yes, I thought you really wanted to get at a rough-approximation for the time being.

185. I am thinking of a system for the future. In regard to the present problem, I have my mind on the position as I find it, but assuming that this problem is to be tackled systematically in the future we shall have to build up a proper system of statistics. Do you not think so?—Yes. If you got particulars of those leaving every school each year, you would still be faced with the problem of having to trace what happened to them. Then it would come back to my original suggestion of a house-to-house visitation, unless the schools would undertake to observe those students who leave the schools. That would be a rather formidable undertaking for them and probably a little unusual.

186. I suppose this problem of building up a proper system of information is being tackled in other places. Would you give it some thought and later on submit a scheme for coordinating all information in regard to youth employment?—Yes.

187. When you quoted the factory figures from the statistical register, you explained that they fell short of the true state of affairs because they did not include employment in factories employing less than four. Can you give me a rough estimate of the number of other juveniles employed in factories?—I have very little to go on.

188. It would be a very elastic figure?—Yes, and anything I said would be nothing more than a guess.

189. I shall be getting figures from the Factories and Shops Department and I shall be glad of your assistance later on in analysing those figures?—I shall be pleased to help in any way I can.
190. That department has fairly complete information regarding juniors employed in shops. If I asked you for details of juniors in shops, I do not think you could say—"Yes."

191. Have you any statistics relating to juniors employed in domestic service?—Not of juniors.

192. Just of persons?—Yes.

193. On the number of persons employed on any specific date?—In Western Australia at the time of the census there were 4,081 males engaged in personal and domestic service and 12,133 females.

194. You are quoting those figures from the Commonwealth census?—Yes, from pages 495 and 490 of Part IV. of the census report.

195. Have you given a copy of that census report?—I am sorry I have not.

196. I will put in that extract from the Statistical Register as an exhibit. (Exhibit 4.) I shall leave your evidence at this stage and recall you at a later date. I think you some of the problems on this side of the inquiry. From time to time as occasion arises I should like to have the benefit of your experience.—I shall be pleased to help.

FRANK WALSH, Industrial Registrar, sworn and examined:

197. By the COMMISSIONER: You are the Industrial Registrar?—Yes. I am also the chairman of almost all industrial boards in Western Australia, and in that capacity take a considerable amount of evidence concerning apprenticeship conditions in many industries.

198. I think it is part of your duty to register apprenticeship indentures where they relate to industries in which awards operate?—Yes.

199. You have, at my request, extracted some information concerning the registration of apprenticeship indentures from the year 1926 to the first quarter of the present year?—Yes. I produce the return. (Exhibit 5.)

200. You have segregated the figures for each year showing the various industries in which these apprenticeship indentures are registered?—Yes.

201. I think the figures show that last year we were back to where we were prior to the depression with regard to apprenticeship registration?—Yes, back to approximately 1926-29, which was the peak year for the registration of apprentices.

202. Without asking you to comment as to the reasons why this is so, I notice there is a marked drop in the building trades registrations?—Yes.

203. That has been causing a good deal of perturbation?—Yes. In 1931, 1932 and 1933 no apprentices were registered to bricklaying, the principal industry connected with the building trade. In 1934 only one was registered, and in 1935 only three were registered to bricklaying.

204. Can you tell me whether the return represents the greater proportion of apprenticeship indentures?—Yes. It represents 90 per cent. of the indentures taken on in Western Australia.

205. The balance of, say, 10 per cent. would, I suppose, be covered by apprenticeship agreements in industries which are not registered, and ought to be registered?—The 10 per cent. would only be a guess. I am leaving myself with a considerable margin. I have no method of ascertaining exactly what the difference might be, but I should say that only 3 per cent. were not registered.

206. That proportion would embrace some agreements which ought to be registered and are not registered?—Yes. I would be safe in saying that it represents no more than 3 per cent. I know the trades in which apprentices are taken and not registered. There are very few.

207. There would be a further number in trades outside awards which would not require to be registered?—I do not know of any.

208. You include both these categories in this margin?—Yes, I am allowing myself a safe margin.

209. Is it your experience that most of the lads finish their indentures?—Yes. I could give you figures upon that point. Very few lads who commence apprenticeship fail to finish it. There are usually reasons on both sides why the indentures are not finished, but the reasons are ascertainable. They are given to me in all cases. Indentures have to be cancelled either by mutual consent or by an order of the court. The percentage of apprenticeships which are not completed is very small.

210. In that case, you need not worry about giving me any figures?—The usual reason given is that the boys find themselves unsuitable for the trades to which they are apprenticed, and desire to be released from their indentures.

211. In such cases do the lads generally take up other apprenticeships?—No. They are usually drafted into other occupations that appeal to them. For example, a most common cause for obtaining release in the last few years has been the attraction provided by the gold-mining industry. The young men have found they can earn comparatively large wages in that industry, and have abandoned their apprenticeships, with a view to taking up that class of work. There are very few such cases.

The Commission adjourned.

THURSDAY, 8th APRIL, 1937.

A. A. WOLFF, Esq., J.C., Commissioner.

ARTHUR HARRISON MACARTNEY, Secretary, Department of Employment and Industrial Development, sworn and examined:

212. By the COMMISSIONER: I thought it might be useful to have your attendance here to give us your experiences in regard to what is known as the Youth and Motherhood Appeal Fund. Of course, that, after all, is only a segment of the inquiry on which I am engaged; but I think the experience that you had in regard to the raising and the administration of that fund will be useful to me. (Exhibit 6.)

213. We were informed that it was started in May, 1935. The idea of the appeal originated from a suggestion made by the then Prince of Wales on behalf of youth. The appeal closed in January, 1936.

214. Who was behind the raising of the fund?—First of all it was launched by the Government, who appointed a special citizens' committee. Mr. Stan Perry was good enough to offer his services as honorary director of the fund. When the appeal was launched, the joint objectives of raising expenditure for youth welfare (1) finding employment for youths, (2) providing facilities for recreational and educational training, and (3) organisation of recreational and occupational activities in leisure time. The amount raised by the appeal was £49,000. I suggest that this amount represents a tribute to the whole-hearted public support of the appeal.

215. Can you tell me how the appeal was organised?—It was launched in May, 1935. The idea of the appeal originated from a suggestion made by the then Prince of Wales on behalf of youth. The appeal closed in January, 1936.

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219. Can you tell me how the appeal was organised?—It was launched in May, 1935. The idea of the appeal originated from a suggestion made by the then Prince of Wales on behalf of youth. The appeal closed in January, 1936.
216. As regards the youth section, I suppose you are about finding ways and means of judiciously spending the money—Yes.

217. Who were the trustees of the fund?—The Hon. A.E. Robertson, W. Pegeon, A.T. Holbrooks, M.R. Somer ville, and Miss Hulan, M.A.

218. I think Mr. Hawke took Mr. Kenney's place?—Yes.

219. Mr. Kenney was associated with the raising of the fund?—Yes. He was the original chairman.

220. Was it an easy task to find ways and means to spend the money judiciously? I shall say—that last word makes the question difficult to answer. The task has been difficult.

221. You could spend the money all right?—Essentially, yes.

222. And do you mean that the trustees have not had any difficulties that you encountered?—The report I have referred to was really the basis of the decisions of the trustees, though they might have been criticise to everything that was put forward. Before answering your question, Sir, there is a part of the report to which I should like to draw your attention. It suggested to the trustees the difficulty of gauging the extent of the problem. If I may I will quote that part—

Our work has been made exceedingly difficult by our inability to obtain reliable statistics. We have had to attempt to solve a problem without a full knowledge of the dimensions of the problem. We find that it is possible to obtain annually for this State for the unemployed, I will refer to homes, or to a pigs, or of sleep slaughtered; but it is not possible to obtain the numbers of unemployed youth, nor the move in partial employment, health conditions, curtailed educational opportunities, nor facilities for recreation. To illustrate our aspect—it has been brought to our notice that considerable distress is being experienced, among employment between the ages of 14 and 16, but that some lose their jobs at 16, others at 18, and others at 21. Precise information on these points was not obtainable, and no solution of the problem arising therefrom is possible until some agency is responsible for collecting such data. Later in this report it is referred that an inquiry census of unemployed youth and of unemployed adults up to 25 years of age, should be undertaken.

223. Have you up to date been able to get a proper conception of the number of unemployed youths in this State?—No.

224. Or anything like a conception of the number?—No. Our department during the height of the depression endeavoured to gauge the position of the youth unemployment problem. We distributed through the local authorities about 5,000 census cards asking for certain information. The matter was circulated through the Press, and it was made known that unemployed youths were to be registered with the various local authorities, out of 350 census cards distributed we got 181 cards back. Most of those were from the Technical School, of children who were attending. This information was not at all helpful.

225. To what extent do you attribute the lack of success in getting information? The local authorities received the cards, I suppose?—Yes.

226. Have you any statistics as to where they sent the information?—Not directly, except that we had their assurances that they would endeavour to facilitate the inquiries. It is very hard to say what was done.

227. You have been engaged in considering ways and means to use the money that was raised for youth for the purpose for which it was raised?—Yes.

228. Do you know what steps they took to get you the information?—Not directly, except that we had their assurances that they would endeavour to facilitate the inquiries. It is very hard to say what was done.

229. How much money did you propose to allocate for that particular purpose?—An amount of $2,500. The trustees would receive the basic wage, and also participation up to 10%, if something was won. We advertised for youths who desired to participate in the scheme, and after a considerable period we received 18 applications. One hundred youths were required. Incidentally, there were over 60 applications for leadership.

230. You found any number of persons willing to be leaders?—Yes.

231. But very few persons willing to be applicants under the scheme?—That is so.

232. When was this part of the scheme inaugurated?—I think about September last.

233. And in the sum total of youths who applied—Eighteen in all. In conversation with the State Mines Department supervisor during the vacation at Christmas time, the trustees discussed the whole project with him. It was then indicated that the time of the year was not suitable for sending youths out—the summer time. Will you tell us what was done to postpone the scheme until the end of April, when we hoped things would be better. We have since got in touch with the youths to ascertain whether they were still desirous of proceeding with the scheme, and we have received replies indicating that 13 of them are ready to go on with it.

234. How do the ages of these youths range?—From 18 to 22 years.

235. So 13 of the 18 applicants are still willing to go out?—Yes.

236. Have they gone out yet?—No. We hope that in a short time they will go out. The point is that the trustees feel that they had better start with the scheme to other projects. The beginnings were small, but they grew. The object was to keep faith with those who had applied, and to provide a proper approved scheme, although limited in scale.

237. Is the money you utilise in these particular schemes paid out? or is it provided on loan?—It is provided on loan.

238. Did the youths study the report?—They did.

239. What holding do you refer to? The holding: the hogs would take up?—Yes.

240. Were holdings available?—Yes, through the Agricultural Bank.

241. Under what conditions would the hogs take up these holdings?—They would take over the capital cost of the farms. Some of the holdings had been abandoned, but the Agricultural Bank authorities assured us that the farms were capable of being worked.

242. Did the trustees write down the capitalisation on those holdings?—Yes.

243. Did the trustees examine the properties, or take steps to ascertain that they were suitable?—No, the trustees did not.

244. So the committee had some knowledge of the various properties the boys could be able to take over?—I would prefer to say that they had some knowledge of the district where the properties were rather than to say they had knowledge of the particular properties concerned. This particular scheme provided for ten youths, for 12 months at a cost of $2,308. The trustees did not deem the proposal acceptable.

245. Why?—Because the first place they thought the expenditure represented a large amount for so few boys, and then again I think they were not altogether satisfied as to the prospects of ultimate success.

246. Yes, I don't think you could justify the expenditure out of the fund from the standpoint of bearing fruit?—That is so.

247. It was too small?—Yes.

248. Each individual boy would receive such a small amount that it was questionable if much good would result?—Yes, and then there was the question of what would happen after the unmatured provisions for 12 months had ceased. The fund could not continue, and naturally could not provide for more maintenance. I think it was the prospect of the returning expense that had something to do with it.

249. I gather these properties were dairying properties—Yes.
250. Were the holdings stocked up, and was the necessary machinery there?—They would be stocked up, and there would be some machinery available. We would procure whatever additional equipment was necessary.

251. Did the committee report on the condition of the properties as to whether the stock was of fair quality, and the machinery and implements in good condition?—The whole of the negotiations were undertaken with one of the commissioners of the Agricultural Bank who, I can assure you, exhibited the utmost enthusiasm in his desire to assist the farmers. From that standpoint we were satisfied that the Agricultural Bank authorities would have done their part.

252. That scheme was not put before the public because you did not consider it practicable?—That is so, partly because of the recurring expenditure, and partly because of the small amount of the fund. Nevertheless, applications were received for assistance from various farm training schools. If we started to finance one of them we would have been expected to finance others, and I do not think we had enough money to do that.

253. Can you say how much money they required?—From memory I cannot say. I know that it ran into thousands.

254. How many of those farm training schools were there?—About six.

255. What were they?—The Ugly Men's Association's scheme, the Chantler scheme at Seven Hills, Targun, Werrinie, the Narrogin School of Agriculture, and the Kalgan Scheme of Agriculture.

256. What was the general nature of the application?—They wanted money to enable them to extend their operations. Some of the money was wanted for maintenance, but some wanted capital expenditure for buildings. The general desire was that any expenditure of money under this heading from the fund should be disposed of in a way that would provide a perpetual memorial to the public who had responded so generously to the appeal. For that reason they favoured advances for capital expenditure, and when that impression was learnt, the applications were received not from the standpoint of maintenance, but of capital expenditure.

257. When was that recommendation made?—These recommendations were all advanced about the same time. From memory I should say it was six months or more ago. I can look up the details and give you the exact date.

258. I just wanted some rough idea as to when the proposal was made?—Time has passed quickly, and it may be more than six months now. The trustees set aside £2,700 to provide five kindergarten college bursaries. We informed the Kindergarten Union of the proposal, and selected two to participate in the bursaries, and they hope to secure the other three.

259. How are those bursaries to be applied?—Really they are to meet the cost of the individuals' tuition in kindergarten work. The difficulty here is with respect to sustenance while the students are being taught. If the fund were such that it could provide for the cost of sustenance as well, there would have been no end to the enrolment under this scheme.

260. Then this proposal has not been gone on with?—Yes, it has been gone on with. Two are already being trained, and the other three will be selected later on.

261. How many applications were received?—Under the conditions attached to the bursaries the Kindergarten Union authorities had to examine the applicants to ascertain if they were fit and proper persons, and whether their qualifications were good enough. So far they have only recommended two for the bursaries.

262. Presumably the committee could not accept the bursaries unless they received sustenance?—Yes.

263. Then how are those persons being sustained now?—I do not know.

264. They must be supported by someone?—I do not know the history of the individual cases.

265. You do not know if some of those who made application were accepted?—I believe most of them were living at home, and found it would be difficult to participate in the scheme and be maintained at the same time.

266. The Kindergarten Union dealt with the applicants?—Yes. We left that matter to the Union because their officials are the experts. Probably a number who applied were not found to be suitable. Those selected for the work would have to possess special qualifications and characteristics. The next scheme we considered had reference to vocational training.

267. Professor Cameron took a deep interest in that phase?—Yes, and also Mr. Lynch. As a matter of fact, Mr. Lynch was largely responsible for drawing up that section of the report. The trustees allocated £2,000 for vocational training, and a number of students were indentured. The fact was made public that applications would be received from youths willing to join the classes. At the commencement there were two classes.

268. Where were the classes held?—All were held at the Perth Technical College. There were about seven subjects selected.

269. What were those subjects?—Cars and track driving, Diesel engines, radio work, assaying, mine surveying, and hairdressing.

270. I take it the committee that recommended those students as being fit for vocational training went into the matter as to the class of work?—Yes.

271. Is there a fair demand for it?—Yes. Again, the response was not quite what was expected. It provided for about 180 students. The classes were for car and track driving and for Diesel engine work, which, of course, is coming to the fore. Although they were a little disappointed the trustees decided to make a start.

272. How many did you get?—In the one class 21 students and in the other 30 students.

273. For what period of time did you let the public know that you anticipated starting these classes?—Oh, for weeks.

274. In the daily press?—Yes, they gave us a lot of publicity. I do not think it could be claimed that our intention was not known. Mr. Lynch advises me that 21 students have completed the car driving course and three more will complete the course. All these students are now competent to drive car or track and carry out running repairs.

275. What were their ages?—From 18 to 21. The next subject was Diesel engine; 30 students took the course.

276. What time did that first course occupy?—It was very intensive. It was a daily course and it went for about two months. Thirty students took the Diesel engine course and the work has been successfully carried through. Twenty are now ready for employment and six have secured employment, while it is considered that the others should do so at an early date. That also was an intensive course.

277. What is the date of that report?—February.

278. You do not know how many have obtained employment since then?—No.

279. Nor how many of those who obtained jobs have retained their jobs?—No.

280. I understand that Mr. Lynch knows the figures?—Yes. Those two classes having been completed, they made a start on assaying class with 30 students. It has just started.

281. What are the ages of those students?—The same as the others.

282. And that class is still continuing?—Yes.
283. And what is the length of time required for that class?—It involves 60 lessons of four hours per day. They have only started on it recently. If it is found that an extension be wanted, of course it will be arranged. This committee is now considering the 17 girls are receiving tuition. In connection with vocational training it is intended that it shall not all be for trades, but shall be as wide as possible. I think we might start classes in country centres. We have made arrangements for a representative of the superintendent of the Technical School to visit certain schools for the purpose of teaching domestic science. Not only would this give proper training, but by the issue of diplomas it would be the means of raising the status of the domestics.

284. Which centres?—Bunbury, Collie, Northam and Kalgoorlie. Included in the recommendations of the committee was the establishment of domestic science centres. Not only would this give proper training, but by the issue of diplomas it would be the means of raising the status of the domestics.

285. Is there any large opening in domestic work for the employment of girls?—Yes. I suppose you have had difficulty in getting one. I know I have. The allocation was £5,400. Not all the amount to be spent in the metropolitan area, but a considerable portion of it. The trustees in collaboration with the Principal Architect have plans prepared and it was estimated that the building would cost £4,500. In view of the response to those other courses, not getting all the number that was expected, the trustees thought it wise not to be so ambitious for a start, and at their last meeting they decided to request the Architect to amend his plans with a view to converting some Government buildings which for the time being would serve the purpose, and when it would be expanded. So that is the intention in regard to domestic science. For all those plans mentioned the tentative allocation was £15,450.

286. And the actual allocation would be about how much?—I think the work done to date in the vocational training classes the total cost would not exceed £1,000,000.

287. So your fund is still practically intact?—Yes, except for the amount in connection with the Narrogin School of Agriculture.

288. Have you been able to determine the labour market with a view to finding out what opportunities are offered?—No, I have not.

289. You will concede that that is a very necessary thing to do?—Yes.

290. Will you endeavour to get the information?—In regard to the Jubilee Fund, to be fair to the trustees, certain money was raised and the spending of that money has devolved upon them. They in turn look to others outside to make recommendations.

291. It comes back to this, there should be somebody to furnish a link between you and the public.—Yes. On the employment side my activities have been with the adult.

292. I am not saying that you should set up a bureau of statistics yourself; but it comes to this that unless you have information it is a very difficult problem?—Yes, that is mentioned at the beginning of the report.

293. Have you ever considered what an advisory board consists of?—Our committee has made recommendation for the appointment of a permanent honorary citizens' committee. The paragraph in the report reads as follows:

The problem is such a difficult one that we desire to recommend the appointment of a permanent honorary citizens' committee, for the purpose of co-ordinating and possibly guiding all activities concerning the work and leisure of youth. This committee would be responsible to the Minister for Education, and might well control the expenditure of the money subscribed by the citizens to the Youth Appeal in those directions determined by the treasurer.

I would suggest that it would be necessary to have on that committee the business interests, the industrial interests, and the educational interests, and I would suggest that make practical such experience in commerce and other pursuits. But I think that if this committee be appointed, to be fully effective, it will require the co-operation of the trustees.

294. To get the required information and if necessary to demand it?—Yes.

295. Even a committee of that nature would require to have this power?—Yes.

296. Taking the size of the State and the consideration that you have to tackle the problems not only in the metropolitan area but elsewhere?—Yes, but such a committee, I take it, would co-opt others and thoroughly organise the thing.

297. A good deal of your work, such as you have been able to do, has been in the metropolitan area?—Yes.

298. You are now trying to go a little further afield?—Yes, but the problem must be where the population is. Of course, I suppose we see that this £1,000,000, even if the £25,000 that you have will be hopelessly inadequate?—Yes, of course.

299. You can only hope to do a little with it?—Yes. It should be the means really of trying out schemes.

300. Up to date your experience has been of the value that you have been able to see that in some vocational establishments there is no adequate training,

301. You think that Mr. Lynch will be able to tell us whether those persons placed have retained their jobs?—Yes, he has a system of keeping control with them. They have been in touch with us really. There are many of them, and all asking for financial assistance to enable them to expand their activities. The trustees have a full appreciation of the work those organisations are doing, but again the trustees felt that if they assisted one organisation, all the others would have to be assisted, and so far the money was not enough to go round. Therefore the trustees are stick ing to their idea that the money shall be spent in such a manner as to be in strict accordance with the purpose for which it was raised.

302. You suggested raising the school age?—Yes. On that point let me quote me from the report as follows:

II.—Providing Facilities for Vocational and Educational Training.

A. Educational Training: Raising the School Age.—Our second point of reference, that of educational and vocational training, is of the utmost importance. The question of the age at which children leave school is an important one. The problem is such that the age should be raised to 15 and that legislation should be introduced raising correspondingly the age of entry to industry. It should, in addition, be compulsory for children to remain at school until they obtain jobs.

I think you will appreciate that when this recommendation came before the trustees, they realised that it was fundamentally a matter of Government policy. The move raising of the leaving age to 15, I understand, would involve a lot of additional expenditure and so the trustees could not in any way deal with it.

303. Referring to subjects previously mentioned, I think you investigated wool-classing?—Yes.

304. Did you mention that?—Yes, I mentioned wool-classing and handling of sheep, use of bush timbers, fleshing, etc. I think this is really a scheme for initiation in country centres, it being designed to create interest in deciduous farming in those districts. I think I ought to refer to a paragraph in the report under the heading of 'vocational guidance' dealing with the establishment of a bureau. It states:

On the vocational side, consideration must be given to two questions: (1) that of vocational guidance; (2) that of vocational training. There is an urgent need for the establishment of a bureau of vocational guidance. This, of course, is for the Education Department. We feel, however, that this committee, in its report to the trustees, should stress the urgency of the matter.
importing from the Eastern States every year over $11,000,000 worth of goods. I do not think we can claim ability to produce the whole of those goods here, but if we could produce one-fifth, I believe that a lot of employment would be provided not only for the adults but for the youth of the State.

317. Of course, you know the answer given to that proposal is that we are swept to Eastern States competition.—I am aware of that.

318. What do you think of that statement—I admit that Eastern States competition is fierce.

319. I think this. I think that if we could produce the right kind of goods we shall be able to hold our own with the Eastern States.—The idea that we cannot hold our own is disappearing. I think that most of our goods can be sold on merit, but we must endeavor to destroy the habit of forgetting to ask for the local article. We have an organisation conducting a campaign in the interests of local products, working in conjunction with the Chamber of Manufacturers and allied organisations. Much good has been done. When you receive the report of the Chief Inspector of Factories I think you will find an increase in the number of factories and in the number of employees. But it is a campaign which, to be successful, must be persistent and consistent. Personally I would allocate some of the money for propaganda to encourage the development of secondary industries, and to keep before the public the necessity for buying our own goods first. That is only a personal opinion, but I consider it practical, and I believe the result would be to provide definite and useful employment for a large number of people. It is my idea of solving the problem.

320. From your experience, would you say that this entirely small sum of money is enough to do any good on the situation?—That is so, but if the trustees find difficulty in spending the money, I think it could be successfully applied in the way I have suggested.

321. I should be able to take a copy of the report from which you have quoted, as evidence?—I produce a copy. (Exhibit 6.)

DONALD STEWART MACKENZIE, Qualified Medical Practitioner, sworn and examined:

322. By the COMMISSIONER: I think you are the district medical officer for Peterkate?

323. I understand you wish to make some remarks on the question of nutrition and the exercise of youth as an aid to employment?—As a result of my experience in grading men, both young and old, noting their fitness for work, and seeing the children that have been transferred to the care of the State for various reasons, and only those who are diligent in order to become delinquents—I have observed that there is a general falling off in the physique and morale, particularly of boys. The reason for some reasons which are noted throughout the world, are not deteriorating to anything like the same degree as is the case with males. One has only to look down the street to see magnificent girls, and pretty boys. I think a great deal of this is due to the fact that owing to economic conditions the children are being improperly fed and improperly housed. People may deny it as much as they like, but I think there is no doubt that there is a so-called slum factor coming into the city of Perth. The reason is obvious. I have already examined some 6,000 men who are on sustenance. I say that at least from 500 to 100 of these are "C" class men. These folk receive an amount of $5, per individual, and with that sum they have to meet all contingencies. Most of them in my experience are honest and do attempt to meet their obligations. It is impossible for them to pay for rent, fuel, and light, and feed the family of six or seven, and sometimes nine, on a maximum of 46s. per week. The result is that although the children may have their bellies full they are not getting the right stuff in them. They are beginning to show definite signs of deficiency.

324. And therefore are spelling their chances as working entities?—Yes. They are averse to taking physical exercise, and do not feel capable of taking it. If you want to take special exercises, you have to do a whole lot of work as well. These unfortunate children are not feeling full of pep and tone. They neglect to take exercise, and, as Mr. Mc oscillar rightly remarked, although it raised
325. Would you regiment these boys and make them go to such a colony? Suppose they did not want to go?—That will eventually be the question. I think at the first stage it should be treated as a training system. Some area, preferably in my opinion, in handy proximity to the coast, somewhere north of Perth where the land is relatively good, should be set aside by the Government and ample provisions made there. They would live in barracks which would be properly supervised. Their feeding should be on the communal system, that is, their needs should be met by the trained cooks and the food should be on a scale to be determined by dietetic experts so that they should have a properly balanced diet. The work they would be called upon to do would be not too arduous. It should also be arranged that they should have regular and compulsory physical training. An area such as that, of course, for a few years at least, would be a burden on the community, but I feel that later on it would produce enough to pay for itself and possibly provide a surplus of commodities which could be sold in the open market. The lads should also be trained in all that pertains to primary production, that is, the care of sheep and cattle, fruit growing, market gardening, dairying, afforestation and pasture production. There is then also the important aspect which seems to have been neglected by everyone and that is, fishing. We have an abundance of fish on our coast and that is why I suggest that the area selected should not be far from the coast line. We spend annually millions in buying fish from outside, while there is an abundance to be caught in our coastal waters. All that we need is to train these boys to acquire a knowledge in this direction. The boys would have the benefit of the sea air and if the land they were occupying was close to the coast, they would also have the water of the sea—and that is the matter to which I would refer is that the boys who would form part of this colony should not know anything about the distinction between the boy of the working man and the boy of the financier. Again, no boy should be permitted to know who is paying for him or anything else of that kind. The whole of their expenses for the first few years would be paid for by the Government, while regarding those whose parents were in better circumstances, arrangements could be made with the parents for the upkeep and instruction of the lads. All the boys should be regularly examined, medically and dentally, and obvious misfits would have to be weeded out. Unfortunately, five per cent. of our population is always unemployed, some for mental reasons and some for physical reasons. As the scheme was carried on I feel convinced it would become more and more self-supporting and possibly eventually there would be a surplus. I maintain that it is no good taking those boys at the age of 18 and turning them loose on the world with a pair of pants and boots. They would require a little first training. They might already have some savings which would be the result of their labours or they might be given something from a fund which might be established by the Government. At any rate the boy on graduating would have something with which to carry on. Then the boys would be fitted, both by training and physique, to take their place in the general rural industries of the State. By the time he was 18 was turned out as a dairy farmer he would be a dairy farmer. If his parents were in a position to help him to acquire a dairy farm he would be competent to embark on the work without having to learn by the mistakes he makes which is the position to-day.

326. What you advocate there is a vocational training farm.—That puts it exactly, but what is more important is proper feeding and proper housing. It all boils down to this, that in order to provide vocational training but not in the primary industries. The work carried on in primary industries does nothing or little good to the youth as a result of the connection with brute force such as ploughing and seeding, although sometimes necessary to have training for that work and to my mind training that is just as important as the training of a person to carpentry or engineering.

327. Of course in a scheme such as you propose you must have regard to the youths themselves; some youths do not like country life and so you would have to compel them to go.—Yes, sooner or later.

328. Sooner I think.—That would be purely a legislative question.
government extremely well during the depression period. It was in the army that all these young people were receiving the dole, to clothe them, feed them, set munition factories going, and then take the barbicides to the seaside and let these people shoot about the sea. Then they would go home and in a few weeks the number of people and keeping up the morale of those on the dole, instead of paying them the dole without any strings attached, all these strings coming from the feeling that comes from getting something for nothing. We cannot let people starve. At the same time, if we give them the means of livelihood, they lose their morale completely. We have to pay workers, but we may retain the feeling that they are somebody. There is the psychological problem.

331. What about the women who would do for them?—The girls, generally speaking, in my opinion seem to be fairly well absorbable up to a certain age, the age when they are fit to marry. The girl of 18 to 21 seems to be fairly well equipped, although there appears to be a great aversion to engaging in any domestic duties or pursuits. The girls all want to go into shops and offices, and of course there are establishments, and firms and colleges that are very keen, in advertising and pushing to get girls to teach them accountancy, shorthand, and so forth. It seems that we are suffering from a plethora of accountants. In the ordinary middle and professional classes here in Perth, the boys and girls are almost certainly going in for accountancy, the law, or medicine as regards the boys, and into offices and such like in the case of the girls. The ambition is extremelyhandleable, no doubt; but there comes a time when the accountant is of no more value than the man who is unable to take care of the State. I am convinced that a considerable proportion of these children are much better looked after by their parents. They are better fed and clothed and more educated. They are under the influence of the State and they are not allowed to get into mischief as are the children of parents who allow their offspring to roam the streets or anywhere.

332. Your idea would be to keep the boys in the colony to which you wish to go until such time as they could read for themselves?—I should say the period would be from 14 to 18 years. Those are the formative years of the lives of boys. After 18 they are pretty well set up, but from 14 to 18 is the critical period in their development, physically and mentally. Their morale would increase. Part of the reason why our boys are averse to going to the colonies is because they think they are securing a free life. They are securing freedom and liberty for themselves.

333. Is it possible that you have a rule or a regulation with regard to the sending of the children from one place to another, and you do not give the British child a chance?—I do not think there is a regulation. What we are going to do is to send the children to the colonies, and if they are from the South, I think it is the fear of the unknown. They know what is around the next corner, but they do not know anything about the bush and that is why they hate to go there. Moreover, they are not fit to rough it. But sooner or later—I see no reason why it should not be relatively sooner—the conditions of our rural workers were to improve, then the workers could get on their own in the only way in which we can get good conditions for rural workers is to send efficient workers to the country. If you are efficient, then you can demand good conditions. If you are inefficient, you have to put up with what you can get; and the more inefficient you are, the less you get from a wages standpoint and also from an accommodation standpoint.

334. Looking at our immediate problem, we are likely to have a good many young fellows between the ages of 18 and 25 unemployed because of economic conditions and unable to get work. The situation is that in the last few years there has been a tendency for the type of youth always to be out of work, particularly in the cities. The fact cannot be escaped that there is a good deal of what may be called juvenile unemployment. If you have a country with a city and immediately these youths get to the age, or close to the age, where the basic wage operators, their services are likely to be dispensed with and they are sent off into the bush. You have the same situation in any urban employment, shops and such like, the youth of 17 is as good as the man of 25; but the youth does not cost nearly so much. That is a problem which is connected with the social trend of the time when this country is being developed. Unfortunately I cannot suggest any remedy for it. Not long ago in England an authority whose name I have forgotten stated that it would have paid the British
FREDERICK THOMAS CROSS, Secretary of the Boys' Employment League, sworn and examined.

332. By the COMMISSIONER: Is your present office a Public Service position?—Yes, it is a hybrid position. I have been loaned from the Education Department to run the League.

333. Do you think you have had any experience in relation to the training of boys and obtaining employment for them?—Yes.

334. For how many years have you been engaged in your present work?—Free and a half years, ever since the inception of the League, which we started.

335. Who is 'we'?—The committee, and they borrowed me from the Education Department.

336. Who constituted the committee?—The committee at the outset comprised Mr. Harold Beaumont as President, Mr. Bolton, the late Mr. Chandler, and others.

337. Will you give me an outline briefly of the objects of the League?—The object was to find employment for the boys and obtain promotion for them when possible. The object, too, was to give them a certain amount of farm training. It was necessary we should endeavor to arrange to transpose the boy from one farm to another in order to secure wider training.

338. You referred to boys; did you act in the interests of older youths?—No, not to a great extent, but we have placed what were termed 'boys' up to the age of 42 years.

339. That was certainly 'an old boy,' but I take it you were more concerned in dealing with younger people?—Yes, we have had many pass through our hands.

340. What age group would your activities cover for the most part?—They would cover boys from 14 to 20 years of age.

341. What procedure do you follow?—We invite applications from employers for boys and from boys for work, and then place the nearest boy we can get to the position to be filled.

342. Do you keep a register of employers?—We keep cards for employers.

343. What means do you adopt for getting in touch with the employers?—It would be more correct to say that through advertising in the Press they keep in touch with us more than we with them.

344. What steps do you take to get into touch with boys when they have positions to fill?—Through the Press, the 'West Australian,' the 'Daily News,' and other papers, have been very good to us.

345. Do you make any approach through the schools?—To a very small extent.

346. To what extent do you keep in touch with the schools?—Sometimes we may send to Perth Boys' School in James-street when we want to get a special boy.

347. Do the schools furnish you with any information from time to time?—No, not ordinarily. You can put that down as nil.

348. Do you think it would be a good plan if something of that kind could be done?—Yes, provided you had a practical man at the school; if there were a pedant there, no.

349. If you had a man in charge at the school who could recognize the qualifications of the different boys, it would not be a bad plan to keep in regular touch with that individual?—Yes, if such a man could really understand and get along with the boys. We have had a lot of these persons who are tired with imagination, round the place, frequently.

350. Does your register show the name of the boy, when you put him into employment, and the nature of employment into which you put him?—Yes, reasonably so.

351. Does it show the age of the boy?—Yes.

352. Have you any system by which you keep track of the boy whom you place in employment?—Only slightly so. We have practically no system by which we can follow up the boy because we have not the money for that purpose.

353. Would it not be of great advantage if there were some system that enabled you to keep in touch with the boys after they are placed in positions?—Yes, but I might amplify that by saying that one could quite easily worry and harass the employers. We have tried that in one or two instances and received very unsatisfactory replies. They said, 'We have the boy; what more do you want?'

354. You could find out something from the boys themselves?—Yes, but we already have an army of 8,000 odd.

355. Could you summarize the position regarding the applications you have received to date and the results obtained in placing the boys in positions?—Yes, the number of applications to date is 7,919, and the number of positions filled is 8,254. Hundreds of positions that were filled temporarily are not included in those figures.

356. That shows that more positions were filled than were applied for?—Yes, the explanation for that is that one boy may fill more than one position.

357. Do you frequently find that boys come back to you more than once after they have been placed in positions?—Yes, a certain number of them do. We have 20 or 30 who are hard to place. We are still struggling with them.

358. What is the type of boy of whom you speak?—The boy who is rusty, indolent and probably will not work. We had one of that type before us to-day. In South Africa the authorities get over that by giving each boy compulsory physical training under the military authorities.

359. Can you reason with such boys or do anything for them?—Yes, we can reason with the majority of them. We approach such a matter from another angle; we find we can do nothing with them, then we put the fangs in, for the benefit of the boys themselves.

360. According to your statement, would you say that in most instances the trouble arises from a boy's peculiarity or temperament?—Yes, and trouble arises because of the wage provisions of industrial awards.

361. You refer to the wages for age provisions in industrial awards?—Yes, that provision detrimentally affects those who are over 18 years of age. We have put up a proposal not that wages should be reduced, but that the ages should be altered.

362. What happens when you get a boy back in respect of whom you say the wage for age provision operates detrimentally and prevents him from obtaining further employment?—If the lad is genuinely anxious to secure work we can usually place him on a farm and secure for him the rate plus one half of what he could get in the city. For instance, we have placed many lads at double rates, namely, £1 for the job, and £1 for keep.

363. That opens up an interesting proposition. You say you can place lads on farms. Have you a record of the farmers who require boys on their farms?—We have, observe eight at present at an average of £1, but we cannot fill the positions.

364. That is hardly what I asked you. Have you a register of the farmers who require farm hands?—We keep no register in book form. We keep a register
in the form of a sheet upon which is recorded the activities from day to day. When a position is filled, that does not appear on the next day's report. 

374. May trouble when the boys are not suitable or the employers are hard to please?—No. There are one or two such employers, but you can very often get along quite well with them. We are very happy to dorotait. However, we do not have any of these.

375. I take it that if need be an analysis could be got out of these cases where you want to take out samples and follow up the activities of each boy?—We have something of that in those papers, but to follow up a thing like that would be very costly and would require a special staff.

376. But if I were to put someone on to your registers, they would furnish the information?—Yes.

377. Give me an idea of the number of boys who come in?—That is, under the incidence of the wage for age provision in the awards?—I could not even guess it. We may divide that into two heads, the number of boys who come back to us, but who have not been placed by us originally. They are many. The other head refers to our own boys who come back to us. They are but few. We think improved conditions and the greater amount of work circulating has something to do with keeping the boys in their positions.

378. Can you tell me whether many of the boys for whom you find positions become apprentices?—Only a certain number and they seem to drift from messenger boys to apprentices. We have not mentioned this in the report, but at one time Patersons had four boys from London who went into their trade or through their trade or are in their trade now, while one boy got sacked because he was unsuitable.

379. You see, the question, do you find these boys anxious and willing to take positions?—The vast majority, yes, but here and there a boy who is not.

380. In regard to the information you gave me, we were very interested in the number of applications you have dealt with and the positions filled, and you explained this excess of positions over applications?—The Freemantle figures are not included in these you have before you. I do not happen to have the exact number of applications there. The Freemantle branch is now closed, largely for want of funds, although it placed about 900 boys.

381. What is the number of applications from boys weekly for jobs?—Between 30 and 40.

382. And from employers?—We vary nearly break even. That would be proven by the figures shown on page 2 by the graph, which gives the positions filled by boys.

383. It would be of great interest to me if I could later on get the type of employment to which the boys are going?—We have that at the office. We counted up to 120 varieties of positions, after which we counted no more. You will find it all on page 5.

384. Some positions are classified as blind alley positions?—We are distinctly averse to suggesting that any of the blind alley employment. In people's opinion one of the blindest alley would be that of sandwich deliveries. For four years we did not understand the potentialities there, but we know now that a boy goes in and out of the boss's room, and if the boss likes the boy will find means of promoting him.

385. But there are certain types of employment in which a boy tends to get out after a certain age?—Oh, yes.

386. What are they?—Builders for one. There is a special article on that from Mr. Griffiths of the "Building Construction" magazine. Then bookbinder boys are not to be particularly good.

387. As a rule to what age do they retain a boy?—Until he is about 18. After that the boy drifts out and generally in boys by that age unskilled work becomes to some extent not well known. Florists are not much good as a rule, but we have found some of them only too willing to allow the boys to get promotion elsewhere and even to push them towards that promotion.

388. What is the wage for age system again?—Yes, the same.

389. Are those the only three types of employment that are not much good?—No there are several others not mentioned. Do you think there is enough work for 17-year-olds?—I think possibly if a them would be over 17 years of age.

390. Could you hazard an opinion as to how many would be under 17?—I should say about 15 per cent.

391. We have placed more boys from Victoria Park than from any other suburb.

392. What is the reason for the depression?—The intensity of the depression hitting labouring families. That is how we gathered that there was a greater intensity of the depression at Victoria Park, and therefore it would not be fair to apply that over the whole State.

393. Was there a greater desire on the part of boys in Victoria Park to get work?—There was greater pressure, and greater necessity.

394. Would not that be the reason for their desire to get work?—Yes.
The majority would be over 17 years of age.—We believe so. That information could be obtained from the Economic Council.

144. I do not think they could give complete figures. Showing that if the employment position is in relation to age groups, I have found it very difficult to arrive at those figures. You deal with kids between the ages of 11 and 20.

145. As a rule, I suppose those boys have had the usual primary school education?—Yes; they have passed the sixth or seventh standard. When they go to work, they will be young in arithmetic or English, or generally incapable of doing the tests.

146. To what does that refer?—An overloading of the school curriculum, putting in more and more subjects, which troubled the teachers so greatly that they cannot possibly get through.

147. Do you think the majority of boys leaving school without being graded from the school?—No, results do not permit us to say that, but we might have that thought in our heads.

148. What is your comment on the position?—We have a regulation that we may not speak against the department. Am I excused or not?

149. I shall not press the question.—I am sorry.

150. I wish to deal now with boys outward to positions? That is shown on page 2, the filling of positions by weekly groups.

151. You say you can always place the number for whom you receive applications. Are employers always satisfied with placements?—Generally so. We have been in the job in the country running from 21.5 to 31.80, we have never been satisfied with the whole, and eight for boys aged 14 or 15 in Perth which are not satisfied.

152. Do you get the general impression of the employers with regard to the improvise school as we run across information, but we have not time to gather it systematically.

153. It would be beneficial if you had a system?—Yes, so long as we had a practical man.

154. Assume that you had a practical man?—I am afraid of getting a pedant or a professor.

155. It is rather pretty to be with a view in touch with the employers and ascertain what their objections and complaints are?—That would be inviting complaints.

156. You would not always listen to complaints if there was no reason behind them?—That is so.

157. The greatest difficulty you have is to place boys between the ages of 18 and 23?—Yes.

158. Experience in this class of work has led us to make certain suggestions as to how youth unemployment could be, in a large measure, relieved?—We have collated suggestions, and included our own. They will be found on page 10 of the report.

159. Take your general propositions for a start. You speak of forming an apprenticeship bureau.—If we had a large state of such partnerships, we would not have a complaint generated. I could join the Tutees and five at North Perth. He would then be in his second year, and would go out as a second-year apprentice. He would be appointed to the bureau rather than to an individual builder.

160. A good term for that boy would be apprenticeship trainees.—Yes, and we would have student-apprenticeship trainees.

161. The boy would be apprenticed to a foreman or board, and placed out by the bureau or board from time to time on work so offering with some employer. Can you elaborate on that point?—He might go to Northlands for the first six months, and then there might be a break of a week. Arrangements might be made for the Technical School to take him for that week. They should be able to do nothing more, because all such breaks would not occur at the same time.

162. What steps would you take to ensure that the type of employer was all right?—Our experience is that the type of employer was all right. We have a black list. If there were too many complaints by an employer against boys one could put the trouble down by saying, and we do not have too many complaints about an employer on the part of boys we could put the trouble down to the employer. They would have to be watched.

163. Do you get the same opportunity as another in the way of instruction from the employer? Jokes may have only a certain number of hours allotted to him, whereas Brown may receive a lot of tuition.—That is in the advantage of a bureau. On the change-back one would find out the position on the law of averages.

164. The bureau would have to see that everybody received as far as possible the same number of hours of tuition and other advantages as another would receive?—It would have to be a reasonable thing. Some boys would make better use of 10 hours tuition than others would of 40 hours. The apprenticeship trainee will make better use on the job in the class of 40 or 50 under a teacher who may or may not be lurching.

165. Would you include the Technical School in that?—Any boys working.

166. Would you take boys away from the ordinary primary school at an earlier age than is customary?—Yes, if this showed any aptitude.

167. We hope they will all show aptitude for some trade or avocation?—Then why not let them have the chance?

168. You would take them away from primary education at an earlier age than at present?—At an earlier leaving age than at present. If the leaving age is 13 I would be inclined to take them away at 15 and put them into some avocation where they will continue their education. I would have them grounded in the rudiments of education rather than give them frills such as the inspection of museum classes and sport during school hours.

169. You look upon those things as frills?—As part of them. There are many frills.

170. The suggestion you make is the appointment of a co-relative officer to bring all matters in connection with all these movements into line, and thus prevent waste of the bureaucratic information as the place can nowadays account for?—That is occurring to-day. The League of Youth does not function so far as I know. We think that many efforts they may have been making may have come to naught.

171. You want an officer or officers to police all those organisations which are endeavouring to place boys in employment? You are suggesting coming down smaller efforts and magnifying all efforts.

172. That would cheapen administrative costs and make for more effective results, you think?—Yes, and provide greater scope too.

173. Do you think there should be any discrimination between males and females as to the price paid for their labour in the same job?—No. Sometimes girls will be more efficient than boys, and they should then be paid a higher wage. If the girls were displaced they would eventually be absorbed by marriage.

174. Is there any proof in the suggestions that in recent years girls are tending to displace boys from the labour market?—Yes. In the pastmarsh time, once to lead normally 84 people, I have not more than three-fourths of them were girls going to work.

175. Do you think the ratio of girls to boys in employment has increased in the past months?—I do not think so, according to the tramway sections. We do not know much about girls, and have only placed about 70 volunteer typists.

176. You have no figures to prove that the ratio of girls to boys in employment has increased?—No, except that the trains are carrying more girls to employment than I have ever seen before.

177. What do you mean by the quota payment, half between 14 and 17, and the other half between 18 and 23?—Take a business where there are under 15 males employed. I would leave out a business employing only one junior male. I have talked to several people including Mr. Theo. Taylor, Mr. L. B. Bol, and others. Mr. Taylor does not mind the quota if it is made. Mr. Bolton said the same thing. Others do not mind it at all if it is made law, but they could not afford to keep the men, the quotas in quotas to-day in connection with apprenticeships.

178. You suggest that certain avenues of employment should be kept exclusively for males?—That is a suggestion, I was not put on the question which has been put up to us. It may be a good one, seeing that girls and young women have millinery, dressmaking, etc., exclusive to themselves. A little might be left for some of the men.

179. What do you suggest?—Some of the banks are employing women when they might employ men. This is a comparatively recent activity on the women's side.
450. You would not pay him on his actual age, but as if he were at the joining age?—Yes. A gentleman who was in to see me recently raised an objection to that. He said that the average age of the older boys was taken to be the age of the younger. The older boy could easily be employed at a slightly additional wage. It would be a matter of adjustment.

451. You are familiar with these awards; how would you provide for that? Do you suggest that there should be some board vested with power to permit in certain circumstances a lower minimum age?—Yes, a law on that, providing that he had had a fair chance to consider the board and considered favourably, and provided also that there were no too many conditions incident to it. Some people would say, & quote, "Hard" the Act, and yet few would go through.

452. You say also that proposals have been made, involving such wages as subsidies in connection with farm work?—As in Queensland, South Australia, Tasmania and New Zealand.

453. Can you give me a little more detail as to what takes place there?—Queensland started on the 16s, basis a couple of years ago. I can get you the details as to what is the practice in the other States. They are not much, however, on all fours. Tasmania, I think, has ceased.

454. Do you know why?—The northern Tasmanian people asked us what we were doing and we told them to avoid theory and go for practice.

455. What is the extent of the subsidy in the other States?—In Queensland it is 10s, per head plus free in consequence, plus otherwise. They also pay the faces of the boys for the whole of the term of employment.

456. Did the subsidy last during the whole term of employment?—For 12 months, and the insurance, I think, for six months.

457. Do you know anything about the other States?—In Victoria, I think, the practice was about the same as that in Queensland. In New South Wales there is a lesser extent. In Victoria, I think, it was only proposed and I am not sure whether it went through.

458. You comment in your notes on the vocational training system; will you elaborate that?—It has failed in South Australia badly. We tried it and it failed.

459. What evidence is there that it failed in South Australia?—They started there with 2,000 classes and have only five running now. These classes failed in about 12 weeks of their inception despite the enormous hoisting through the Press. The boys mostly found that they were not getting jobs and they ceased. Then the classes closed.

460. What do you find as a rule of health and intelligence of the boys?—Their health is very fair.

461. And their physique?—Fair to average.

462. Are they well nourished?—Yes, better, I think, than in 1932, no. With regard to vocational training, on the job is better. They are doing that in Great Britain now; they have their various classes and the aptitude of the boys, appointments are made. I notice from an advertisement which appeared in the 'West Australian' recently that some of the boys are doing here. The Perth Hospital Board advertised for a matron and the advertisement mentioned that she had to be capable of taking charge of a ward which was in connection with the hospital work. So apparently there we have vocational training on the spot and on the job.

463. Talking about vocational training on the spot and on the job, you of course must concede that there must be some kind of examination system to see that the boys are progressing favorably. How is this examined for the job, not a school class. The arbitration people, before giving the boy his ticket, could see that he does his work.

464. Have you ever had specimen cards of the information that you take concerning each boy who comes to you?—Yes. (Specimen cards produced: Employer's card, Exhibit 7; boy's reception card, Exhibit 8; boy's ticket, card 9; employer's record card, Exhibit 10.)

465. I see that in one of your notes you refer to a problem of cricket and importance of cricket to Great Britain, and from Great Britain to Australia?—We are not really responsible for that. That originally came from the Citizens' League of South Australia.
485. You suggest here that if Australia could get a further share of the export trade everything would be right. Yes, but that is wrapped up with a lot of international complications, is it not?—Yes. We leave that to the better heads to decide.

486. I am, I am, I am, I am 

487. to your figures, and if possible I would like to have some extracts made from the registers you keep. I do not ask you to do it if you have not the time!—It is not practicable for us to do this in any other way than on the spot. As a matter of fact, we are being asked to say that the distant prospect is not so pleasing as it seemed to be. We take a boy in that frame of mind and try to train him into the serious side of his future life. We find that as a result those boys usually settle down and are contented. That is rather an interesting experience. Another suggestion I make has relation to the future of boys who are going on farms of over 500 acres in five years. A page of statistics may mean a month of compilation.

488. I understand your position, but it might be possible for me to have certain samples taken out in order to get a fair idea of certain problems?—Yes. All our information is open to the Press and to the public, except the black list. I am looking too at the position of the Commissioner. We call them on that blank list "doubtful employees." We keep the list quiet largely, in view of the loss of respect and slander, and owing to the fact that contributory organisations have told us such things as "Don't let so-and-so go to Mr. So-and-so of such-and-such a place."

ARCHIBALD CARLYLE MEYRICK, Assistant Secretary Boys' Employment League, Perth, sworn and examined.

489. By the Commissioner: You understand that you desire to give some evidence concerning youth employment and the activities of your league?—Yes. I have been connected with the league for about five years, and have been enabled to note the trend of things, particularly as I interview a great many boys and farmers, possibly more even than the secretary interviews. I have been able to see the position in the predominance of country positions after a certain period as against a preponderance in favour of the towns. I venture here to make some suggestions to you to see if that cannot be overthrown, because I am strongly seized of the fact that the backbone of Western Australia is primary production. I consider that the backbone of industry here is the farmer, and we should be prepared to assist him in every way. It is rather a disquieting symptom that boys at the present time are being unwilling to take up employment on the land.

490. Therefore I venture to offer a few suggestions which might possibly assist in overcoming that difficulty. First, there is the provision of amenities in the country. We often find that there are complaints from boys—only unpleasant really—complaints that the country is lonely. Perhaps, after living in the town for years, they find the country rather dull as compared with the town. I have suggested to farmers that it would be an excellent thing if they could provide such amenities for boys as would make the country more attractive to them and have even urged that upon the farmers themselves. I have suggested that the work of the accommodation on farms could be improved. Your experience is that in many cases accommodation on the farm is quite good, but there are exceptions. You probably know that the house of the average small farmer does not display Persian rugs, or masterpieces of painting hanging on the walls.

491. Do you think that the youth himself is apt to be a little critical of the job that is offered to him?—That may be so in some cases, but one has to take the average. It is found that when a boy has been brought up in a town and has been ingrained into the town ideas of wages, lights, little girls on the pavement, and pictures—when he comes to a job which is essentially a rough working job he misses the town amenities and therefore he is inclined to think country life is too lonely, and decides to go back to the town. On the other hand, we have had many instances of other boys who have gone into the country and who, being told not to take too short views of things, allowed the job to sink into their minds for a week or two before judging it, and settle down cheerfully to their changed conditions. We have found sometimes that boys have returned in a fortnight's time and found things, allowed the job to sink into their minds for a week or two before judging it, and settle down cheerfully to their changed conditions. We have found sometimes that boys have returned in a fortnight's time and found things, allowed the job to sink into their minds for a week or two before judging it, and settle down cheerfully to their changed conditions.

492. We have said to such a lad, "But you should be in a job at such and such a place." The boy replies, "Yes." We ask him and his reply is, "I thought I would like to return to Perth." We ask him, "And now?" He replies, "I want another job." We say to him, "Why, sonny?" He replies, "I find that Perth is not all it is cracked up to be." Our comment probably was, "You wanted to come back to Perth because of the bright lights and so on, and you find that the distant prospect is not so pleasing as it seemed to be. We take a boy in that frame of mind and try to train him into the serious side of his future life. We find that as a result those boys usually settle down and are contented. That is rather an interesting experience. Another suggestion I make has relation to the future of boys who are going on farms of over 500 acres in five years. A page of statistics may mean a month of compilation.
where to go instead of having to run all over the place as they have to now. The employers would know that there was a place where a boy could be obtained.

193. At present these activities are decentralised—Yes, and that results in inefficiency and friction.

494. You are also in favour of a scheme that will enable you to follow up boys after they have secured employment, so as to ascertain how they are getting along in their various jobs?—I have suggested that, but it will involve considerable expenditure. It means quite a large staff would be necessary in order to cope with it. Now, however, I regard it as desirable.

495. How much of that work could be done by means of voluntary effort on the part of public spirited cit
dizens?—Some time since I received a suggestion from the branch of the Country Women's Associa
tion at one centre that if we furnished the names of the boys in that district, members of the organisation would visit them so as to keep in touch with the lads and advise us of what was happening. The results there were very disappointing, practically nil.

496. What do you think mostly with regard to voluntary organisations?—That their intentions are excellent, but the execution is not all that could be desired in some instances. The establishment of an apprentice bureau would be an excellent idea, because it would give apprentices continuous experience under apprenticeship conditions in the trades selected by them, and it would mean that the apprentices would know where to go for their next job. It could all be planned together. The apprentices would know where they were to go next, and would be able to get plenty of varied experience. They would be able to get a knowledge of the various processes viewed through the eyes of different employers. We know that men vary in the way they handle a job, and by some such system the apprentice would learn to do a job as viewed through the eyes of one employer and through the eyes of another employer there. Thus lads would get the advantage of a collection of viewpoints while sorting their apprenticeship, particularly if they were keen on their jobs.

97. Then you think that having a number of employers in one trade who were dealing with an apprentice would be an advantage rather than a disadvantage?

—I do.

496. It would be an advantage to the apprentices to serve under more than one employer?—Yes, the apprentice would view the job from different angles, and would not be stereotyped in his experience.

496. I understand you are also in favour of a change in the curriculum in the primary schools towards the latter part of a boy's school life?—Yes, my experience is that the knowledge gained by boys in schools is almost purely what I would call symbolic. It does not have relation to life. I have talked to parents and boys, and have said to them, "You have seen hundreds of buildings, tramways, roads. You have seen railway stations and engines, and other things that are incidental to our common life. Has it ever struck you to look at a house; for instance, and ask yourself how that building came to be there, why it was built in a particular style, and how the idea of building a house was developed?" I have asked them if they have noticed anything on the road, and asked them why gutters were made in a certain fashion. I have asked them if they have inquired why there are transverse windows on doors and if they had ever wondered how railway engines and stations and tramways came to be provided in Western Australia. I have pointed out to them that they accepted all these things as ordinary everyday occurrences without ever looking into these matters with a view to ascertaining more about them.

500. I have spoken to many boys who were well versed in that type of information—I am pleased to hear you say that, although I have never come across boys who were able to furnish any affirmative reply when such questions were put to them.

501. I may have spoken to a different type of boy?—That is so. To play the schoolboy in the school under which they say to the boy, "Here is a mechanical thing to do. Please go on doing it." The teachers do not explain to the boy the principles underlying the mechanical action. When they give the boy something to do, of a mechanical nature, they do not teach the boy anything about cylinders, cams, the differential, and so on, nor for instance do they explain why wheels are so shaped in a particular way. If they did they would interest the boy who would consequently acquire a much greater efficiency. He would take a human interest in his labours, for he would know what was behind his job. What is required is more than mere manual dexterity. A little while ago I was speaking to a boy who was to be sent out to a job. I said to the lad, "You may not, I will illustrate to you the right way and the wrong way to do a simple manual operation." I showed him how taking one thing from here and placing it there, and another thing from there and placing it here, and so on, vice versa, he could do the whole thing quite wrongly. I then showed him how the whole operation was really one process, and how he could so carry out the task by co-ordinated effort as to secure the greatest efficiency and speed in working. The lad's father was standing alongside, and when he heard my remarks to the lad and saw the illustration, he used some strong words. He told me that he was a journeyman, and had been working in factories all his life. He said that no one had ever told him how to do the thing, and remarked that he had been doing the same sort of thing wrongly all his life. He stated that no one had told him about such methods, and I replied that no one had told me. It was by experience, and we were able to find out such things for ourselves. In the schools it would have more effect on the childish minds of the boys if instead of merely being told to do something they were told why they had to do it, and then how to do it. The functions would have to be explained to the lads in order to make the whole process effective. If the lads are taught why they are to do the task, and the significance of the operation, they can do the work intelligently and efficiently, whereas if they are merely set the task without the additional explanation, the work inevitably becomes merely mechanical and a matter of reiterated effort.

502. You consider that in the later years of the boy's school life, the primary schools should include a study of our everyday institutions?—I think so. I would take every section of the school cur
culum and endeavour to relate it to life in order that the child would be interested in every branch, with the result that each branch would be anxious to acquire knowledge instead of having a desire to run away from it.

503. Is not some such instruction given in the primary schools?—I think not.

504. I should like to study this graph before taking it into evidence. I shall call you again later—Very well.

The Commission adjourned.

FRIDAY, 9th APRIL, 1907.
A. A. WOLFE, Esq., K.C., Commissioner.

JAMES AUGUSTUS KLEIN, M.A. (Sydney), Director of Education in Western Australia, sworn and examined.

505. By the COMMISSIONER: You are the Director of Education in this State?—Yes.

506. For how long have you occupied that position?—Since 1905.

507. Previously you were Chief Inspector of Schools in this State?—Yes.

508. For how long?—For six years.

509. Before that you were associated with the Western Australian Education Department as an Inspector As Section Inspector from 1913 to 1929, in the agricultural and pastoral area.

514. Our object was to examine every authority in order to find out what is being done in the education of the children of this State—That is correct, and it is to give the people of the State an idea of what is being done in this great work. It is to indicate to the people that the work is not being neglected, but is being prosecuted by the Government as it should be, and it is to give the people of the State a fair knowledge of the facts and figures relating to the education of the children in the State.
510. That involves a very close acquaintance with the whole of the teaching system in this State.—Yes.

511. There are three subjects on which I should like you to give me some information. The first is as to the system of primary education, secondly that proposals have been made for the raising of the primary schools leaving age, and thirdly some practical suggestions that you have for the raising of the leaving age. Is there a correspondence kept up by government officials to keep the trade unions informed as to the raising of the leaving age? This has been suggested that youths in the primary schools do not receive the necessary training that they ought to have in the last three years of their schooling to fit them for jobs. It is said that when youths go out into the world and come into contact with industry they find that the raising of the leaving age would be a good proposition with a view to preventing a lot of youth unemployment.—Yes.

512. The question of raising the leaving age, I understand, is under consideration.—Yes.

513. Do you think the raising of the leaving age would be a good proposition with a view to preventing a lot of youth unemployment?—It is thought so throughout the world.

514. To what extent would you advocate raising the leaving age immediately?—I have prepared some notes on that point, which will be found on page 18 of my report.

An immediate increase of two or more years in the general education of citizens would cause a considerable disruption of industrial recruiting. Therefore it is desirable that the ultimate objective should be approached by a series of steps. First, the minimum school leaving age should be raised to 16 years, the additional schooling being devoted to general cultural education. We believe in general cultural education; we are not going to specialise yet. We are after culture.

515. The minimum age for full-time employment should also be fixed at 15 years and the conditions of employment in the various trades should also be so modified that all recruits should be compelled to attend part-time evening classes for at least the first two years of their employment. Provision should be made whereby youths could elect to spend the 15-16-year period in full-time technical education and then enter into industry at a status at least equal to that enjoyed by fellow-students who had gone direct from the general school to industry.

Once the industrial and educational worlds had become reconciled to this first advance, it would be possible to begin a second step in which provisions would be made for continuing the general education of all students to an age of 16 years.

516. This process would have to be continued over a number of years.—Yes.

517. The immediate age increase you advocate is one year.—Yes, that is mentioned in Section A of my pre-mentioned statement.

518. This suggestion has been considered in detail?—This report is the result of considerable research.

519. You said the idea was viewed favourably in other parts of the world. As a fact, it has been put into practice in some countries?—Yes. You are aware of the United States, and in some of the countries of Europe in a modified form. Some of them have gone further than the age of 15 years.

520. You mentioned the detailed consideration you had given to the problem. I think some of your deductions were based on the number of children born during certain years.—That is so.

521. Will you give that detail?—Yes.

The question has been considered in Western Australia, and a report was submitted to the Minister for Education in February, 1916, stressing the necessity for raising the school age, and showing the implications of the movement. It was pointed out: in this report that 2,515 pupils left school during 1915, between the ages of 14 and 16, and that there were 2,706 between those ages on the rolls at the end of the year.

522. Did the whole of the 2,706 leave?—No, the 2,706 were on the roll at the end of the year, and were continuing.

The leaves were distributed as follows:

(a) Metropolitan area—3,708 (Perth 1,014; Fremantle 374; Midland Junction 171; Claremont 149).

(b) Eastern Goldfields area—143.

(c) Country towns with existing High Schools—257 (Albany 51; Bunbury 53; Collie 64; Geraldton 48; Northam 22).
Specialists would be required for the junior technical school and for domestic economy. I would refer also to the following paragraphs:

(b) Existing High School towns (country). Probably seven or eight additional assistants would be required.

(c) Additional staff would be needed in a few cases in the schools in country towns with post-primary "tops."

(d) Small country schools. Post-primary work in these schools could be taken over by the staff of the correspondence classes at Claremont.

538. What is the estimated cost of building and extra staff—about £10,000 for buildings and about £8,000 a year for extra teachers and 50 assistants.

539. If that were done it would ease off the problem of youth unemployment, you think—Yes. The Government would also be satisfied that their youth was being more adequately educated to take up employment, and, what is more, would be better fitted to spend leisure. The greater part of the time of young people is absorbed in leisure. Education must have an eye not only upon employment, but upon how the child is to spend its leisure.

540. The keeping of boys and girls at school up to the age of 15—We call them at times, but they are at present out of employment would come into employment—Yes. It would lessen competition for that particular year.

541. And the children who get employment would be better fitted to undertake the work?—Yes.

542. How do months between 14 and 15 employ themselves?—We have very little opportunity of finding that out. We know that about half stay on at the school, but we have not followed that up. I should say that in the country a good many go on farms. A good many also drift into blue collar employment, only to lose it again at the age of 18.

543. That being so they would be better at school?—Yes.

544. Into what avenue do girls drift when leaving school at 14?—A commercial school.

545. They generally learn shorthand and typewriting?—Yes. Very few seem to take up domestic work.

546. Have you any records?—Only from a few schools.

547. And these are kept voluntarily by the head master?—Yes. That would be the duty of the vocational bureau I have suggested.

548. Do head masters who keep these records send them to you?—We call for them at times, but they have not been systematically called for. Since I assumed charge I have called for them. Before the Commission was appointed I attempted a survey which was to have been made this year. I am making one objectively for the Commission.

549. In considering the raising of the school age you have borne in mind the probable effect on the wage fixation in the towns. That would be a problem for the economist rather than for the educationist. It would have to be adjusted.

550. What exemption would you give children from attendance if your raised the school age to 15?—That question is dealt with on page 3:

In the interests of youth exemptions must not be lightly granted. Exception would apply to the classes—(1) pupils for whom we have reports from the primary school, further pursuance of school education in any form would be unpleasant; (2) pupils whose aid in support of the home is urgently required. We would have to be most careful in granting exemptions. In the new English Act, which comes into force in 1939, there is a section called "Benefit exemptions." That would cover such cases as these.

551. The exemptions would be sparingly granted?—They should be. Already we have exemptions from attendance at school up to the age of 14. On the two points we have here and medical evidence.

552. You have sketched out a curriculum to take with the raising of the school age?—Yes. It appears on page 4:

(a) In a metropolitan area and in the larger country towns with established high schools, the curriculum should include—

(1) Larger country towns with senior tops—821 (schools with three or more teachers, such as Narrogin and Katanning).

(2) Smaller country areas—429 (schools with one or two teachers).

530. These figures made up a total of 2,913.—Yes.

531. You point out later on the influence of new pupils that you would be likely to have in the years following 1926?—Yes.

532. Did you have in mind that you might be able to use some of the machinery you have to-day for the extra activity?—Yes, rooms and desk accommodation.

533. What do you estimate would be involved in providing the necessary extra machinery to deal with the raising of the age?—The following is my estimate—

(a) Metropolitan area:

1. Two new schools to house at least 1,000 pupils, in the capital. A general central school south of the river is suggested, and a school with a technical bias in or near the city.

(b) You mention a school with a technical bias. That would be technical education of a junior nature?—Yes.

535. Vocational?—Yes, not trade or vocational. A junior technical school, for both boys and girls, at Fremantle, to provide for 400 pupils.

3. New junior technical schools at Midland and Claremont, each for 300 to 400 pupils.

As regards building and equipment, that is the implication of raising the school age.

(b) Country towns with existing high schools (Albany type).—Additions averaging one room per each of the five centres would probably be required.

(c) Larger country towns.—Thirty-three schools have been chosen as forming good country centres, and being sufficiently well staffed (three teachers or more) to be able to maintain senior tops, i.e., post-primary classes working under the general supervision of the head teacher. The distribution of children leaving between 14 and 15 from these schools during 1925 was one to nine pupils in the case of 20 schools, 10 to 19 in 12, over 20 in one. It was pointed out that in most of these schools then, the existing buildings should suffice except in manual training and domestic science. Twenty-two of these schools are already equipped with manual training centres, 10 with domestic science. Additional manual training rooms required will therefore be 11, domestic science rooms 25.

(d) Smaller country areas.

The report stated that the present buildings could, in the case of the small country schools, absorb the extra pupils, the number of pupils leaving being 10 in two cases only, all others being under that figure.

536. So far as buildings are concerned, the major problem would be in the metropolitan area?—Yes, and in the case of the larger country towns, the Katanning, Narrogin type, where there is no district high school.

537. What do you estimate in the way of increase of teaching staff?—My estimate is as follows:

If the metropolitan area staffs would be required for five schools—five head teachers, 50 assistants. This number has been computed on the experience of existing central schools, and includes leave of absence for ordinary school subjects and specialist teachers, where required.
the subjects are then specified. English would include composition and literature. Then there would be geography, history, mathematics (all elementary branches), preparation for life; science (physics and chemistry for boys, chemistry and biology for girls); domestic science (girls); French; for preference; art, largely in the girls’ school; drawing, craft work, including wood and metal work for boys; music, and possibly physical training; athletics; scripture, the moral side with the Bible as the textbook; commercial subjects, only such sections as are educational. We would not take geography for the boys, nor French for the girls.

535. How does the average youth who leaves school take to the education facilities offered.—Half of them take advantage of higher education facilities. 536. If you put an educational feast before some people they do not want to enjoy it.—We have to consider the conditions under which people live. Parents may want their boys to earn something, although they may wish they could keep them at school. There may be a job round the corner. They would rather the boy took it than have another year at school, although they may be keen on schooling. They might then send the boy to the technical school at night. I do not say that the 2,000 boys are not being educated when they leave school. Many of them are absorbed in the technical schools.

537. It might be better to give them education along certain definite lines, than teach them subjects which may have little use in after life. A boy in a school studies many subjects for which he has no call in his subsequent employment.—You would not include any of these subjects on page 47.

538. What about a foreign language, as applied to a boy?—That is optional. Unless a child intends to take up a profession we do not give a foreign language. It is often allowed with a foreign language for two or three terms only, unless the child intends to take up a five-years’ high school course. You may say, “What about one modern language for any school of this type?” A boy has a high school to go to if he wishes to prepare for a profession. Parents may be in such a position that they cannot see at the moment how they can afford to give five years at school to enable him to take up a profession. In two years’ time something may happen so that he can finance his boy into medicine, etc. He then goes to a high school and says he wishes the boy to take up a profession. The headmaster then says that as he has not previously taken a foreign language it would be very difficult for him to matriculate. We have to give them the option.

539. The subjects which you detail would be taught in metropolitan schools.—In all schools. I would quote the following:

In country towns with "senior tops" the curriculum should be similar to that outlined above, though it would be too much to expect one teacher to do all. It is indicated that the domestic science instruction would be taken as at present by members of the staff especially trained in them. Other specialised courses would have to be directed which would be required from the central correspondence establishment.

A child can take his junior public examination in the same school in Western Australia, guided by the correspondence classes at Claremont.

540. Correspondence tuition, which you have described, has achieved great results!—We think it has. We are well satisfied with it. It is one of the phases of our system. I should like to draw your attention to what appears on page 4 of my notes—especially the second paragraph. Correspondence has proved a marked success in primary work. It has been extended to post-primary instruction, and is being applied in full to all post-primary work in the metropolitan area. Of the 2,533 pupils who have left in 1933 between 14 and 15 be included, but all post-primary pupils (approximately 1,140 pupils) with school. The fraction of those 1,585 young people should be fully directed from a central correspondence centre in Perth. They should continue to attend the local school, but the teacher of the local school can direct that he sends to them only where the work (e.g., physical training, scripture, music) can be grouped with other pupils. In subjects outside of the local staff, the teacher’s work should be supervisory; to a limited extent only, advisory.

541. You suggest that the courses should be as elastic as possible. A boy might take a course in stock management or in other branches of agricultural life. Notes could be written on those subjects for them. Of course, all country children do agricultural science.

It should also be possible to arrange for periodic intensive courses in domestic science, manual training, and possibly other craft activities in the outlying country town which has the necessary facilities. In the metropolitan area a boy takes his manual training and a girl her domestic science for three hours a week for 40 weeks, or 80 hours a year. We suggest here that we could give the country boy, by bringing him into the nearest school where there is a centre, an intensification, or an intensification for a month or a month and a half. That would cost money again. The department would have to pay fares, probably.

542. I wish you make an alternative proposal if it is not possible to finance a scheme for the raising of the school age. In that case, what would you suggest?—I would suggest following the example of Germany and Czechoslovakia and making it compulsory for students to receive training in general education and partly in vocational work on one day per week up to the age of 18. Education is there kept strictly cultural. In fact, that is so right throughout the world as regards cultural education, though it does not obtain to a great extent in France. It was done in the United States of America, and there it is still going on, and the results on it are favourable. Some of the States of the American Union have gone over to advancing the school age right out.

543. But you will agree that that is not nearly so good as compulsorily keeping the child at school?—I prefer that, provided we have the long view of raising the age to 15 or 16.

544. Suppose the age were increased to 15 immediately, would you advocate any addition?—No. I think I would break off at 15, and then increase to 16 or 17, and have outlined here.

545. Assuming that the school age is compulsorily raised to 15, would you follow it up then with a post course after the child leaves school?—I think I would work.

546. Yes!—I do not think so. If we did that, we would have to be satisfied for the time being.

547. What would be the cost of the alternate scheme we have just been discussing?—I have not worked that out. It is very difficult to get statistics. I have here a report from New South Wales of the last conference of Directors. New South Wales has a very sound vocational bureau, which tells us that there are in New South Wales 16,000 children between 15 and 20 whom they cannot place, whom they have lost. The New South Wales Research Officer says that in New South Wales there were 20,000 boys and girls as to whose whereabouts no information came to light. That is a most serious thing. It is very difficult for me, therefore, to estimate the cost of raising the school age to 18 when we cannot ascertain those numbers.

548. I think you have also considered the question of cooperation of the educational authorities with industry?—Yes. A reference to that is found on pages 14 to 17 of my notes:

In addition to the general cultural training which should form the real basis of any educational system, it is also necessary that education should provide facilities for training each citizen for some particular type of life work. In life it is usual the nature of a man’s work that tends to divide him off from other individuals, for these duties must of necessity differ widely from group to group in the community. Thus it is necessary that the technical training provided in any educational scheme should be of a relatively specialised nature. But if the community is to obtain the best possible results from its educational activities, it is essential that the technical work be so organised that it will not tend to undermine or destroy any appreciation of culture that has been instilled in students by their general studies. Thus technical education should have a two-fold objective. Firstly it should conserve the cultural interests of all its students, and so add to and not detract from the rather specialised activity in the working life of the community.

While the educational needs of the children should be the sole consideration at the post-primary stage, it is plain that the later stages of technical
education can only be effectively organized in close relation to the needs of industry. Looking at the direction in which industrial work is heading, it seems likely that there will always be a need for craftsmen skilled in using either hand tools, or simple machinery for the manufacture of goods which have to possess individual characteristics of their own in order to find a market, and again for highly skilled mechanics who are able to design and construct products for a large scale market. These new goods are becoming more and more limited; but I also see a great and growing demand for workers who can research, design, and develop new and better products. This is the requirement of a wide variety of mechanical processes. So far as the first two types of worker are concerned, there is clearly a need for definite technical training. The smaller and larger class of workers requires, on the other hand, to be intelligent, responsible and adaptable, but without possession of any specialized technical skill. For this type of worker no special provision of technical education seems to be necessary beyond the basis of scientific knowledge which is applicable to all industries, but to every material human activity, and such skill in the handling of tools as may be required in the course of general education.

Industries employ highly trained technical managers and administrators, but complains that the secondary schools and universities, because of a bias against vocational instruction, do not provide them with not only skilled book-keepers, typists and correspondents, but skilled salesmen for whose training there is only haphazard provision. The greatest need at industry is, at the present time a clearer realization by those in control of the absolute necessity for the employment in the works of highly trained scientific workers who can apply the new knowledge gained by the various research organizations to the day-to-day practice of the workshop.

567. In other words, the University education being given in the university and the primary and post-primary are not educational enough—Something just in between is needed. And now, with the ever-increasing use of automatic machinery, the supremacy of the workshop as the training ground is being challenged from another direction. Investigations show that while the percentage of skilled work required in an industry does not usually alter much as the processes are changed from a manual to an automatic basis, yet there is a very definite change in the type of skill required. With manual production the skill required is primarily an ability to use tools; but with automatic machine methods manual skill becomes of a more important introduction. There is a marked tendency to replace by such attributes as general intelligence, and appreciation of the functions of the component parts of machines, on the one hand to understand and to adjust to the machine, and on the ability to develop new interests and to perform unusual jobs efficiently.

Thus the new type of skill is based primarily on intellectual adaptability, resourcefulness, and an ability to master new situations. Consequently, the general tendency is now towards developing the school rather than the workshop as the basis of a modern technical education.

A good deal has no doubt been done in recent years to promote co-operation between education and industry. Many of the teachers in technical institutes which are recruited from industry, heads of departments in particular have had considerable workshop experiences, while the governing boards of schools either by direct or indirect influence of technical institutes include as a rule representatives of local firms and trade unions. There are, besides, a number of central, regional, and professional organizations which have been interested in education and in the past few years have done valuable work. Nevertheless, it still appears to be not generally realised by employers that technical education can play a vital part in the struggle for national prosperity. It is clear that the schools and universities cannot make their contributions to industry and commerce until there is a much clearer understanding than at present of each other's functions and needs.

That is the whole trouble.

The first step to this end would be that each industry should be able to say with precision what it wants from the schools. There is, for example, little or no information available to us as to what types and grades of students are required by the various industries and in what numbers.

568. Have you ever made an easy to get the information?—We tried to provide this information for the first time earlier this year. We submitted a guide to occupations for boys and girls. It is sent to the various industries each year at the lowest grade where a boy or girl could come in. Further than that I do not know that we could go.

569. You have to go much further than the beginning stage, have you not?—Certainly. In this pamphlet (produced) we submitted a guide to occupations for boys and girls. It is just showing to the various industries each year at the lowest grade where a boy or girl could come in. Further than that I do not know that we could go.

570. No. It is an impossible problem!—Exactly.

571. Still, it is not an insoluble problem!—Not insoluble. We have solved it here. We have here the figures for beginners. Last year we told the boys, in effect, "It is no good for all to think of being printers, because the State only wants 20 printers next year; and it is no good for all to think you want to be pharmacists, because there is no place for you." We told them that straight out. But the later stage of the problem is one more for the economist than for the educationist. I think some outcome of this Commission might be an association between the two.

There is no definite policy of industrial training and recruitment, and little or no attempt has been made outside the individual school to define the proper relation under modern conditions between workshop practice and school instruction. Nor is it at all clear that that is the proper relation. There should be a clear definition of the task and duties of the training department and of the associate. I think that the time has now come when the Education Department should set up a standing advisory committee in connection with the important industry, or group of industries, and define more clearly its special functions and duties. These committees should be composed of, on the one side, representatives of local education authorities with administrative experience, teachers' representatives, and heads of technical institutions.

572. You have noticed thousands of boys pass through the schools, but have you been able to judge how many of the youths, through sheer force of character and personality, manage to get jobs for themselves almost as soon as they leave school?—My experience is that the masters have to find jobs for them, that the boys of school rely a great deal upon their head masters to find positions for them.

573. Do not many get jobs without assistance from their masters at all?—No, not many in a well-constituted school. Industry and commerce are always in touch with our schools. Take the instance of a former head master of the Peth Boys' School, the late Mr. T. C. Chandler. The city of Perth had great confidence in him, and regularly asked him in to give his advice. They were in constant touch with Mr. Chandler, and boys were in touch with him, too. That is not an isolated instance, because the same applies particularly to the formation of the Fremantle Boys' School, and also to the head master at Claremont. But all this applies only to the beginning stages; there is not much follow up being done? I would not say that for ourselves, and if they do, I should say that the jobs they get are not particularly good ones. The better type of work that boys get after leaving the primary schools is, I think, largely arranged by the head masters. In fact, the head master acts as a sort of counsellor for the boys he deals with. Would you like me to deal with the difficulty arising from the lack of statistics regarding youth employment industries? We should consider these matters.

We would consider them, and some others.

The fifth point.

We have tackled it.

That is a point.

We would consider it.

The sixth point.

The seventh point.

The eighth point.
probable future developments. The available Federal and State statistics have been utilised by Education Departments as far as possible, but are in such a form and are so incomplete that they cannot convey the necessary information. Inter alia, it is essential to know—
(1) The probable absorptive capacity of industry in some years at least in advance.
For instance, a boy may be starting school on a course extending over four or five years. He may know that he will be leaving at the end of five years, and he may ask how the situation of industry be in five years' time? That is a perfectly reasonable question, and we should have some figures and information at hand to furnish some guide in that regard.
(2) The employment status, by single-year groups, or juveniles between school age and 21.
575. You fix the limit of age at 21. Why 21?—That is when the basic wage comes into effect.
576. Other authorities fix 25 years as the age when youth may be said to end.—Yes.
577. It is very important that we get down to the proper range of age.—That is quite right.
578. Do you think you might extend your age limit to 25 years?—I would have no objection to that.
579. Even at the age of 25, a boy or a girl is still quite young in worldly affairs?—Yes, but I think that at that period a boy or a girl has his or her eye on his or her life-work.
580. The International Labour Office always mentions the period of five-year limits, yet you have noticed that.
581. I was wondering if you could give a reason for that?—No, I do not think so. I had no particular reason in fixing the limit; it was quite fortuitous, I think we could extend the 25-year limit.
582. Looking at what statistics I have, it appears that it is a vital age, much more so than 21 years.—Yea, in relation to industry more than in connection with education; that is quite right. We are working up to the 25-year basis. That is quite simulating at the next heading I have in respect of which it is essential to have some knowledge is as follows—
(3) The extent to which there is displacement of—
(i) Youths at certain ages.
(ii) Apprentices when they become journeymen.
(iii) Persons on account of the mechanisation and rationalisation of industry.
583. I think there is no certain information at all as to the displacement of youths at certain ages.—I do not know that there is any such information, and that is why I want this bureau set up. We want to know how they plan their positions arising out of the mechanisation or rationalisation of industry. We should have that information.
584. And you might also say that it is necessary to have information as to what becomes of those people, and how they adjust themselves in industry, if ever?—Quite so. If they are subsequently absorbed.
we should have that information as well. The next point is—
(4) The new avenues of employment made available by new industries so that the requirements of such forms of employment may be determined.
We would require to have that information and then endeavour to find a way of fitting in men thrown out of employment through the mechanisation of industry.
(5) The degree to which refreshers courses are necessary to enable tradesmen to adjust themselves to altered conditions in industry.
That is a point that will have to be considered.
(6) The degree to which young process workers will become charged upon society when adulthood is reached and their needs are carefully safeguarded.
The fifth point is, to my mind, a very important one.
585. The fifth and sixth points are wrapped up together.—Yes, very much so.
(7) The degree to which continuity of employment for youths is provided by the occupation entered upon on leaving school, and the degree to which technical education may minimise the results of lack of continuity.
I suggest, therefore, that the Government constitute in this State a committee consisting of representatives of each of the Departments of—
(i) Statistics,
(ii) Labour and Industry,
(iii) Education,
with such other persons as may be deemed necessary, to consider directions in which statistical data may indicate.
586. I think you are of opinion that the school, as it now stands, could be used towards bettering the conditions of youth in regard to getting employment?—The schools have been doing a great deal in that respect. I think the head masters deserve a great deal of praise from the community for the interest they have taken in the future of the youths. The headmasters, really, have taken the places of career masters, and at times they are as counsellors. We have no career masters or counsellors, as such.
587. You have made, in your statement, a survey of the position regarding the schools and unemployment?—Yes. In that respect my statement is as follows:—
The unemployment of a community can be divided into several classes. First there are men who have worked because of the seasonal nature of their employment; secondly, there are those whose principal is due to the occurrence of an industrial depression in the trade. A third group lacks employment because the trades in which they were trained ceased to exist; and, fourthly, there is unemployment which is due to the failure of the social conscience of the community, and is connected with the inventiveness of man, and so with his increased power of production. The second class subdivides into two groups, one of which consists of men who have been previously employed, and to youths who cannot even begin to work, although they have completed the normal educational programme.
Unfortunately, education cannot do to improve the lot of the seasonal worker, for this class is usually filled by men who gravitate to it either from choice or by lack of ambition. The lot of the other classes can, however, be considerably improved by educational methods.
For example, unless his natural powers of adaptability and resourcefulness have been ruined by previous industrial discipline, it is possible to remedy the plight of the man whose trade has ceased to exist by training him in some more modern craft or calling. Provision for this type of training should, therefore, be included in any comprehensive scheme of technical education.
We do that in our technical schools, and we have courses on radio work, and classes to deal with other activities that are new to trade and commerce. At present we have a class in permanent waving for girls, and that, of course, is a good thing.
However, the need for this provision will be largely controlled by the extent to which the industries of this community and the community have adopted strictly specialised methods of production. The production of goods, or even the production of goods, they carry with them these two definite hazards. The first is that the greater the specificity of skill attained in industry, the greater is the probability that some new invention will suddenly render obsolete quite a number of trades and trade processes; and, secondly, since a maximum economy of labour costs is obtained in specialised industries by restricting each worker to a narrow range of activities, there is a strong probability that our work will be organised in such a way that the men will quickly lose their original adaptability.
Therefore it appears that the problem presented by this particular type of unemployment cannot be solved solely by the creation of training schemes for displaced workers, and its complete solution can be expected when employers and workers begin to consider the welfare of the nation in addition to the dividends of their shareholders. Probably this will be a relatively slow process; but experience in similar problems indicates that the cost of unemployment relief from the worker to the employer, on the understanding that firms which
maintain the natural adaptability and resourcefulness of their employees should be exempted at least partially from this levy.

I realise that this is a difficult thing, but it is just a suggestion.

The remaining causes of unemployment—namely, the occurrence of industrial depressions and the tardy development of an adequate social conscience—are so interwoven that it is proposed to treat them together in a later section in any given community; and the second is the problem of improving the lot of persons who are so unfortunate as to lose their employment through some dislocation of industrial relations.

Of these the chief is that of controlling the total volume of available labour forces by varying the permissible school leaving age. This has been the general policy of certain nations for many years, and the effectiveness of this procedure is clearly illustrated by the steady increase which has occurred during the last century in the school-leaving age of industrial land such as England.

588. You were dealing earlier in the increase in the school leaving age, and you advocated up to 15 years. You also said that you advocate further increase from time to time. I did not ask you up to what age limit you would go—Up to 18 years of age.

589. And you would do that by gradual stages?

Yes. That is the long-range policy we aspire to.

At the present time there are however signs that a further step should be taken in this direction, for even under existing conditions a large number of children in industrial lands remain voluntarily at school after reaching the legal leaving age. There is also at present a large body of unemployed in all industrial lands. Naturally, the cost of any further advance in the school leaving age would be considerable; but the adoption of this step would have very important results. Firstly, a corresponding number of adult workers who are now unemployed would be reabsorbed into active work with a corresponding reduction in the cost of relief schemes; and secondly, the youths who would be retained at school under the modified scheme would be saved from the devastating experience of years of unemployment at their most impressionable age. Consequently, the whole cost of extra-educational facilities necessitated by an increase in the leaving age should not be debated against the education budget.

I am trying to show that if you do increase it the Government will save money in relief.

But in addition to providing a means for reducing the number of unemployed, education should also be utilised to accelerate the lot of those who are workless. At the present age includes men of all ages and societies, but if the school-leaving age were suitably raised, this group would be composed chiefly of men of relatively mature years who would have had at least some industrial experience.

590. I think you have made a survey of the probable development regarding this subject that we have been discussing. Have you any notes on the subject?

Probably the most important educational change likely to occur in English-speaking countries is the gradual raising of the school-leaving age, and the establishment of a more definite, but relatively elastic, link between the periods of compulsory full-time education and the age of entry into employment. This is a very important part of your inquiry, but it has not been generally considered. That is where the trouble exists, and anything you can do will help greatly.

This is made possible by the growing use of machinery in industry since this will gradually reduce the necessary duration of the working life. Thus leisure will become more and more an increasing element in the life of the community. In so doing it may make possible this leisure it will be necessary to raise the general cultural background of society. Thus it is to be expected that full-time education will be gradually extended up to an age of 16 or 17 years with the object of ensuring that all citizens obtain a secondary education, or of eliminating that period of casual employment, or unemployment, which under present conditions so often intervenes between the completion of the school work and the start of a regular occupation. These are the two important questions—the raising of the school age and the eliminating of the waste period.

301. Not only wasteful, but pernicious—Yes. In this connection it is necessary to realise that the demand for industrial recruits will vary from period to period. Consequently, it is clear that the school-leaving regulations should be framed in such a way that the schools will automatically serve as a storage reservoir for those youths who may have passed the normal leaving age without obtaining employment. Also it is most desirable that adequate provision should be made for the continuous part-time education of youths to secure employment immediately on reaching the minimum school-leaving age, indeed, what is really needed is a gradual drawing together of the existing educational systems so that in time the terms 'cultural' and 'industrial' will cease to signify differences in secondary education.

To me that would be ideal. By the adoption of such an ideal the community would be able to ensure that the great majority of its members possessed a fairly adequate, and community-shared, knowledge and skill, or were to take practical steps, of his own initiative, to improve his position. This should be of considerable value in reducing the sharpness of the class distinctions that tend to be created by specialised education and stratified employment.

I would stress that paragraph. Probably it will be possible to achieve such a programme of unification for many years, but it is an objective towards which educational authorities should be continually striving.

I thought it my duty to put this up to you, although it is an ideal. You may not be dealing with ideals; still, it is as well to have ideals before you.

Thus all changes in the educational system should be directed towards closing the gap that now exists between the objectives of the various branches of secondary education, and towards postponing the specialised portions of education until the student has reached a relatively mature age.

592. This you are emphatic on that you would not interfere with the cultural nature of the education by raising the primary and secondary?—Certainly not.

593. And some people advocate strongly that young boys should be given class teaching in the closing years of the primary or primary years of school life?—Up to 15 years, purely cultural.

594. So far we have been dealing with primary and post-primary schools; I am very much interested to know what the experience has been in regard to secondary centres; what experience have you had with regard to students leaving secondary schools and their obtaining useful employment?—I have not any figures to put before you, but as far as the North American School is concerned, it is not in the position that we have referred to, that the North American School is concerned, that the institution has very little difficulty in obtaining employment for boys. A great many of those who finish their five-year course continue in the same line, and become doctors, lawyers, engineers, teachers, etc., and those who do the three years' course enter commercial houses and follow other similar careers.

595. How do you get on during the depression periods?—Rather badly. There was a long waiting list, but since then the boys have been absorbed fairly well.

596. Do you mean that the waiting list has now been reduced?—It has been reduced very considerably. I have made a survey of the employment of the country high schools on this type of child. The type of child that goes to the country high school is selected for employment by a system of casual movement in Western Australia. It was made for my own information, not knowing that it would be needed, for instance, by you. Sixty-six per cent of the scholarship holders have entered one of the university departments; one-third of them are still at University, and the other one-third of them have obtained places at the University. This represents very good money for the value expended in the scholarships. Of the number selected by the high...
DUNCAN HOWIE, M.A., Dip. Ed. (Perth), Ph.D. (London), sworn and examined:

612. By the COMMISSIONER: What is your occupation?—I am a teacher in the service of the Education Department.

613. How long have you been in the Education Department?—Over 20 years as a full-time teacher.

614. What has your teaching experience been?—It has been varied, including primary and post-primary schools.

615. Did you come to work first in one of our larger metropolitan schools? In 1934-35, I took a postgraduate course in London and had experience in senior schools and central schools.

616. Did you come into touch with technical education?—Not to any great extent.

617. I think you have given a large amount of study to the question of voca...
tions of entry, the qualifications required, the absorptive capacity and the rates of reorganization and prospection of the various forms of industry. The third aspect of vocational guidance, and one of the most essential, involves an assessment of the individual to ensure that we can understand his strengths and weaknesses; and his emotional and temperamental conditions as well as mental and physical capacity. We aim to give him advice and recommend to him one or more careers. This is the aspect of assessment. A fourth aspect is placement. There is very little point in all this if we give advice, but give no further assistance, and the master placement is a necessary feature. The method of follow-up is the method of placement. Having given advice, we might be able to ascertain how far it has proved effective, and to remedy mistakes that might have been committed in haste or in a fast way of doing it. I think those five aspects cover what any workable system of vocational guidance must involve.

6.24. Will you show how in a practical measure you would carry them out?—I was first going to mention briefly some of the work being done elsewhere and in Australia. Then I shall discuss what we might do here.

Regarding the types of organisation involved in vocational guidance, to a large extent the work is unorganised and unsystematic. Much has been done by religious, philanthropic and social bodies, and so on, particularly in the United States of America. In many instances they have developed elaborate organisations. Although I admit there is a good deal of value in these preliminary investigations and system. What might be effective in one case might not be effective in another. As a matter of fact, there is very little in the way of central co-ordinating in this country; a considerably outstanding feature in the United States where they have rather elaborate systems. In England, an interesting experiment is carried out with university careers masters, or careers mistresses, in certain secondary schools. They are teachers on the ordinary stuff, rather full-time or part-time, whose duty it is that of guiding employment for young men and women on the particular kind of employment best suited to their capacities. These methods, satisfactory as they may appear on paper, are not always successful in practice. This is natural so far as the practical condition of the schools is concerned. We must recognise that this question has become one of governmental responsibility. It is very necessary that we should have some central organisation. A development along these lines seems to be working well is that of the English juvenile employment committees. They are official bodies and each large area has at least one such body.

6.25. Is there a central body to which they report?—They are under the general control of the Department of Labour, and are subsidised by the Dominion and provincial government. The work of these bodies is interesting. They are not merely placement bodies; they are instructed to assist and advise applicants for positions, and to assist them in their placement. Their work is in the direction of finding employment for juveniles and obtaining them on the particular kind of employment best suited to their capacities. These methods, satisfactory as they may appear on paper, are not always successful in practice. This is natural so far as the practical condition of the schools is concerned. We must recognise that this question has become one of governmental responsibility. It is very necessary that we should have some central organisation. A development along these lines seems to be working well is that of the English juvenile employment committees. They are official bodies and each large area has at least one such body.

6.26. What is the trouble?—Just what Mr. Klein states is happening in New South Wales; there seems to be a leakage that cannot be checked. There is the problem of the drifter who cannot be traced. It is necessary to have some organisation which will not only undertake the duties of the school, but will also be responsible for the placement of youths who leave school and are unable to get work.
half efficient?—That is quite true. I fully recognise the fact. Fifty per cent. of those to be dealt with would be in the metropolitan area, but 50 per cent. would have it within their reach to find their benefit. 363. You infer that something is better than nothing?—Yes.

364. There might be some budding lawyer in a remote part of the State who would make a good solicitor?—That is the difficulty. Something is better than nothing. That is the only position to take up. Generally speaking the work in the other States seems to be mainly in the form of district and not in any particular area. The work in these cases is done through committees attached to the schools, or to some form of school organisation. Particular attention is paid to the necessity for some form of the educational Advisory Councils is recommended in New South Wales for a more elaborate system is in vogue. There they have a vocational guidance bureau, under a superintendent, together with the trained psychologists. The bureau is linked with the educational advisory council established by the Government. It does a considerable amount of testing and practical advising of individuals available for employment. It also acts in conjunction with committees working through the schools. Rotary committees are constituted so that a certain group of teachers will follow a certain group of children right through their school career. And in that way they develop the right character of individuals concerning them. There is also a specialised scientific institution, but its work is not general. In South Australia the work is placed under the Superintendent of Technical Education, working through a departmental committee, and through the schools. A rather complicated system of record cards is in vogue, and records are kept from time to time. Certain school committees advise the children about employment. Arrangements are made so that contact between those seeking employment and the employers may be made through the Education Department. In effect, that seems to have broken down. The number of direct placements through the department is negligible, and the children centre comes through the schools. I think that what is being done in this State will have already been placed before you.

367. I should like to hear your views?—Little that is systematized is being done.

368. I am going to ask you to put up something for me later on a modest scale, but meanwhile would like to know if it is how it is you do it. It is being done, although a good deal that is incidental is being done, and in many cases valuable work is being carried out. As regards the schools, a serious effort is being made to guide parents in making a wise choice for their children, at one of the vital stages, namely, the stage at which the child proceeds to the post-primary education. Education is the decisive factor. 369. When would you start keeping records of the children?—That has only recently been commenced, and is not yet fully implemented.

370. At what age would you start?—We are starting at class six, and intend to continue the record.

371. What would you record?—The child's school work, and his general efficiency, with particular reference to any display of mechanical or manual bent, as shown by his work in practical or theoretical work. In his intelligence, too, his intelligence is possible that in the future we shall make provision for classifying the general intelligence of children in a certain class. The record would involve any particular interest or sentiment exhibited by a child, or anything the child is set upon doing, his hopes and ambitions, his leisure activities, with the object of giving him the fullest opportunity of a satisfactory choice of occupation. Then there is the health record which must not be once allowed to any disability that may affect the child's employment possibilities. At present there is no such record in the State, but it is to be carried out in the schools. Medical records in this form would be a new departure.

372. What about the boy's character?—That is an exceedingly difficult question. I have been discussing it with some great difficulty. To ask teachers to report upon that aspect. Teachers are only human and may take a wrong view of a child's character. 373. Where this is put out of the way of the child, it may lead others to take a jaundiced view of his character. We have to avoid any suggestion of that sort. On that point we have endeavoured to refer to character in a temperate and not in a particular strength or weakness that may affect vocational employment. It is a particularly dangerous business.

374. It is a big factor?—Yes. It is necessary to have someone outside to assist the teachers, someone who will take an impartial view.

375. If a boy has a disposition not to tell the truth and is up to tricks, a teacher might not advocate putting him in charge of money?—The position is a difficult one. When I suggest there is a danger of some teachers taking up a certain attitude concerning certain boys, it is the teacher that is being understood that I am not criticising the teachers. There is, however, that danger. A boy is allowed these lines being drawn up and is to be instructed.

376. I should like to see one?—Most of the record cards drawn up in other States seem to deal with their own ends. They are of such an elaborate nature that no busy person would have time to go into the whole thing.

377. It has to be a quick picture?—Yes, and as simple as may be. It has to be on the lines that the person reporting is competent so to report.

378. You say you would start with the sixth class. You may get children of varying ages in one class. Would it not be better to start with an age?—Probably so. This has been commenced as an experiment. Probably the age of 12 would be better. That would give a year's report before the leaving age was arrived at. However, a start is now being made, as I have indicated.

379. The department are sending out circulars to assist parents in making a decision as to the type of post-primary education they intend to put their boys to. Full information is given as to the avenues of employment for which a post-primary education may suit a lad. During last year I prepared a booklet, which was published by the Education Department. A copy was given to every child in class six. It had two objects, one to advise the children and the other to put them in post-primary classes, and the other to deal with their leaving school to take up definite employment. We had not the opportunity to be done as fully as we would have wished. We simply made this a guide to what was involved in different types of occupation, what qualifications were required, and what these occupations might be said to lead to. The great difficulty was to ascertain the facts.

380. Proper statistical data?—That is almost nonexistent.

381. Have you attempted to draw up any system for obtaining statistical information? I have not concurred in any of the details.

382. But you have to face it?—Yes.

383. Would that involve a lot of work?—It would be better if we had a small committee of people associated with some acquaintance of statistics and the conditions under which they were gathered. There is little point in asking for statistics that are not obtainable.

384. Is it of no use to have statistics made out in the school side and not the employment side? How would you work the employment side?—I should like to see engaged upon that work people who had some special experiences in the gathering of statistics and the reporting upon them.

385. It would not take long to work out a sketch of such a scheme?—It might be easy for me to do it. The data ought to be obtained, but it might be said to be impracticable to supply the information.

386. Perhaps you will collaborate with the Government Statistician?—I should be glad to do so.
only thing that was definite was a table from the factory industries, page 19 of the booklet. That is not a complete table. Information is obtained only from factory returns by personal visit and using power.

656. Where did you get the data?—From the Inspector of Factories. We made an abstract showing the influence of the use of the employment of the 30 or more juveniles. In the last column appears the percentage of adult males, that is the percentage in the industry comprising adults. That is rather interesting for factory returns. On page 20, because, for instance, it drops to 34.5 per cent. In certain cases, such as biscuit making, it is 41 per cent, and in the female section it is 22.9. I mention these because I think it might be done. A good investigation might yield us a number of tables of this kind, indicating the relative degree of absorption. Of course this is only the beginning; it does not say that the industries would absorb the same numbers next year. The booklet was intended to give information, and also to get people thinking about the problem. However, the information is very limited, because we have not the means to secure the data.

657. What other school organization would you have?—At present the stage a good deal of work is done through head teachers, as Mr. Klein pointed out. Work has been going on, we were concerned in an experiment last year by half a dozen broadcast talks from people in certain industries, such as commerce, nursing, the civil services. That seems to have been relatively successful, and might be developed much more as a means of creating that career-consciousness which is so important. Occupational talks have been given, too, in the course of the Technical College started in 1935. This business of occupational talks is rather a difficult problem, because there does not seem to be a great deal of value in having several hundreds of children listen to a talk on how to become a plumber if many of them are not interested in plumbing. The work would have to be graded in some way in order to cater for that interest in the subject. These things are full of difficulty, and they point more and more to the need for a central authority to grapple with those problems as they occur. That is the point I come to now but in passing I may mention that there are a number of voluntary bodies engaged in giving some form of vocational guidance, though not a great deal is being done in that way. The Y.A.L. and the Y.M.C.A. do a good deal in that direction, but not on a system. As regards apprenticeship, there is an interesting move in the case of order tailoring and the printing trade. Applicants for apprenticeship are required to be approved by a board, and that board could exercise a degree of selection. I think there is a line along which consideration could be taken, while, if boards were empowered to assess the fitness of apprentices before entering the system, for two reasons—firstly, preventing them from entering into apprenticeship, and secondly, and more important, those who are most fit at the best chance of getting apprenticeships.

658. Would you entirely stop the other youth from getting into an industry?—Supposing you stopped him from getting apprenticeship inducements, he might still work his way in?—Yes.

659. But it would make it hard for him?—All I was thinking of was that if we had a few of the best boys in the school, the first place would be given to them. There are one or two other points in connection with the matter. As regards apprenticeship, a considerable amount of work is done by the Registrar himself in an informal fashion. He gives advice to boys. He tells me that a number of boys do come to him and ask what apprenticeships they should go for. In that way he is doing a lot of that. We could get that work more systematized and made more general, it would be much better. Now coming back to what no one may hope to do. It is that in any system of vocational guidance the schools will play the most important part. No system will remove that responsibility from the school. At present there is a very small amount is being done, but there again I am not satisfied that employers are making the best use of the system. A number of employers do regularly go to the head masters of some of our larger schools; and I can state from my own experience that those things are seriously considered and that an earnest effort is made to find the lad who is best fitted for the job. But employers do not think it necessary to do that, having sufficient faith in their own powers of selection. They do not recognize any advantage in making the child feel the child's work in a number of years. A minor point worth considering is that with a view to facilitating the forming of a link between the employer and the child's education and training the child can be trained at all the larger schools. Often the problem in a matter of contact between the head teacher and the employer, the employer getting in touch with the head teacher.

660. You have the telephone at the Perth Boys' School?—No. No State school has a telephone. The Junior Technical School has one under a separate arrangement. A need for some method of selection and advice is felt at the stage when a child enters the Technical Schools. Whilst fully recognizing that we must use the schools and cannot have any system without them, there are certain limitations to what the teachers can do in this respect. In the first place, the teacher, having his own job to do, is not an expert in industrial conditions. In some cases he may not be interested in the subject. For that reason it might be possible to improve this work—I put this forward tentatively—by instituting some form of advisory council, as mentioned before, and as is done in other States of the Commonwealth. I do not know that I myself am very happy about the idea of starting off with a great deal of enthusiasm, but whether the enthusiasm keeps up is another matter. The efficiency of committees would vary tremendously with the personnel on which they were constituted—and it has points—then a committee representative of various forms of industry, of a central co-ordination body.

661. You find the trouble just as acute with the parents?—That is so. There is the kind of hardship which sometimes the parents to feel the child of theirs is learning French instead of domestic duties. There again we come back to the necessity for a central bureau, among the personal of which would be a trained psychologist to advise and assist teachers in the matter of vocational guidance. Another feature of the work carried out through the schools is publicity, which I have mentioned several times. The work in that line is being done through the schools, and much more could be done. The work could be augmented by broadcast talks, by special visits from a psychologist, from meetings, from visits to factories, to commercial institutions, etc. There are a number of possibilities of extending the work. But here again that is what the responsibility of everybody's business. Unless that work is in some way organized on a central authority, it will peter out owing to the difficulty of keeping up enthusiasm over a number of years. The next question is that I think that placements would still continue to be through the schools. The majority of placements should be through the schools. But there is a point, again, that over 30 per cent, of the children do not proceed to post-primary education. They leave school, they are lost track of. They leave as soon as they reach the age of 15. In order to get a certain amount of apprenticeship, they have to be over 16 years of age. So there
A two-year gap. Numbers of them during that period go possibly from one job to another. These young people are not likely to find the central bureau, because there is no one else in a position to look after them. I have mentioned the central vocational guidance bureau already, but we might be able to give, as I see it, an outline of the nature of that bureau. In the first place, I think it would be essential to have two officers—maybe more, but two would be essential—employed by the department, who would be considered as concerned mainly with the economic side. The other would be the psychologist. It is essential that those two jobs should be disturbed. To expect a man who is engaged in the professional work of a psychologist also to keep up with the trend of industry is to expect the impossible. It means that one of the important things essential to have both those officers. Now let us turn to the executive head. Now let us turn to the means by which the work could be carried out. Of course, it is impossible to give an exact list of the things to be done by the official in charge. One of the duties would be the devising of means by which there could be secured contact between the employers and the schools. The officer in charge would be required to secure that result by means of some scheme that he would have to devise. Such matters would naturally have to be left to the man appointed to work out along his own lines. One most important feature of his work would be to arrange for some systematic and organized analysis of the absorptive power of the state. In other words, if the state was to be changed, if the collision of such records as were found necessary to secure the required data. That would be essential so that is possible to lay down definitely what industry could absorb. We could not expect that to be done by any other Departmental department, such as the Statistician's Department. If it was not done, there was no use of having the vocational guidance bureau would be most effective. That would be one of the chief features of the work. Then the officer would be in charge of the organization and distribution of such information as the investigations disclosed. He would supervise the publicity work I have mentioned, and would assist in the placement of all juveniles seeking employment. At the same time, it should be made possible in respect of certain cases for them to go direct to the vocational guidance bureau for advice. In that respect, I refer to those who come from the sixth standard and those who find difficulty in employment. As to the normal individuals, they would be entered for as they are now; they would have to take their chance. It would be those cases that were more difficult with which he would be concerned. One of his further activities would be to advise public authorities on matters relating to the employment of juveniles, based on his expert knowledge of the necessity to be tendered mainly in connection with apprenticeship boards, and so on. Then again, and this is of importance, some effort would have to be made to evolve a system of following up the work in the future. That is a very important point. Yes, exceed fully. It is a matter respecting which he would have to do his best in the time available to him. Unless he did that, your scheme would fall down. Yes.

664. The vital years from 18 to 25 are those when the youth requires to be closely watched. That is so.

665. Then that is a very essential feature of your scheme. It is something that can be found in the necessary time. If he could not find that time, your scheme would be no scheme at all. That is quite right. It is one of the essential features. Perhaps it looks rather obvious what is to be done. There is a man who will be in charge, but these are some of the objectives that would concern him, and the man appointed to carry out the work would do the best with the conditions that he could. He would have to do his best under the conditions obtained. With regard to the psychologist's work in connection with the department, he would be concerned in the same way as the special tests required to determine fitness for entry into special vocational classes at the technical schools. The present tendency seems to be towards some particular pre-occupation, and that would mean that more facilities will have to be introduced, which means that more consideration will have to be given to methods of selecting children in the primary schools best fitted to profit by the pre-vocational training in the central bureau. Do you think you could institute a scheme in the primary schools for vocational training fitting the children for ordinary work?—No, I do not think that is the place for that work. Perhaps I am using the wrong term. What would you regard as the primary schools?—They would be the schools with class of the district standard.

666. Then I should have referred to post-primary schools. Would you consider it feasible there?—I do not know. I think it is rather dangerous to start tinkering with the pre-vocational training system. Of course, the junior technical schools are available in that sense that they are vocational, but only from the standpoint of general training.

667. In dealing with a large body of children, you would require to provide machinery for that purpose or otherwise utilise the present machinery as best you could?—Yes.

668. Do you think the present machinery could be utilised?—It could be utilised, but there should be more schools provided. The junior technical schools give a general training in skilled handiwork. The pre-vocational phrase worries me, because I assume to be training children for jobs. To my mind, that is quite wrong. Under such a system, you first train the youths for specific jobs, and often those jobs do not occur.

669. Apparently you are of the same opinion as Mr. Klein, that it is better to stick to the vocation he indicated?—Yes, but there is a narrow interpretation of that. You must remember that education in general work, woodwork, and so forth can be cultural in a wider sense.

670. But no specific guidance in any particular line of industry?—No, and that would be very dangerous. If anything were done, it would be to mislead the boys. In furnishing such training, you imply a promise to give the lad a job. You are training him for that job, and then he finds he cannot get that sort of thing would give rise to a great deal of dissatisfaction.

671. So you claim that before the boy entered upon specialised training, he should be in as good a position as possible to be able to prove that he was fitted for the job?—Yes. The apprenticeship system is better there, and, with modifications, it might be made to apply in other aspects of industry. Then again, with respect to the psychologist, he would be made responsible for the whole detailed psychological examination of special cases. That would be necessary in an endeavour to help those people who do not fit. Often the attitude adopted towards these misfits is that they are naturally misfits, but that is quite wrong in many instances. In many cases it is due to accidental circumstances that can be removed if handled intelligently. There are a lot of people of low mentality who are just unemployable, but there are quite a number of people who have experienced an unsatisfactory start in industry, and in such instances it has been possible, as the result of close investigation, to put them on the right track again by means of remedial measures.

672. Have you local instances of that?—No. I am talking about English work.

673. Then you have no local record of experience regarding remedial measures?—Very little; practically none at the present time. Then again, the psychologist would be required to visit schools and deliver lectures to teachers with a view to assisting them to assess their own dual occupational fitness, and to take some scientific interest in the problems of vocational guidance. A further duty would be to get the teachers to encourage the lines of career masters, or some such development along those lines. He would be charged with the development of techniques likely to be of use to the teachers, and also assist them to carry out their duties in industry, and he would assist with regard to public publicity. In addition, the follow-up work would be an important aspect of his activities. That is a very rough outline of the problem as it affects teachers and the psychological side, and it would seem that more central bureau is necessary if anything is to be done over a long period of time; otherwise, a start would have to be made with the work, and people became familiar with it, interest would be lost in the work, and it would drop back to a mere machinery.
676. Have you endeavoured to ascertain the cost of such a scheme, both capital expenditure and recurring expenditure?—I should say that the salaries required for the two principal officers would represent about £2,000, that is if you are to get good men. Clerical assistance would be required, and at the start you would probably require one man to be in training. I should imagine that the scheme could be commenced at a cost of £2,500 per annum.

677. The capital cost would be very small?—Yes, but the testing machinery and so forth would require a lot of printing.

678. Would that cost much?—It is hard to gauge that. Do you think that £1,000 to £2,000 would be the capital at the inception. It might be possible, with regard to the £500 for salaries, that provision would be made for a salary range. It would be necessary to offer a fair salary if you were to get competent officers. If we are to envisage anything at all, we must have competent people to carry out the work. There is one other point I would like to mention along general lines. We are spending a considerable amount of money annually on general education, which carries youths up to the point at which they leave to take jobs. That is one of the most vital periods in the existence of a youth, but at that very point we stop short and give him no further assistance. That should weigh very considerably when considering the question of cost involved in this scheme. A further elaboration of these points is contained in the report that has been submitted to you.

679. I am still a little concerned to know what you would advise in order to deal with the boys outside the metropolitan area. They have just as much right to have their future looked after as have the boys residing in the metropolitan area and, as a matter of fact, we should encourage people to go out rather than that that they should stick around the metropolitan area?—That is certainly so. Of course, you would have this central organisation, and you would have the schools in touch with industries through some committee under the general supervision of the director of the institute.

680. Something could be done by means of a system of questionnaires through the central bureau?—It would be helpful, but a great deal cannot be expected from questionnaires, unfortunately.

681. They are rather regarded as a nuisance when they reach their destination?—Yes, and even when people do set themselves to answer the questions, and where the matter is of purely impersonal and scientific interest, it is strange to note how they want to maintain their own prestige even at the expense of truth.

682. If an officer were to travel around, that would mean he would not have so much time to devote at the central office?—That is another point. Something could be done along the lines of training teachers specially in this work, but it would be necessary to offer some inducement. I do not know that the department would appoint any such people to full-time positions, and if they received part-time appointments only, it would be necessary to offer some financial inducement in addition.

683. Can you say whether the teachers who come from the Training College would have a training that would give them a bias for this particular type of work?—Not generally, except for what they receive in the psychology courses at the college or the University, which, in regard to vocational guidance, is rather scatty.

684. Would it not be of advantage for them to have training in this highly specialised work?—That is what I had in mind. That would be one of the duties of the psychologist.

685. That might serve in some measure, apart from the question of distance?—Yes, that would meet the position to some extent. Of course you could not expect the executive officers of the central bureau to go out into the country very much. Their normal duties would allow little time for that. Another point I should like to make is what we may regard as such a bureau. He would need to be a man of sound training with some understanding of economics and a training in administration as well.

686. Will you work out for me a system of statistical recordings which would give practical effect to the suggestions you have been making?—I will do so.

687. You might put in as an exhibit the pamphlet "A guide to occupations for boys and girls." (Exhibit 13.)—Very well.

The Commission adjourned.

MONDAY, 31st MAY, 1937.

A. A. WOLFF, Esq., Commissioner.

WILLIAM SOMERVILLE, Workers' Representative, Subsidiary Court, sworn and examined:

688. By the COMMISSIONER: You are a member of the Court of Arbitration of Western Australia?—Yes.

689. And you have been a member of that court for 30 years?—That is so.

690. I think you made, at my request, a survey of the apprenticeship conditions in this State?—Yes.

691. In the course of your experience you have acquired considerable knowledge of the industrial system of the State?—I have.

692. You were one of those who were instrumental in inaugurating the apprenticeship system here?—Yes. I was a member of the court that first framed the apprenticeship regulations as portion of an award.

693. You were chairman of the Apprenticeship Board?—Yes. I was nominated shortly after the legislation was enacted in 1925, and I have been acting in that capacity ever since.

694. I think you have prepared a statement for this inquiry?—Yes. It reads as follows:—

The apprenticeship system of Western Australia may be said to have had its genesis in an award made by the Supreme Court in Volume 6 of 1907, in the judgment of the lord chief justice. The award took effect on the 12th of November, 1907. The award was contained in the Act of 1912 and in the Act of 1925. In the judgment of the lord chief justice. The award took effect on the 12th of November, 1907. The award was contained in the Act of 1912 and in the Act of 1925.

The Act of 1925 also provided for the appointment of an Apprenticeship Board, which has an Annual Report to the government. The Board is appointed by the Act and
the Arbitration Court regulations, wide powers to deal with every phase of the apprenticeship problem. I should like to say in passing that it was very fortunate that this determination during the building trade slump. The Board was able to adjust matters and prevent an enormous amount of litigation which would have arisen out of circumstances entirely disquieting to employer and apprentice.

693. You referred to the five-years' contract. Is that the standard contract?—That is the usual standard of apprenticeship period.

694. In the building trades. Does it obtain in other trades?—There are exceptions to that, but not many. In the clothing trade there is a term of three years in trouser-making. However, I think that even there, the term for continuance—which is the most highly skilled and therefore the most lucrative apprenticeship term is five years. Looking back over the apprenticeship system for many years, that five years is in a number of branches a sallow crest what the suffix was thought to be only sufficient. In some it went to seven years, whereas now in all wage-fixing tribunals five years is looked upon as the standard period as necessary to learn or gain competence in an ordinary skilled trade.

695. Has the Board power to reduce the term in particular cases?—Only to this extent: If a lad comes to an employer and desires to be apprenticed to a particular person, and if he has by some means already gained experience in the trade, then it is competent for us to give credit for that period and so reduce the five years.

696. How are the employers of any other class of this mechanic and his apprentice. But in recent years, the last award made in respect of the engineering industry, the example was followed of the engineering industries' Federal award, which a rate of wages was provided for and to be paid to those apprenticed. But Western Australia having no very largely repairing industries with the exception of the building trades, engineering is the only industry that I can recall where these juniors are allowed.

697. I noticed the other day that in the metal industry juniors were permitted alongside of apprentices—In which award was that?

698. I will have it turned up, and will show it to you—As a sample of what is done I went through all the awards and agreements quoted in this "Industrial Gazette" for 1905. It was the latest annual volume I had at home over the week-end, and I examined the awards and agreements there specified. I found that the agreements indexed numbered 23, juniors are permitted in eleven, and there was but one providing for apprentices. I think it will be acknowledged by all having much to do with industrial matters that I only differ from these agreements in the standards fixed by the Court of Arbitration. In many industries they do, of course, introduce features which are novel, but no general important principle is departed from by the parties who have the industrial agreements. They follow the court standard. Of the 23 agreements, juniors are permitted in 11 and apprentices in one. Of award only desire to indicate the three over which the Building Trades Apprenticeship Board has jurisdiction.

Such, in very condensed form, is the history of our system. With the exception of the provisions relating to technical instruction, and other new sections which were embodied to add by the 1925 Act, the scheme is substantially as it was when first it came into operation on the 1st January, 1905. For number of a year the Court has had the satisfaction of seeing it approved by the employers and workers with very few exceptions. In cases where it has for a longer period of years in which an award was sought for the skilled trades, the employers and workers have said, "We desire the Court's standard Regulations applied to our trade." I produce a copy of those standard Regulations, of which the Court keeps a stock so that if any party desires a modification of any clause, he can state his case in support of that modification.

701. How are the changes made in the regulations?—Yes, they are drawn up by the Court. They have general application. My prepared statement continues as follows:

I am convinced that an impartial examination of the system and its results would show that during its operation the apprentices trained in Western Australia have had a better training than was available in any other part of Australia. An examination of the number of cases in operation, although I have had no time to check it, and I doubt if the necessary statistics are obtainable—show that in proportion to the size of the labour force, the proportion of apprentices in Western Australia is much less than in any other part of Australia. Our system operates very largely within the metropolitan area, is almost confined to the ground for my comparison with Melbourne or Sydney. Then apart from apprentices we have juniors provided for.

702. With what class would those fall, in what industry?—In a large number of industries juniors are provided for, but where the system of apprenticeship is normally five years there are very few industries in Western Australia that have so developed in a manufacturing sense as to justify any juniors who are not to be trained as mechanics. You will quite understand that in Western Australia until recent years most of the skilled trades, except the building trades, were engaged almost exclusively in repair work. That applies and is confined to the engineering trade. It is not many years since any form of manufacturing articles to go into ordinary trade was attempted in Western Australia. The whole of the establishments that were run almost exclusively confined themselves to the repair industry, and consequently they had but few opportunities for the employment of any other class except the mechanic and his apprentice. But in recent years, the last award made in respect of the engineering industry, the example was followed of the engineering industries' Federal award, which the rate of wages was provided for and were extended to those apprenticed. But Western Australia having no very largely repairing industries with the exception of the building trades, engineering is the only industry that I can recall where these juniors are allowed.

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and mixes the mortar, and does other things to assist the bricklayer, but he will not become a bricklayer. The reason is that there is no opportunity in the manual trades as they are and have been acquired by the assistant. You may have read of the old term 'mystery of a trade.' There is more to a mystery than a skilled job. The capacity to acquire a skilled job with the speed and certainty that is required of a mechanic is not a thing that can be taught. It can be acquired only by long years of practice with the tools of trade, an understanding of that truth and the reluctance to turn out partially trained workmen that is the basis of the average mechanic's dislike of having anything to do with those who purport to learn a trade and are not prepared to go through the recognised apprenticeship training.

706. The award to which I was referring a few minutes ago was gazetted on 24th March 1915, Anchover Butchers and others and the Western Australian branch of the Meat Industry Employers' Union. Both apprentices and junior workers are employed there. You are aware up against the thing I have been talking about. The juniors were limited to assisting; they are labourers, junior labourers, but the skilled work, with a half and all the skill that a butcher over the basic wage. Therefore, it must be confined to getting panaches, cleaning up and that sort of thing.

708. More as a journeymen's attendant or an assistant does the do the skilled ends and rough work associated with the job. That is so.

709. None of these juniors would be taken into the trade as a craftsman. I would not say that. Some kinds of course have a particular liking for a special calling, and a particular aptitude for it. Many men in various walks of life have been able to overcome hiccups and difficulties and get into a calling by other than the ordinary method or training.

710. We can say then, that very few junior workers become a craftsman. That is so. The principal features of our system may be summarised as follows:

(1) In the skilled trades requiring generally an apprenticeship of five years, journeymen and registered apprentices are allowed. In some industries where manufacturing is carried on, the court has provision for junior workers who do not apprentice and who do a number of tasks requiring a minor degree of skill. Some of these youths may acquire a certain amount of skill and be entitled to a small margin of the elaborate awards evolved in Arbitration Court working. That system gives recognition and payment to all grades of skill, as well as to the full mechanic.

(2) Part-time employment: Where in any case an apprentice is temporarily able to work, to employ an apprentice for his full time, application may be made by the employer to the Court for permission to employ the apprentice for such time per week as the Court may determine, being not less than the proportionate amount of the rate of wages prescribed by the industrial award for the trade, calling, or industry. If the Court grants the application, holidays will be paid pro rata.
That was taken advantage of by many employers to relieve them of the necessity of keeping apprentices when they had no work in their establishments. (11) Method by which the number of apprentices shall be calculated. (12) An important section is No. 41—

"The number of apprentices a firm employer may employ at any specified time in any specified part of any specified industry, or relating to workers engaged therein, is of general application, and the court could enforce this, although it has never yet been enforced, of this I will have more to say when I come to the building trades." During the 25 years this scheme has been in operation, a very large number of Western Australian men and women have been turned out as finished workmen, competent to more than hold their own with the best trained workmen from overseas. This is an achievement I am very proud to be associated with; yet in some quarters, equipped with wholly inadequate knowledge upon which to base an opinion, it is suggested we should scrap it at all costs.

"On the question of numbers I would like to correct a wrong impression which many have received from some figures as to the number of new apprentices in the different classes of the several years. The figures in themselves are quite correct, but as reported they are misleading. For instance, when the general public read that in the year 1936 the number of apprentices registered to various trades was 374, some may conclude that that is the actual number working under awards during that year. The figure, however, represents the number of new registrations. In that year the total working under awards was about 2,000. I produce a statement showing the total number of apprentices registered at the Court of Arbitration at various States. These figures were not got out for this inquiry, but were extracted from the records when the Registrar was requested by one of the Ministers to supply information in response to questions put to him in Parliament. That accounts for the dates selected. (Exhibit handed in and numbered 15.)

"If you add to the total in existence in April, 1937, the number that were employed at the Midland Junction Workshops, and the number of trainee nurses, you have a grand total of 2,205. When it is considered that there is a healthy turnover and that many of these operators are not within the metropolitan area, the figure is a satisfactory one.

"It is frequently stated that the apprenticeship system has broken down. I do not agree that this is so. In States where the system has not in any way been interfered with it operates fairly well. The figures are not broken down, but what in my opinion has broken down is the feeling amongst employers that they should carry the obligation of training those who are to follow the present generation in the building trades. That feeling was once universal. It is now unfortunately only recognised by a comparatively few, and the dominating desire is to get their skilled workmen as a completed product, without carrying any responsibility for the continuance of a supply of skilled workmen. You directed my attention to a paragraph in "Webb's Industrial Democracy," which is not only unsound in its educational methods, and fundamentally unsound in its financial aspects, the apprenticeship system in spite of the practical arguments in its favour, is not likely to restore the tremendously depressed building trade to full employment under what is called a modern democracy." This is quite as sweeping and condemnatory as the report of the proposed legislation and I wish for. My edition of that book is dated 1902.

I would suggest that any theory held and opinion expressed in England in 1884 and the economics current at that time and believed by Webb. The sweeping condemnation of apprenticeship I have quoted appears at the end of a long chapter in which Webb examined and advocated the policy as far back as 1884. We are concerned with something much more up-to-date. Whilst we may discount Webb's 40-year-old opinions, no one, I think, will question his value as a collector of facts. I desire to quote from the next page, as follows:

"The abandonment of the old period of educational servitude, was our first step towards a new problem. When the employer finds himself freed from all obligation to teach his boys, and is, on the other hand, obliged to pay them the full market value of their time, he naturally endeavours to keep them continuously employed on such routine work as they can best perform. The manufacturing process is, therefore, subdivided, so that as large a portion as possible shall fall within the competence of boys kept exclusively to one particular task. From the point of view of the trade union this constitutes a new grievance. It is no longer a case of objecting to an undue multiplication of apprentices, leading in course of time to an unnecessary increase in the number of competent workmen seeking employment. What the men complain of is that the employers are endeavouring, by an alteration of the manufacturing process, to dispense with skilled labour, or indeed with adult labour altogether."

Webb's use of the apprarent term "abandonment of the old period of educational servitude" shows his mental attitude towards the whole process.

This is as true of Perth to-day as it was of England at the end of last century. However, Adam Smith and Webb and other teachers of economics may denounce the apprenticeship system, it is still a live question even in the districts in which they work, for by a news paragraph the other day we find that 6,000 Clyde shipyard apprentices are reported to have gone on strike.

"While I maintain that there is no case against apprenticeship to the skilled trades, which requires a five years' term, except the unsupported assertions of people interested in breaking it down, I admit that the elaboration of industrial processes may lead to the creation of various jobs which are not those for an unskilled labourer or for the skilled tradesmen. There is a possibility that the law or practice or lack of regulation may have been to the advantage of the employers. The Arbitration Court is, I submit, more experienced and competent than any that can be substituted for it, and has dealt with these matters in detail as they have arisen. Engineering is about the only group of skilled trades which can be said to have grown into manufacturing in Western Australia, and the junior workers' clauses in the awards, No. 235 and 236 of 1939, show what can be done to permit of the employment of junior when the necessity arises. There are also numerous awards which provide for juniors.

What is the gist of the previous which you refer to?—The number of callings under which the apprenticeship system is not required and which might be performed by a junior? I have a list of these.

You reach the position where they may perform Certain jobs without being apprenticed. These jobs might be in the nature of semi-skilled or unskilled work.—Yes. Take the case of many electrical apparatus. These are made to standard specifications and sizes, the parts are manufactured by tradesmen or by machinery, and they are assembled and put together. That is a branch in which a number of juniors could be employed.

Did the employers apply for that provision in the award?—Yes.

How did the unions treat the application?—They opposed it. The unions are very much perturbed at the effect of the 1931 bill restoring the Federal Engineering award upon their trades in the other States.
The Beechey award—Yes. And they, I am sure, will seek by every means open to them to secure some modification of it.

I have mentioned that, prior to 1925, it was felt that the modification of a five-years' contract was necessary in the building trades; and so, in 1926, the Building Trades Apprenticeship Board was established during first a boom period in building, then during a disastrous slump, and again during the present boom in the building trades; and so it has been necessary to operate in very varying conditions. This boom and depression periods of the Board dealt with a great mass of business arising out of the relationship between the building contractor and his apprentice. In this clause it was insisted abolishing piece work. But I think that was by consent.

The attitude of business in building has not been reflected in the number of apprentices. The decline in the number of apprentices in the building trades is due to causes which did not operate in other trades. These causes are—the great increase in the use of metal and concrete building materials; the increased use of building materials, the employment of the labour in building not being easily comtable, and must be accepted. The employers who employ in building trades are not in touch with all building and the power to say to the building contractor, 'If you want a youth for any job, you must get it from the Board's apprentices'; and also to say to every employer in the building trades, 'If you have a few weeks' work for the requisite number of journeymen, you must give employment for that period to one of the apprentices on the Board's list.' The most difficult part of the problem is the piece work system. It is inevitable that, as the amount of available building done by this system is already great, and increasing, something must be done to bring them in the employ of apprentices; otherwise the opportunities for learning a trade will continue to be unduly restricted.

Are you permitted in the three trades under your jurisdiction?—No.

179. You do not permit them?—No.

180. There must be to-day, I think, a number of journeymen who are working clandestinely, if I may put it that way, as junior workers?—I believe there are. I speak from a report which the Board obtained by favour of the Minister. A competent building contractor of long experience went round all the buildings and inspected a certain number of them. He came back and reported that there were numbers of dwellings which were in view of the Board's code governing those trades, an illegal way.

There are two ways of dealing with the evil. One is to regulate the piece work by the Board as to the rate to avoid unfairness; that is the amount of available work; and the other is to abolish the piece work. The abolition of the piece work is in the interest of the employer as well as of the Board.

The piece work system does seem to be a very vital factor in regard to the training of youths. There is no doubt about that. Later in my statement I given showing the average proportion of the building trades activities in the metropolitan area from which the apprentices are supplied, the condition of apprentices is positively excluded. That constitutes a grave evil.

One thing is certain, and that is so long as the piece work continues, the Board can do nothing to prevent the employers from carrying out the piece work system. To show how urgent is the necessity for checking or persuading the building trades to share the responsibility of training apprentices, I have obtained from the Government Statistician some figures showing how the total spent in building trades is shared between suburban dwellings and other dwellings. The amount spent per month in dwellings will be published in a report prepared for the Building Trades Apprenticeship Board, that no apprentices are employed in these suburban buildings. They are almost entirely built by speculative builders, who are not the old type of contractor, who was a tradesman and employed workmen on any work, and trained apprentices, but are mere business men with little knowledge of the building trades. Some two years since, ascertain the facts, the position was brought under the eye of the Minister for Labour (Mr. J. J. Keane), and he made available the services of an inspector to examine the employment of the Board and the Board employed the necessary inspectors. From the figures, the number of apprentices employed, and the possibilities of teaching apprentices, the Board was fortunate in their training in responsible positions in building was capable of showing the Board on many phases of the question, which could not be expressed in figures. He handed the Board with reports on 53 hand, their figures, which I trust, is valid and correct. That is, he laid before the Board and took the actual number of men employed, and all details of that character.
"He furnished the Board with reports on 53 businesses, when for the time being the inquiry was stopped. The businesses reported on ranged from very small ones to several with over 20 suburban residences and other buildings on hand, ranging in value from £1,000 to £4,000." So they were fairly large businesses.

In all this building activity there were no apprentices. The inspector expressed the opinion that the piecework system operated in 75 per cent. of the building trades. His full report is available if the Commission desires it.

The report is on the records of the Building Trades Apprenticeship Board.

726. I shall probably call Mr. Wilkinson—My statement continues.

I produce a letter from the State Statistician with figures showing the extent of the building done, from which, by the operation of pieceworkers, the possibility of training apprentices is shown. The Statistician, in order to avoid exaggeration, has prepared two tables, from one of which hotels, hospitals, schools, and large flats have been excluded, although much work in these buildings is done by pieceworkers. But with these excluded, the permits for dwellings to be erected in 1936 totalled 2,605,761.

This figure shows how urgent it is that something should be done to bring this large amount of building within that in which apprentices are trained.

Government Statistician's Office,
Perth, 22nd April, 1937.

W. Somerville, Esq.,
Court of Arbitration,
Perth.

Dear Sir,

In response to your verbal request, I have pleasure in furnishing the attached statement showing the extent of building done in the metropolitan area in respect to dwellings during the past four years.

You will note that there are two sets of figures shown. The first set representing the official figures relative to "dwellings, hotels, etc." covers rather more ground than is relevant to the purpose you have in view. The second set, however, has been specially compiled to exclude hotels, hospitals, large flats, and such-like buildings which may be presumed to have been built under "orthodox" contracts.

The latter figures thus cover the field which you wished to identify—ordinary suburban houses, built largely under sub-contract, or, as you put it, by groups of independent artizans, seldom employ apprentices, a system which might perhaps be described as that of entrepreneur and pieceworker.

Yours faithfully,

W. L. Wilson,
Deputy Government Statistician.

The Statistician furnished a table which I have included in the statement, and I take it that table is before you. I would draw your particular attention to the particulars for the financial year 1935-36. You will see that, with respect to dwellings, including hotels, hospitals, large stalls and other such buildings, the number of building permits issued during that period was 1,449 and the total value of the work represented £1,822,070. In contrast with that, the other table shows that the Statistician prepared at my request in order to eliminate any possibility of exaggeration, shows that for the same period with respect to dwellings, hotels, hospitals, schools and large flats are excluded from these figures—the number of permits was 1,422, and the total value of the work represented £1,009,000. If the latter is taken from the grand total you have less than £1,000,000 worth of work, out of a total of £1,000,000 odd expended in building operations, which, under the present system, is available to build within which apprentices can be trained. That is a very telling figure, and one that will give everyone interested in the task of furnishing the future artisans of Western Australia much food for thought.

Have you a loose copy of the table that is embodied in the Statistician's letter?—Yes. I produce a copy (Exhibit 16). My statement continues:

The idea of compelling an employer to take an apprentice is not new, as it was embodied by the legislature in the 1925 Act, and everyone who was brought into practical contact with the terms of that Act was convinced that the legislature had given the Court, as well as the Apprenticeship Board, full power to compel each and every employer to employ the full proportion of apprentices allowed by the various awards of the Court, but on competent legal examination those powers turned out to be illusory, and the position now is that while the legislature definitely intended the desire for employers to be compelled under reasonable conditions to take apprentices, that power is as good as repealed. Section 125, sub-section 1, reads—"A to employer who, when required by the Court, or by the Apprenticeship Board in the case of apprenticeships in the building trade, enters into an agreement of apprenticeship, neglects or refuses to do so without reasonable cause shall be guilty of an offence. Penalty: Fifty pounds."

I therefore advocate that the Act should be amended so as to give adequate power to compel employers to take apprentices when ordered by the Court (or Board) to do so. In order to reassure the employers, it could be provided that the act, appeal would lie from an order of the Board to the Court of Arbitration.

I produce a copy of the scheme as desired by the Building Trades Apprenticeship Board. This is in the form of a letter to the Minister for Labour and Employment and, so, without his consent, I do not know if I am authorised to make public the information. I presume it will be quite right to place the information before the Commission, but I do not know that it should he made public otherwise.

726. I do not think there will be any objection taken to that course. The file has been placed at my disposal, and that report was included in it. I take it, it was intended to be used?—Then I will use it. The letter to the Minister for Labour was as follows:

Further to my letter of 11th December, 1935, and subsequent correspondence relative to the very unsatisfactory condition of apprenticeship in the bricklaying, plastering and stonemasonry trades, I now desire to submit for your consideration the following:

These schemes are based upon the board's experience during the last eight years, and will, we believe, lead to a great improvement on the present position.

There should, in our opinion, be two schemes running concurrently, and in the matter following they will be called Schemes 'A' and 'B'. The employer may adopt whichever scheme he will come. I may explain that I am speaking now as chairman of the Building Trades Apprenticeship Board.

Scheme 'A'.

This will comprise the code of apprenticeship at present in operation. Under it all apprentices will, in the first place, be apprenticed to the board, and each will be allotted to an employer by separate contract. All the details and the necessary forms are set forth in the Building Trades Apprenticeship Regulations, published in the 'Government Gazette' of the 1st June, 1931, with amendments published on the 19th June, 1930, and the 5th June, 1931, copies of which are attached.

This scheme 'A' will suit those employers who are satisfied with the existing code and desire to maintain personal contact with their apprentices during the whole of their term.

Scheme 'B'.

(1) All apprentices to be apprenticed to the board.

(2) Building Trades Apprenticeship Regulation 23, which requires the Registrar to keep a roll of apprentices and applications to become apprenticed, to be verified and endorsed. All apprentices must be drawn from this roll. This clause is due to the fact that the regulation as framed provided that no apprentice should be taken except from the roll kept by the Registrar of applicants
who desired to become apprentices. It was not long in operation when it was found that this system was not suitable, that most apprenticeships were entered into as a result of a preliminary agreement between the guardian and the apprentice and the employer. The parties went to court and asked for the declaration of the apprenticeship between them to be registered. We found, in short, that the list or roll was not favored, but in this scheme I am suggesting, it will be absolutely necessary to work from the bottom up. I do not believe a large number of apprentices will secure opportunities to enter the trades.

729. I follow what you mean. At the moment I am endeavouring to find the provision for the roll that you have mentioned. I will find that provision in Regulation 5 of the Building Trades Apprenticeship Regulations. I produce a copy of the Building Trades Apprenticeship Regulations published in the "Government Gazette" of the 1st June, 1935, together with amendments published on the 13th June, 1930, and on the 5th June, 1931. (Exhibit 17.)

730. You were expressing your views regarding the roll—Yes, and I provide in the scheme I am sketched, as you will see, that the retention of the top roll and drawing from it are absolutely essential features of the scheme; otherwise a limited number of apprentices only would get all the work available and others would get none. (a) Scheme "B" is the outline of Scheme "B".

(3) Apprentices under this scheme will not be assigned to any individual employer for the term of the apprenticeship contract, but on the board, under the control of the registrar, being satisfied that any employer is not employing the number of apprentices prescribed by the appropriate award, it is empowered to compel the employment of apprentices from the Registrar's list as soon as they are available. The employer has work. On the completion of the work the apprentice to come back on the Registrar's roll. That means to say his name will then be attached to the bottom of the roll, and the apprentice will take his turn as further work is available.

(4) In order to provide for the apprenticeship under this scheme to become a chance of making progress, it will be necessary to limit the enrolment to the number deemed sufficient to supply the needs of the trade. This list may be such a long waiting list that each boy would only get a few weeks' work in years.

(5) The apprentices to be given jobs in order of their enrolment, and in consideration of any apprentices on the bottom of the roll, and the apprentice to take his turn as further work is available.

(4) In order to give each apprentice under this scheme a reasonable chance of making progress, it will be necessary to limit the enrolment to the number deemed sufficient to supply the needs of the trade; otherwise there may be such a long waiting list that each boy would only get a few weeks' work in years.

731. I have the original here on the file. The second scheme, "M", is really the trainee scheme, with this provision: that you would not advocate it unless it were effectively policed?—It is a question of names, but it differs from the trainee's system in this important feature, that the apprentice is employed by the board and has the protection of the board to secure his training as far as the opportunities will permit. This brings it very close to the present apprenticeship system, except that with facility and ease any employer of any particular apprentice or trainee can be changed.

732. Assuming you could give a boy continuity of experience, which is the main factor, then scheme "B" might be better than existing conditions. At present a boy can work for one employer for the full period of his indenture, and he therefore gets the views only of that particular employer; but if he were shifted about the lad would be in a better position. That is so. It is quite in conformity with what I said some time ago, recognition of the necessity for variety of experience to make a complete tradesman. I agree that if a lad were constantly changing jobs the continuity were secure, and there were supervision over his training, he should turn out a competent tradesman by the end of his term.

733. What would it take to police scheme "B"?

(a) Scheme "B" contains some features which can be held to be a stepping-down of the principle of continuity of contract of apprenticeship, firmly held and proclaimed over a long period, but the problems presented by the three trades which the board controls are peculiar, and the remedy suggested has no application outside those three trades of brick-laying, plastering and stonemasonry. The failure of the trades to take a reasonable number of apprentices, notwithstanding all the Board has done, has driven the Board to seek a workable scheme appropriate to the changed conditions in those trades.

(b) The first essential for success is that the scheme be actively policed and enforced. With out this it would be open to the abuse that it would, again with all respect, if the funds cannot be forthcoming with which to do this policing and enforcing, then the Building Trades Apprenticeship Board would prefer that scheme "B" be not further considered. Should it be desired the Board will be glad to give any further comment or explanation.

734. I have had a look at the Act, and it seems to me that you could use the machinery of the Act now to work out a scheme such as you suggest. There is no prohibition in the Act against doing so. Assuming we have the machinery to do so, then it is just a matter of indoculments that you are proposing in scheme "B". The Act leaves it quite open to have such schemes as the Act provides for the effective tuition of the apprentice on the job by the journeyman. You will still have the same difficulty—Yes, but there are a lot of piece-work jobs of a fair magnitude, most of which occupy men
for weeks on end; and so a rapid and effective transfer of youths on the list can be made. If you impose upon any employer the necessity for employing a youth it obviously is his direct personal interest to get the very best out of that lad. Once you get over the obstacle of his reluctance to have anything to do with the lad, then you bring into play his self-interests and this will lead him to get the best possible results out of a youth.

735. According to the reports I have read on the file (No. 24/27, Works and labour Department) there were certain trades where piece workers had no use for youths: I think bricklaying was an instance and plastering also was given as an instance where there was no room for apprentices.—You see the reason why bricklayers generally work in pairs and they employ a labourer. They go at such a pace as to employ that for his full day in supplying them with material. Get a boy on that job and you will absolutely impose on the labourer a task that is perhaps beyond him. Then the plasterer does so much of his own mixing, and although the difficulty arises there it is not so acute as with bricklaying.

736. What would a boy do with the plasterer?—He would do a certain amount of the planer and preliminary work. I am not a plasterer, and I do not wish to be considered to be speaking with authority on such a technical matter. But that is how it occurs to me.

737. A suggestion has been made that instead of the system of apprenticeship we have, boys should be sent to a trades school to train and to be sent to work from there to a certain point when the work is finished. I do not know whether that system is in vogue here, but I believe it is in vogue in America. The upkeep of such a scheme I suppose would be a much greater expense—I have read articles that because of the great scarcity of skilled mechanics in America they established there their own schools, and gave preliminary training to those who attended. I understand that something similar was attempted in Sydney, but the scheme broke down shortly after it started.

738. Judging by the figures prepared by the Registrar showing the registrations for the last ten years, there must be some shortage now. Where are artisans being trained now, and where do the contractors recruit their labour?—In my opinion there is a certain amount of elasticity in this way. That when things are slack and not many men are required, only first-class and top-notch tradesmen get work; but when there is a demand which cannot be met by those first-class tradesmen, then there is drawn into the trade a number of men who, in slack times, would not get a look-in. These men would be good enough when things were brisk and the supply of labour was not sufficient for the demand. In the supply of skilled tradesmen. There is a large amount of rough work in most buildings which can be entrusted to the less skilful and when work is slack the work has to be done as quickly as possible, and then the good men survive.

739. Is there any importing of craftsmen?—I do not think so. From what I gather the scarcity of craftsmen is acute all over Australia, and even in other parts of the world. Of course it is being met to a greater degree every year, but by the introduction of present methods of construction not so much is demanded from the skilled artisan. It is wise to be very cautious in making a statement like that. Let me give an illustration. There is no doubt that the introduction of metal and reinforced concrete into large city buildings has eliminated a large number of bricklayers; but the introduction of direct personal interest to get work has provided work for highly skilled carpenters. Thus while there has been the slackening off in one direction, increased work has been provided in another.

740. What is the new system and will it take it if it is the job of technical education and vocational training experts to see that training is provided for the boys?—Yes. The need is for a pressure on employers in those trades to take apprentices in excess of the numbers provided for in the award, and even in those trades the employer usually finds that the number provided for the employment of apprentices does not create as much difficulty as he has any possibility of training. The limitation imposed by the Court upon the number depends upon the number of instances. One is the number which they believe to be sufficient to carry on the calling with
out training more than can find openings; because it is no service, in fact it is a very decided dis-service, even a cruelty, to persuade a lad to give five years of his life to learning a trade at the end of that time to find that there is no opening for him as a journeyman. Consequently, common justice demands that the Court should be satisfied that the employer is not in excess of the absorbing capacity of the trade that are trained. Another very important consideration is the possibility of teaching. The general public very much dislikes the sight of the employer teaching or training his apprentice. While that was a fact generations ago, it has long since ceased to be the case, and we have the position now that apprentices can only be trained by the journeymen with whom they work. The employer in a number of cases is not a tradesman himself. He is a businessman who enters an industry because it employs his capital. Tradesmen are paid by their employer to turn out a certain amount of work each day. That amount of work is very clearly and definitely known to the parties, and if the worker were to spend undue time in training or teaching an apprentice he would very quickly find himself in Queen Street for not doing the amount of work which the employer considered the wages paid demanded.

I desire to emphasise this view in every possible way. What any ordinary person speaks of having a lad taught a trade, immediately he figures up in his mind some sort of a class with a definite instructor who will stand over him and tell him what to do. That is an impossibility in industry. Trade schools are very desirable to an increasing extent, and I would be the last to minimise in any way the value and necessity of the fullest possible amount of technical teaching; but in addition I desire to emphasise the absolute necessity of a long period of active service with the tools of the trade in being essential in the training of an out of a qualified mechanic. The qualified mechanic never was and never will be turned out of a technical school. Such a school has a very valuable function to perform, but you can never rely on the whole.

The above statement continues:

So that to allow a trade to employ more apprentices than the training capacity of the workmen is a simple to permit the employer to employ for a period a number of lads who can only finish their time as partially trained incompetents, men who are sacastically known as "third-speechers," meaning that they are only a fraction of a tradesman. I once heard a President of the Arbitration Court ask, "If one schoolmaster can teach 20 boys, why cannot a tradesman teach more than two apprentices?" This way, it is seen to be a foolish proposition, for a schoolmaster is paid to teach, but a tradesman is paid to turn out as much work as possible. Never the less I think quite generally that gave rise to the President's question is very commonly held, and it is the chief reason why economists and able editors and other booksmen can do a good deal of work about apprenticeships. It is impossible to get them to see how important the practice of a trade are the trained hand and eye, resulting in a manual dexterity which is the despair of the amateur, and they fail to understand the importance of developing particular muscles of the body in order that the tradesman can continue to do for eight hours a day's work, and this is only by the necessity for the apprentice to earn his wages by doing a profitable amount of work while learning. None of the booksmen can get out of book and do as they taught him a class; however skillful the teacher, they can only be acquired by years of practice with the tools of the trade under workshop conditions.

745. Do you find the journeyman craftsmen willing to teach the apprentice?—Yes, definitely. It is in many years since I had experience of being taught myself, but I have no objection from observation and from my sources of information that under the old tradition which affected the tradesmen, a lad had tuition as a duty, the tradition being that the tradesman should pass on the knowledge to the oncoming generation. That tradition is just as strong today as ever it was, but it is a tradition that should be handled very carefully, because it is interfered with and killed, one of the most important factors in the training of the position being destroyed. That is to say, it is a tradition which can absolutely kill it in parts of America at one time. The exploitation of youth, unregulated by any arbitration or factory law as we know it in Australia, led to the exploitation of youth, and the tradition of obligation on a mechanic to pass on his skill to the oncoming generation was killed, with disastrous results to the American skilled worker. I am convinced that the desire of the tradesmen that the position was strong in the present generation of workmen in Western Australia as ever it was, but if the position is not handled carefully, it might be destroyed with very serious and disastrous results to all concerned. For this, there is no substitute that I know.

746. You have not known of any instance in which a craftsman has been so jealous of his craft that he would not impart the knowledge to the youth?—Only in those instances where the tradesman has believed that he was being used as a means for training or partially training those who would not ultimately be full tradesmen. I should say that feeling is in existence in Perth to-day. A tradesman will not lend himself willingly to training or partially training those who, when they reach the adult stage, cannot earn the same money as he does. That is the exact point of this position. You will find it emphasised by Webb and other writers. The maintenance of the standard is a most important matter in the eyes of the tradesman, and in the tradesman's policy, both as an individual, the maintenance of his standard must be kept in view. If a mechanic gets the suspicion that he is being used by an employer to train partially trained workers, the standard that he enjoys, you will have his active opposition; but let a mechanic understand that those to whom he is imparting his knowledge are to become fully qualified mechanics, and his assistance to-day, as much as ever he could.

On the question of the absorbing capacity of a trade, the Arbitration Court, ever since its inception, has been doing the best it can, handicapped by an unaccountable deficiency in our statistical data. You can find out from the statistician how many pounds of fish were caught off the coast, and how many pounds of wool were grown, but you cannot find from his tables much information bearing on the social life of the community. There are many lines in which this want is felt.

Myself, in connection with the basic wage determination, have made many efforts to ascertain what portion of the youth of over 14 years of age was fully employed. That is a figure you would think would be easily ascertainable, but there is a blank. Consequently it is impossible to decide correctly, and I say justly, how much of the support of youths between 14 and, say, 18 is still a charge upon parents' earnings. That figure is very important, but figure which should be known, but it is not obtained.

The absorbing capacity of any given trade in finished workmen is a matter upon which we are as ignorance, there is no accurate statistical data in existence. The Arbitration Court, in forming its ideas upon the matter, has to rely upon expressions of opinion, and the unemployed list can be presented by trade unions, and not altogether satisfactory information relative to what has become of a limited number of individuals known to have served an apprenticeship, and they have to drift out of it. In the last case the court dealt with in Kalgoorlie with regard to bakers, we were told that had served their apprenticeship afterwards had to go track-driving and labouring to piece of mines, and work of that kind.

This is altogether unsatisfactory. I have urged for many years that our social statistics are woefully sadly the only figures which we have a chance of any considerable data.
Another question closely interwoven with apprenticeship is that of youth employment. The subscribers to the Jubilee Fund appointed a committee of finance experts, employees of labour with long experience, prominent trade unionists, and others. From every point of view that they could see as strong as any it would be possible to get together in the Commonwealth. Members of the committee applied themselves earnestly to the problem for upwards of 11 months, and one of their reports was:

The signatories to this report are of the opinion that the problem of youth employment is, under our present system, insoluble. The present system is such that it cannot cause you will, cannot militate against the employment of all normal people at a living wage.

With these views I am hearty accord. We have reached the position when, apparently, as a matter of fact, there are not enough jobs to go round. When we scan the world’s news, a similar position will be found to be true, and in all conditions of life there has been discovered only one way of dealing with it; that is, to spend as much loan money as each country can possibly get hold of. There are innumerable attempts of various kinds to establish factories for the production of toys, etc., and land schemes without number, but as none of these is a paying proposition, we get back to my first statement as to the use of loan moneys, and even loan moneys.

But if there are not enough jobs to go round, it follows without escape that no amount of juggling and changing the relative number of apprentices, trainees and adult married workers will ever relieve the situation. In industry there are a certain limited number of jobs which untrained or partly-trained juniors can do, and no matter what the boards may propound, apprentices, trainees or junior workers, the total number who will be employed will not be affected. There are not enough jobs to go round, and so if the amount of work assigned to juniors, of whatever status, is increased, the amount which can be given to adults must be decreased, and so by a rush increase in the number of juniors we may very easily give rise to a worse position by the displacement of the fathers of families.

747. Dealing with the subject of apprenticeship, what system is there to ensure that an employer who desires to take an apprentice is a fit and proper person and has the necessary ability to teach the apprentice the trade?—Practically none. As chairman of the Building Trade Apprenticeship Board, I got out a short circular asking for various particulars—as to how long he had been in the trade, and whether he employed workers—but apart from that very little was done in existence. Applications have been made to the Court of Arbitration by various unions requesting that inquiries be instituted and that some system be introduced so that the employer that he was competent to teach an apprentice before he was allowed to employ one. That has not been granted. At any rate your attention to Subsection 5 of Section 127 of the Trade Boards Act does not say what the grounds may be. What are the grounds, in practice?—The grounds are varied, but almost always objection is taken on the score of lack of sufficient journeymen to justify the employment of another apprentice.

749. Objection is taken on the quota?—Yes. Exceptions on the score of want of competence to teach the apprentice, but I think you will understand that the difficulty of deciding a factor like that, where the Court is limited to the evidence before it, is very real.

750. Is it a problem?—It is open to anyone to assert that any particular employer is not fit to teach an apprentice, but that is very difficult to prove. Under modern conditions, also, it is easy to give the report, "I am not a tradesman, but I employ tradesmen and I see that they fulfil the function of teaching." 751. Then the lay-out of plant might be taken into consideration. An employer might have obsolete plant?—That is so. I recall that objection was taken on more than one occasion by the Building Trades Union on that ground. The objection was that the employers had only a very limited machinery outfit, and so were not competent to teach the whole of the trade. There is also what is known as the bar factory, which does a certain limited range of stock jobs for one of the large firms. Obviously, what could be taught there would be very limited. I have long been persuaded of the desirability of having some machinery in being by which the Court could satisfy itself that the employer could teach an apprentice, or see that he was taught, existed.

752. Would you ensure that by appointing a board of technicians to make inspection in factories in every case, the function could be readily performed by the apprenticeship committees whose appointments were authorized?—With regard to the printing industry there is a very efficient apprenticeship board in operation, and there is also one in the clothing industry. These are two industries in which the boards do good work. I am not certain whether they have ever considered the responsibility on the suitability of an employer to train apprentices, but it is work which they could be given. As they are composed of skilled workmen in the industry on both sides, they would be competent to express an opinion on the point.

753. I have wondered why these boards which are established as a result of awards could not have some statutory recognition in the same way as the Building Trade Apprenticeship Board. These other boards are what may be termed award boards?—I think the distinction between the two rests on the fact that in the building trades the amount of work performed or in hand by the ordinary employer fluctuates to a greater degree than in other cases. A factory must be established and have a certain range of business. In normal times it may count upon a continuance of that business and would employ a normal number of workers. This number would not fluctuate violently from year to year or two. The effect of that would be that it could take on apprentices for the full number of years necessary to learn the trade. The Building Trade Apprenticeship Board was the outcome of a recognition of the more spasmodic nature of the work which each employer in those trades would have in hand at a given time.

754. If you had appointed a particular industry in which apprentices were permitted, would you not bring the employers and the workers more closely together, and enable them better to thresh out their differences on these points?—I agree with that. I have always strongly advocated any machinery which brings the employers and representatives of the unions concerned into collaboration so that they might well be better understand their differences. The boards of reference which the Court has embodied in most of its awards have performed very valuable functions in the interests of the State and the continuity of industry, and to the benefit of the community in general. Anything that can extend the sphere of cooperation will always have my strong support.

755. Have you found that employers have gone behind the back of the board in the matter of dodging the registration of apprenticeship agreements?—The scheme has been so long in operation here that he would be an ignorant employer indeed who did not know the conditions, and did not know how to get the necessary information. In addition, we have power to notify the Court to notify the unions concerned and give it a right to object. The workmen in a factory or workshop, as unionists, see that their officials are not allowing any youth who is taken on, so that inquiries may be made as to his status and to his registration.

756. I was anxious to find that in one State half the apprenticeship agreements were registered. It was said that the system of registration was poor, and that up to 50 per cent. of apprentices were unregistered?—The possibility of that occurring in this State passed many years ago.

757. You referred to the provision for rationing of part time. You said that had been abandoned during the depression?—Yes, to a large extent.

758. If an employer desired to avoid himself of that by long would it take him to get before the board?—The proceedings are very short; I would say it was a week at the outside. The board met and arrived at the policy as to what should be done in given circumstances. They allowed me, as chairman, a very wide discretion to act on their own initiative to meet the occasion. The board being called. So far as the building trades are concerned, many of the applications were dealt with under the same manual which was used personally and was set down within hours of being made.

759. Do you get many complaints about boys being impertinent, disobedient or inefficient?—No more than you have been going on in the factory, which you will find allusions to unfairly apprentices. They are not
merely a modern phenomenon. The complaints have always been the same, and there is a great difference between the modern youth and the youth of days gone by. The teaching in our primary schools affects that question. I believe the idea of education experts at distinguishing the individuality of each student. I sometimes wonder if we have swung too far from the old system, and gone too much in the direction of encouraging individuality. I am one of the Library, and observe the behaviour of school children who are encouraged to make use of these institutions. I see that we are using these lapses in ordinary manners. There is no conception in the minds of the young primary school scholar that he must modify his behaviour in a public institution, and render it different from what it is on the playground. Children talk in loud voices and shout about. These may be small matters, but they give the impression that our education authorities are getting rid of the system which had had features have now gone too far in the opposite direction, thus tarring the red and spoiling the child.

760. Any complaint about misconduct can be investigated by the board, and if good cause is shown the apprentice can be discharged. The court or the board. A number of cases have come before us where it has been shown that the satisfaction of the conduct of the apprentice was improper, and the apprenticeship indentures have been cancelled.

761. Can you imagine that the complaint be taken up by the board?—Yes, the Court has a custom by which, when a number of complaints accumulate, it will bring a certain number of them before the board in order to allow the court to get some additional allowance for his own expenses. No, it is not the case where the complaints have been made. The case is that of a boy who had been apprenticed on a job, but that the board, after some time, had not been able to discharge him fully. The complaint was taken up by the court, which in certain cases might be done.

762. It is said that the court also has the power to discharge an apprentice?—Yes, it is possible to discharge an apprentice who has not received any money at all. It is possible to discharge an apprentice who is not receiving any money at all. The court has the power to discharge an apprentice, but it is not common practice.

763. Then there would be no complaint on that score, that the apprenticed had not been able to discharge as quickly as might have been necessary in certain apprenticeships?—People have unreasonable ideas as to how public business can be carried out, but any real grounds for objection on that score would be few and far between.

764. With regard to Section 128, Subsection 2, which gives the board power to regulate wages when the court has not done so by award, have you exercised that power?—Yes.

765. In all the trades under your control?—I think the board has fixed wages in three of them, except possibly in the case of the plastering industry. There is another feature of it which might be worth mentioning. I do not think that the Act contains any specific power or direction authorising the Board to vary apprentices' wages with the rise or fall of the basic wage, but we do that also. We also put into effect the financial emergency resolutions.

766. Yes, I think that was imported into a regulation of 1931, which stated that the wages prescribed in Section 128, Subsection 2, had to be reviewed at time to time automatically by some increase or decrease so that they would be in conformity with the basic wage as last determined by the Arbitration Court. Is that what you are referring to?—Yes.

767. As far as I can see, looking at some of the awards, it appears to me that the basis of fixation is period of service, not the age of the apprentice?—The younger the better.

768. But an apprentice on reaching 21 has to get the adult wage, or basic wage as you call it?—No, I should say that if he were an apprentice, then after serving 21 years, he would still be competent to pay him the wages of an apprentice.

769. In some of the jurisdictions I visited, I was shown a system whereby an apprentice, if he did not become thoroughly competent at the end of his indentures, could have his wages fixed off, and the period at which he could do so was at the age of 24, if he worked for, say, another six or nine or twelve months. Do you practice a similar system here?—I believe Western Australia was the first to start that system, but we found it necessary to modify it. We have therefore reduced the period to ten years, and only in two cases: in cases of exceptional circumstances, and where the apprentice is qualified to do the work of an employee. It is a cause for a reduction of an employee, but not for an apprentice, and is not a favourable thing.

770. I am wondering whether you could arrive at much the same results by a system of reports from the employers? Do you get reports from employers about the work and behaviour of their apprentices?—No, we get reports from the technical school and from our apprentices' employers, but the reports do not get to his progress is the report of the examiner.

771. I suggest that the employer's report would also be a valuable source. The examiner is watching the boy's work and his behaviour?—I think that the system is such that it would not be possible to rely upon the reports of an employer, as he may be interested in the facts. It is not possible to rely upon the reports of employers, as they may be interested in the facts.

772. How often does the employer have an opportunity to report on his apprentice?—No, it is not the case. The employer has an opportunity to report on his apprentice every three months. He has the opportunity to report on his apprentice every three months.

773. If the employer were an employee, would he be in a position to get his wages fixed off?—Yes, but it is not the case. The employer has an opportunity to report on his apprentice every three months. If the employer were an employee, he would be in a position to get his wages fixed off.

774. The situation is that the board is obliged to report on the boy? Is it possible for him to say to him that he is not worth his wages?—In England, it is possible for the board to say that a boy is not worth his wages. The situation is that the board is obliged to report on the boy? Is it possible for him to say to him that he is not worth his wages?—In England, it is possible for the board to say that a boy is not worth his wages. The situation is that the board is obliged to report on the boy? Is it possible for him to say to him that he is not worth his wages?

775. I understand the Act places no limitation whatsoever on the age at which a person may become apprenticed.—That is so.
776. Do you think that a desirable thing?—Yes, I do; but only for the purpose of meeting individual cases. It costs a dreadful lot of property, in many cases, shortly after leaving school, or actually at leaving school, the proper time for an apprentice to enter on his course. The whole system of apprenticeship is based upon the assumption that in the apprenticeship the capacity to earn a full journeymen’s pay coincidently with his reaching maturity in years. How can we have to provide quite exceptions to that; and I see no injustice to anybody in permitting any person, even though he may have reached mature years, to enter upon apprenticeship if he desires to learn a trade. But there are safeguards that I necessary, because an adult brought into a workshop, under the guise of an apprentice might easily be used merely as a laborer, for five years. One of that character are desirable and necessary; but, generally speaking, I do not think any man at any age should be considered too old to learn anything if he has the capacity to learn it. There is another factor, that such a person would require an amount of financial resources not open to the ordinary person. As far as the Court was concerned, such a person would require five years of apprenticeship wages while they were much below the cost of keeping him.

777. Unless you got a case where an employer took in a man as an apprentice just in order to dodge paying his full journeymen’s wages, paid him, say, two-thirds of those wages, or perhaps 2x, under that. That could happen—I suppose—I do not think it could happen. It might happen, but the law is not so concerned, but it certainly cannot happen as far as the trade union is concerned. The trade union would see to that.

778. Your years of full years of apprenticeship—five years is the period insisted upon. Now, during the depression large numbers of boys were unable to get into industry. They were unfortunate in that respect, and many of them have drifted on to the unskilled labor market. Supposing you got one of the boys and were asked for a shortening of the period of apprenticeship, would it be possible or practicable to do anything to assist him? Assuming you got a boy 15 or 18 years of age and the boy suggested, "I desire to enter an industry, but I don’t want to serve the full five years of apprenticeship; I would like it shortened to three years," could you do anything for that boy? Is it practicable to do anything for him?—I would say to him first of all, "You are asking for an impossibility. Long experience has shown that a term of five years is necessary for the average person to learn a trade. Therefore I say you are seeking something impossible when you seek to learn a trade in three years."

779. But I am quite willing to qualify that to this extent: If a lad were given an intensive technical training as a preliminary to entering the industries—it would have to be a practical full-time training—that intensive technical school training might help him to qualify as an apprentice. The point is this: Should such cases be handled exceptionally and would call for a large expenditure of public money in training schools for a limited number.

780. With regard to the system of technical education, do you think it fills the needs of industry, and the building industry in particular? Do you think the tuition provided is satisfactory and suitable?—Do you refer to the system in Western Australia?

781. Yes?—In my opinion, the Technical Schools are the best possible with the resources at their disposal. In the main, they produce results, but I am quite positive also that our expenditure on technical school training is very much below what it should be. Technical training in Western Australia is struggling in the face of all sorts of difficulties that they should not be called upon to counter, because of deficiencies in money, materials and men.

782. Wherever I went elsewhere, I found that there were the same complaints regarding equipment, which could not be obtained, and a practical illustration that is relevant. I am one of the trustees of the Jubilee Fund, and we desired to bring into being a scheme by which lids would be given a certain course of tuition in the Jubilee Schools. I believe we had the capacity to do that. Diesel engines, generally such as are used for lighting purposes, and so forth. We found that we would have to provide quite an amount of equipment necessary, because the Jubilee Technical School could go on with the course. If that is the position in what amounts to a side-line, quite practical speaking, I can quite imagine that the problem would become rather acute when dealing with the major issue.

783. And equipment is constantly changing?—Yes.

784. And machinery is improved?—Undoubtedly.

785. I intended to ask you some questions regarding the latter portions of your statement dealing with unemployment generally, but I do not know whether some of the questions might be regarded as a little unfair to put without giving you some time to consider them. If you desire to take time to consider your answers, just say so?—Very well.

786. You spoke about the practice of discharging employees at 21 years of age, when the adult rate of wage became payable. That goes on in many places, apart from Western Australia. Have you any position so that you can put forward any suggestion for remedying it? In the South Australian Act there is provision wherein it is made illegal for an employer to penalise an employee by reason of his becoming entitled to an increase under the rate of wages prescribed by an award. However, they have found there that the position is as with the arbitration system of the Arbitration Act here that we have been discussing. They have found it amounted to a dead letter because it was necessary to prove it. I should say that such as provision as that, although it might appeal immediately to one as very desirable, would depend upon other things. Its effective operation would depend upon the Minister of Labour and Industry interceding in the Act. It would depend upon the courts that had to deal with the legislation, and it would also depend upon the money available for the appointment of inspectors and others in order that a staff would be available to ascertain the real facts.

787. Yes, and at bottom you must have regard to the fact that there is intense competition amongst industrial concerns, and if one concern is able to reduce costs, then it has the ability to undersell, with the result that competitors have to follow suit. That is so. It is fundamental that an employer in obedience to self interest will retain the services of an experienced worker in preference to getting a new worker, provided it pays. That is the test of the time. The one condition for which he can secure unskilled labour compensates him for the reduced efficiency of the work, the employer will avail himself of the unskilled labour every time. Then again, he is not necessarily going to say cases of that kind were exceptional and would call for a large expenditure of public money in training schools for a limited number.

788. In Victoria, there is provision in connection with the Wages Boards' determinations whereby the full rate is not applicable, in many instances, until the employee is 25 years of age. They told me that that had done much to get away from the wholesale scattering at 21 years. When I asked them the reason, they pointed to the system of scaling wages until the full rate was reached at 23 years?—That would amount to sacrificing the standard of the worker on the grounds of expediency. Such a provision again rests, in the final analysis, on ordinary justice. It may be on the ground of expediency, if you like, but if, when a person reaches 21 years and is entitled to certain rights, the employer shall not permit him to employ him for less than that rate, then you really provide that employer with a bonus, although he is in competition with others in the trade.
Take the position of the youth who says, "I have not had a proper chance because I was taken from school during the depression period." The junior rate and the "junior" will act upon this kind of argument that he is only being asked to receive a certain amount of pay according to his age.—Yes.

Is there any provision for relief being given to boys when he enters industry for the first time, and says to the employer that he has had no experience. The employer may have to tell him that he cannot employ that youth because we have to pay him the rate applicable to a youth of his age. Can any exemption be granted to that lad in this State?—I would like to check up on this matter before any evidence is taken in this regard. I think, however, you will find that in awards relative to junior work there is provision for a certain wage during the first year of employment, with no respect to the matter of age. If that is the fact, then the lad can enter an industry for the first time at the age of 18 years might be legally entitled to accept a wage due to one who was 15 years of age.

I see through the meat industry's award, I see with respect to junior workers in the shop section there is provision for those under 16, and 50 per cent. of the basic wage per week is fixed as payable, for those from 16 to 17 years, 65 per cent., and so on. It would look to be inflexible and to be fixed on the basis of age.—Yes, that is so.

I rather been to ascertain if there was any such provision as I had in mind, but this particular award would seem to provide for payment of a certain amount on the basis of a certain age.—I do not think there is any general provision for the reason that the court has no machinery of the type you have in mind. We have our boards of reference, and the Court of Arbitration authorizes boards of reference to do certain things, and it has always been careful to deny such boards the right to amend awards in any respect. Consequently, such a provision as you suggest in particular cases would really represent an amendment of the applicable award. In those circumstances, I think I can answer you definitely that we have no machinery for modifying awards to suit individual cases.

I have before me the insurance plasters' award, which would seem to give some small recognition to the principle, in that it speaks about payment for the first six months, for the second six months, and so on up to the twelfth six-monthly period, with the provision that on attaining 21 years of age the adult rate will be paid. Looking at that scale of wages, it is hard to see how it could operate in the way I was suggesting, seeing that it is in about the twelfth six-monthly period, which would involve six years. If a boy started early at 15 years, he would be in receipt of the full adult wage when he reached 23 years, so that the award would not exist any more. Whether the Court of Arbitration or any board can be saddled with responsibility for that provision, because you will find it represents an agreement between the parties to which the court merely gave its assent.

At first blush, it seemed to depart from the general principle, but on further perusal, I find it does not.—It would not be a very elaborate task if you set some of your clerks the work of checking awards for the past two or three years to ascertain if there are any that deal with the point I suggest, namely, the payment of a half on the basis of his first year of employment.

In view of the nature of your evidence, others may be called who may criticize some of your statements, and I think the evidence will be made available to you, and I may desire to call you again.—I shall be pleased to give further evidence, if you so desire, or if, on perusal of the evidence, I think I should reply to some of the statements that may be made.

JAMES FRANCIS LYNCH, Superintendent of Technical Education and Director of the School of Mines, sworn and examined.

BY THE COMMISSIONER: I understand you fill a number of other posts?—I am chairman of the Advisory Committee on the training of apprentices in each trade. These committees consist of an equal number of members representing the unions of employers and employees respectively, and the Arbitration Court examiners. I am chairman of the Apprenticeship Board constituted under the Order Tailoring Award. I am a member of the Education Board on the training of children of deceased and incapacitated soldiers, also a member of the Exploration Board on the training of architectural students. I am a member of the Faculty of Engineering of the University. I was chairman of the Apprenticeship Board constituted under the Order, and they have a board of reference. I was chairman of the blacksmithing section of the scheme for the vocational training of returned soldiers under the Internment Commission. I was a member of the committee appointed to raise funds under the Jubilee Relief Appeal, and also a member of the special committee to recommend how the funds raised should be expended for the benefit of youth. I am a member of the Economic Council and the Local Products Campaign Council. I am a member of the executive of the Boys' Employment League. The technical instruction of registered apprentices in accordance with the requirements of the Arbitration Act, Section 126, Subsection (a), comes under my inspection, and the training of apprentices at the Railway Workshops, Midland Junction. The number of registered apprentices attending for four hours' day instruction per week in each week is as follows: Industrial College—carpentry, 105; engineering, including fitting and turning, motor machines, machine shop, brass finishing, blacksmithing, structural steelworkers, 101; electrical trades, including fitters, 58, 99, 79, 54; building, 47; painting, 57; printing, (composing) 46, (machining) 29, total 345. Since the list was prepared we have 24 more in the building trades, plastering, 12, bricklaying, 12.

Can you tell me what type of master builder receives the apprentices?—The best type. Brine has a number, Arnott has a number, and so has Fairweather.

When were your figures taken out?—At the end of last year there were not enough returns to reconstitute the classes. Since then there have been sufficient added to the previous number to give us enough to start the classes.

Most of these must have come in within the last few weeks?—They have come in bit by bit, have the details here giving the numbers. The apprentices in the last ten years under every trade. In the first term of 1937 there were five new bricklaying apprentices, and two new plastering apprentices.

Do you have many inquiries for boys under these classes?—No, we have more inquiries for older lads in connection with the building trades. The younger ones do not rush them.

It is not popular with boys?—They mainly go in for engineering. Lately, of course, it is aviation engineering. At the Fremantle Technical School the figures are—plumbing, 18; sheetmetal working, 4; total 22. At the Midland Junction Technical School (three hours a week) the railway apprentices number 203. The approximate number of registered apprentices attending training classes in the evening are—Port Technical College, tailoring (three hours a week) 24; Fremantle Technical School, 15; Boulder Technical School, approximately 15; Kalgoorlie School of Mines, approximately 29. The approximate total for the State for day and evening is 945 plus 24.

If a youth wanted technical instruction in a trade and he was not apprenticed, would you teach him?—We are confined to registered apprentices only.

Suppose a boy showed aptitude for craft?—If he could not get apprenticed we would not take him.

Why should he not be taught?—That is what is happening in the other States. Take the Melbourne Working Men's College. Boys can learn a trade there come over here and become journeymen, without having been in a shop. Our boys cannot do that.
It occurred to me that with some safeguards they might be permitted to do that. Assuming a youth can show he has some adaptability and there is a likelihood of his being wanted in this capacity, should he get instruction?—It is not the policy of the State. In the old days, up to 1926, we did that. There were then eight or ten of them and we gave preference to apprentices, and after that, anybody. So long as a lad was prepared to pay his fees he could come in. When the section of the new Arbitration Act referring to apprentices came into force in 1927, when classes were made available, no one but a registered apprentice was eligible. We have stuck to that.

It has occurred to me that in times of economic depression, if boys were given facilities for technical instruction, they could not get away from them. We have at present a system of prevocational training. Boys come from the Junior Technical to us. They get approximately a first-year trade course. One is the building trades group, and the other is the engineering group. We try to find out what a boy—all are under 16—is adapted for. For instance, in the engineering group we would give a boy a certain amount of science, then instruction in electrical work, wood work and sheet metal work. When the boy has been with us for a year we know whether he is good for a particular trade or not. The lads are under trained tradesmen who can tell us whether Jack Jones would be a good boy to recommend as an apprentice, say for sheet metal work, or no good at all. For fitting and turning he might be just what is required. Prevocational training gives us a good opportunity to select apprentices. It is the same in the building trades group. We give them training in sheet metal working, wood working, mechanical drawing and the like. We get a number of these of the prevocational class students placed in trades, but not nearly enough.

The work of the Technical School is to supplement the prevocational training. Would you advocate a trades school as being a method of doing away with apprenticeship?—No, but I think it could be utilised more than it has been to supplement apprenticeship. My prepared statement continues:

The registered trade apprentices are, of course, in employment; also those attending the evening classes.

Compulsory day training of apprentices in the employers' time and at their expense commenced in 1925. It has been confined to Perth and Fremantle up to now as there has not been a sufficient number of apprentices at other centres to form separate trade classes. There are, however, sufficient in the electrical engineering trades in Kalgoorlie to make it possible to commence day training in those trades, and the matter is now under consideration. The four hours technical training per week is divided into two hours theoretical work and two hours practical work. The technical schools do not attempt to teach apprentices their trades, but aim to give them an understanding of the principles on which the apprentices receive in the workshops or on the job by teaching them the principles underlying their trades. Under present industrial conditions apprentices are not able to receive adequate training at their ordinary work.

Prior to 1927 evening trade classes were conducted, but under different conditions. My experience has convinced me that—

1. The present haphazard method of selecting apprentices is no good either to the industry concerned or to the State.
2. Apprentices should be chosen by Selection or Apprentice Board.
3. No apprentice should be employed in any trade unless he has certain qualifications.

You will find that in Victoria they are supposed to have gone through a similar system, although they take a different view of it. I have found that a lot of employers do not consider any of these things, but look at the other side of it. If we had someone who knows all about the apprenticeship system, he might show the employers that if they proved to the Arbitration Court that the facilities were no longer there, they would not have to carry on the apprentices.

The employer pays for the instruction given to the apprentice during his time?—No.

You suggest that the system is not as satisfactory as it might be?—No, I have not suggested that.

Suppose a youth does not attend the classes, does the employer still have to pay?—The payment is really nominal, only a shilling a year for the technical training of the apprentice. There are no tuition fees in the Technical School for juniors. Once a boy has registered, there is no further payment necessary for the whole of the five years.

It is not really a fee?—No, we have not really charged the employers, although we could do so. My prepared statement continues:

(c) Police the Act regarding the attendance of apprentices at technical training classes.

It has been found both at the Perth Technical College and the Midland Junction Technical School that among the 800 apprentices there are a number that will never become efficient journeymen, some because they have no liking for the trade at which they are working, others because they have not the aptitude for any skilled work.

Let me return to the fees. You say you have the right to charge if you wish and you think it right?

Assume you were to charge a fair sum for the tuition given, you could extend your activities?—I do not think the fees we would receive would help us very much. The last amount I asked for in order to extend was $200,000. It is only a large amount that would help us.

What could you hope to raise in fees?—At present we raise in all about $2,500 a year. Suppose we had 800 apprentices and charged a nominal fee, say, $2 per term, that would be, say, $5,000 per year. That would not be excessive as fees, but still it would not go very far for extensions. My statement continues—

Apprenticeship Board in Order Tailoring Trade.

In only one trade is there an apprenticeship board, namely, the order tailoring trade, of which I am chairman. All boys or girls who wish to become apprenticed to this trade are required to apply to this board for selection, and employers are requested to take their apprentices from those approved by the board. The board selects those of the 15 years of age who produce evidence from an optician that their eyesight is satisfactory, and from their last schoolteacher that their school record and the standard passed are satisfactory. The seventh standard at least is required, and the sixth standard is preferred. Before actually becoming apprenticed, the applicants may be required to produce from an approved psychologist a certificate of their fitness for the trade (that is in the award). The board meets regularly each month, and is functioning satisfactorily. It is constituted of an equal number of members of the Master Tailors' Union and the Clothing Trades Union. There are approximately 169 apprentices in the order tailoring trade, and a total of 85 new apprentices were registered in 1935 and 1936. The number of applicants approved by the Apprenticeship Board and at present not absorbed is approximately 690.

Apprenticeship Board in Printing Trades.

This board under the State Printing Award was constituted in a similar way to the Order Tailoring Board. It has worked very satisfactorily. There is no similar board in the Federal award under which the majority of workers in these trades are now working.

Have you ever been able to get any figures showing the wastage and absorption in the training of apprentices?—No.

If you train a boy, what becomes of him?—Usually he becomes a journeyman. We have no much interest in the statistical work you speak of, although it should be done. In New South Wales they know
what should be done, but they cannot do it. My prepared statement continues—

Apprentice Commission of Victoria.

The Commission consists of two representatives nominated by the Chamber of Manufacture, two nominated by the Trades Hall Council, with the Chief Inspector of Technical Schools (Superintendent of Technical Education), or his nominee, as chairman.

It has often been put to me, "What have you to do with the Act? It is your job to train whoever comes along." We say it in our part to train apprentices under the Arbitration Court.

817. Whatever asked you such a question as that?—I read it in the newspaper which was taking exception to something I had said about apprentices.

818. Someone on the industrial side?—Yes. It has been recognised in all the States, particularly Victoria and South Australia where the Superintendent of Technical Education is practically chairman of all those boards. The point is that I am neither on the one side nor on the other, but by my own view. It is my job to be interested in apprentices without being on either side, and at the same time to look after my job of training apprentices. My prepared statement continues—

In each trade there is a trade committee. The functions of the Apprentice Commission are—

(a) promotion of apprenticeship in the skilled trades;
(b) supervision of the theoretical and practical training of apprentices.

No apprentice can be employed in any apprenticeship trade unless he has been granted by the commission a certificate of qualification to enter such trade.

Each trade committee assists the commission in its own trade in the promotion of apprenticeship, and advises the commission on—

(a) the proportion of apprentices to journeymen;
(b) minimum age and educational requirements;
(c) course of training;
(d) general conditions of apprenticeship;
(e) rates of pay, including overtime and proficiency;
(f) methods of vocational guidance.

No person can be appointed an apprentice by a technical commission, similar to that in Victoria, and that my convictions on page 2 (Nos. 1 to 4) based on 30 years' experience be given serious consideration.

The question whether apprentices should be apprenticed to apprenticeship boards or to individual employers is one that has given all persons concerned a great deal of thought. In many trades, during normal years it has been found that apprenticeship to the employer is fairly satisfactory. In the better trades, however, notwithstanding apprenticeship board appears to be necessary owing to the special nature of these trades. As I have already stated, however, I consider that an apprenticeship commission is desirable, and this would function as an apprenticeship board. Such a commission would have power to transfer the apprentice from one employer to another.

819. You know of the vexed question we have been considering about apprentices in the building trade, and the difficulty of finding someone to whom to apprentice them.

That difficulty is not disappearing, but seems to be growing. What would you advocate to overcome the trouble?—It is very hard to make a suggestion. Under the present Act, however, a commission by which the apprenticeship board appears to be necessary owing to the special nature of these trades. As I have already stated, however, I consider that an apprenticeship commission is desirable, and this would function as an apprenticeship board. Such a commission would have power to transfer the apprentice from one employer to another.

820. But it is failing?—Yes. I have always considered that the work of the Apprenticeship Board was more or less a full-time job. The members are all busy men. That difficulty is not disappearing, but seems to be growing.

821. How do you find the tests from the primary schools? Are they reliable?—They are very good, but in the majority of primary schools they do not give any tests at present.

822. The tests are voluntary on the part of the teacher—Do you not know that there are any organised tests at all in primary schools. That is one of the things lacking in this State.

823. If provision were made for those tests, a lot of this work would be saved?—Something might be done in the primary schools. At about 12 they are split into different grades. If a test were made
at that time, it would be helpful. A father or mother receiving a letter from the Education Department stating that a boy has reached a certain age, and that consideration should be given to the work he is thinking of taking up, whether commercial, professional or industrial, and whether he is good at it, may not know anything about it, but the teachers do know. Parents know what work they would like a boy to take up, but they do not know what work he is fitted for. If there were a special school for boys to take up trade work about the age of 11 or 12, it would be very helpful.

829. Do you think the tests should be so conducted as to eliminate the need for pre-vocational guidance?—No. We think the guidance officers know better what to do, and where to put a boy if we have a record of his primary school work. Instead of trying a boy in this, that or the other trade, we know sufficient to put him in the most suitable trade group—engineering or the building trade group.

Need for vocational training before apprenticeship. I think this is most desirable. The system has not been tried with great success at the Perth Technical College. Boys mainly from the central schools and the Junior Technical School attend the Technical College for one year's pre-vocational training. These boys have had several years' training at the central schools in drawing, metalwork, workmanship, etc., and follow on with a general training in pre-vocational work at the college. This is divided into two groups: metalworking and building. The boys obtain a good preliminary knowledge of the several trades under the two groups, and know by some experience of what trade they would like to follow. The instructors are practical journeymen and their reports, based on their experience as teachers and tradesmen are valuable, as they can select the most suitable for apprenticeships as jobs becomes available.

830. You say these boys get some knowledge of engineering and building. What would they learn?—On the engineering side, they would learn drawing, and they would have a practical knowledge in electrical work, fitting and turning, wood working and sheet metal work. Those are the main trades. You can pick out the particular line in which a boy would make a success in building, they get a certain amount of building practice under a trained bricklayer, wood working, sheet metal work and a certain amount of geometrical drawing. We do not give any plumbing.

831. I suppose you can subdivide that further. You say it is divided into two groups, engineering and building. Are they calculated to discard all the weaknesses of a boy and improve his strength?—Yes. The instructors have been drawn from the workshops; they have been handling boys for years, and can tell straight away, say, after a term, whether a boy will be of any use for a job, and what type of trade he can be adapted to any particular trade under those headings.

832. I am suggesting that there might be other trades. I think you will find we have the main ones, I should have mentioned that we also give motor mechanics.

833. You have picked out two trades?—We have selected the two biggest industries.

In the report of the evidence given by one witness on the 8th April, he stated that vocational training has failed badly in South Australia. We (Federal Government) have not been doing it, and it has failed. I do not agree with that evidence. So far as South Australia is concerned, you will find that the authorities there do not agree either. Vocational training has failed in our state, the Arbitration Court examiners in every trade will testify. You will find in practically every industry of the "Industrial Gazette" the examiners, reporting on the examination of apprentices, have referred to the excellent work done in the training of apprentices at the technical schools. A year or two ago, just after vocational training was established here, I think particularly referred to the marked improvement in the apprentices since their training. They do not consider that vocational training has failed.

I have continuous applications from representatives of trades in which no training is being given to extend the training to their industries, but this has not been possible owing to insufficient funds and insufficient accommodation. The trade advisory committees are satisfied with the vocational training given in this State, and agree with me that it should be extended.

We have over 1,000 registered apprentices in the furniture trades; we have all the requisite machinery lying idle and nowhere to put it; we have no money for an instructor. That is one particular trade. Then we give training, at night only, to tailors' apprentices numbering about 24, whereas there are 100.

834. You have to take first come and let the rest go?—We take the big trades, and the others have to wait. Just before the depression began we had a thousand pounds worth of machinery for the furniture trade, and before we could erect it or get an instructor the depression hit us. We have not been able to do anything with it since.

835. Do the remainder receive no training at all?—No, except that they attend at night voluntarily. There is no compulsory training. On the goldfields we have not been doing much. At Boulder we have had a little in the way of sheetmetal working and carpentry at night, and at the Kalgoorlie School of Mines there has been a certain amount of engineering done, also at night, and voluntarily.

836. I am under the impression that under the standard regulations the training is compulsory?—Where it is available. We take it if it is not provided it is not available. I think on one occasion the Arbitration Court definitely stated that if there were night classes, the apprentices were bound to attend them. The committees that have been considering the Jubilee Appeal Fund have been very concerned as to what to do as regards the girls. We do a certain amount for them in respect to domestic work, but that is about all.

Pre-vocational training for girls: At Perth, Fremantle, Midland Junction and Boulder, this is given. At all these centres training is given in commercial work, dressmaking, and millinery. At Perth and Fremantle commercial art also is given. At Perth hairdressing is also a popular feature. Girls of about 15 are in demand in the industrial establishments for dressmaking and millinery. There is a steady demand in the city for girls about 16 who have had a thorough commercial training, and there is a limited demand for girls for commercial art. At Perth there are 105 girls taking the full day course in commercial work, and 42 in commercial art. There are 60 full time day commercial students at Fremantle, and 35 at Boulder.

837. Do you plan your classes taking into account the number of students who can be usefully instructed and absorbed?—No.

838. You take as many as you can?—Up to the limit of the capacity of our staff and the accommodation.

839. That is not advisable?—No. Our students or junior workers in a trade or on a job cannot be put out difficulty able to get positions in factories, if not over the age of 15, and in commercial work it is much the same. So long as you get a girl into a position before she is 16 she is all right, but people will not take them after that age.

Other pre-vocational training at the Technical Schools: In the science departments chemists are trained for manufacturing, analytical and pharmacy work, and in the mining section effective training is given in assaying, geology, surveying and metallurgy. Training is also given in electrical work, dressmaking, and millinery. The girls who desire to matriculate with a view to university work. Of late there has been a steady demand for training with a view to filling positions on the engineers' table in the building, the flying sides of aircraft, and it appears there will be a demand for such workers. The Perth Technical School has well equipped workshops, and there are about 140 students qualifying in internal combustion engine work and aircraft generally.

840. Do you work in with the Commonwealth authorities in respect to aircraft, and are your certificates acceptable to them?—The Perth Technical School is the only place in Australia where they are acceptable. They accept a certain amount of the technical work we do there as part of the license for ground engineers. They have not extended that concession to any school
but ours. This is due to the staff we have, and the equipment which is the best in Australia, though not yet sufficient.

I prefer the apprentice system to the trainee system. The apprentice system has been judged harshly in recent years. During the depression the number of new apprentices was fewer because—

(1) the number that could be taken was, and is, fixed according to the number of journeymen employed, and there naturally fewer journeymen;

(2) many employers could look forward to a possibility of continuing the employment of an apprentice for five continuous years.

With a return to normal times the disablement referred to in number (1) should work itself. Special legislation was introduced at the time to overcome the difficulty of the employer who had apprentices and no work. The indentures were suspended by the court. Some employers are, however, still averse to taking their full quota, although the depression is not so bad as it was, and they are protected by legislation if work for their apprentices is not available. Junior workers are already provided for under certain Arbitration Court awards.

841. You say you prefer the apprentice system to the trainee system, I take it you mean the system whereby a lad is not bound over for any particular time to an employer, although the employer is bound to keep the lad whilst in his employ?—Yes.

842. And there is a condition that the employer shall be a registered employer of trainees or labour?—Yes.

843. What disabilities do you see in that system compared with the apprenticeship system?—We have a number of junior workers who are getting some training. They may be employed at any time at a day's notice or a week's notice. I prefer the apprentice system because the boys know that they are bound to carry on, and bound to get their training for the full five years. Generally speaking, if times are normal, they know they can still carry on at work after their apprenticeship is completed. Under the trainee system there is nothing like that. The boys may be put off at any time. Some people may say there will be a heavier incentive to work whilst being trained because they know they may be put off at any time. The apprentice knows that if he has been a good worker that at the end of five years he will be carried on as a journeyman. You find examples of that in the railway workshops. Provided the apprenticeship has been a satisfactory one, the boys are usually carried on as journeymen. Many of course are not carried on if their work as apprentices has not been satisfactory. There is no continuity about the trainee system.

844. Have you had an opportunity to compare the two side by side?—No. We have not had a great number at our place. We have been dealing mostly with apprentices. Junior workers have not come to the fore in any organised manner.

845. You must have some trainees there?—Yes, but we have never taken them on in any organised way.

846. I am interested to have your idea as to the advantage of the trainee system and apprentice respectively.—I could not give you that.

847. The main thing is to provide continuity of instruction and experience?—Yes. When an apprentice has been bound for five years by the Arbitration Court examiners and has received certificates, he can transfer to another employer and can carry on where he left off.

848. You could have the same thing in the case of trainees. They could be examined regularly.—We have not got that here yet.

849. I gather that the idea uppermost in your mind was the lack of continuity of practical experience that could exist under the trainee system. It is of great advantage to have continuity. As things are today if it can be shown that an apprentice is not satisfactory in carrying out his work his apprenticeship may be cancelled by the court.

850. Possibly the apprentice who is not doing his job in anything but a perfunctory manner is not so easy to deal with?—That position is improving now. It is only a few years ago it was impossible to get rid of an apprentice.
far as the employer is concerned, if he gets a boy who is of some use instead of one whom he has to show how to do his work. In the case of the girls, the employer is getting something out of the boy.

Apprentices now enter industry at about 15 years of age in order to have their five years serve. Many of the boys, who have only four years to serve, it would naturally follow that they could stay at school to a later age and obtain special training to make them more fitted for their life work.

859. Suppose a boy shows particular adaptability at a trade which you are teaching him on the technical side, can he get extra instruction or be on the routine syllabus they have?—No. We do not take him any further than that.

860. You must get a fair number of promising boys?—In the engineering trade particularly, I am thinking of the best of the boys at the Midland Junction Workshops, where there are 300 of them. Many of them go in their employers' time to the Midland Junction technical school. They go for three hours in the daytime. In addition they come to our place or the Midland Junction school and work on for the engineering diploma of the Technical School, and a lot of them have got that diploma. That fact shows that in that particular section of the trade boys who want to increase their knowledge or become better fitted so as to get to the higher jobs, can go on. We have had a number of our products. We obtained engineering diploma, or the electrical engineer's diploma, or the structural engineer's diploma.

861. Are these diplomas equal, so far as the instruction intended, obtained at the University?—We have what we call a combined course with the University. The University gives us credit for two years of their four diplomas work. We have three of their lecturers doing work with us under that co-ordinated course. We, of course, co-operate with the University if necessary; we send some of our lecturers to the University. But all of those boys at the Midland Junction, or anywhere else, can do that course.

862. Do many of them avail themselves of the opportunity to attend at their employers' expense? One or two saved enough to go on to the University and get the B.E. degree.

863. They saved up enough money to attend day schools at the University?—Yes. One or two cases of the right type have been allowed off by the Railway Department.

864. It would be interesting to see what those boys become in after life?—We have employed a number of them in our technical schools. I employed one this week. He started to-day. He was taken out of the workshop on Saturday to train these apprentices.

I would also recommend that Section 126 of the Arbitration Court be amended and a clause inserted making it compulsory for apprentices to attend a technical school or school of instruction for four hours a week of their own time, in addition to the four hours a week in their employers' time. This is done in every State but Western Australia.

In Victoria they attend up to four hours a week in their own time. It is no great hardship, because the time is from a quarter past five to a quarter past seven, or from six to eight, and the youths have their night off afterwards. Now I come to the main thing, the position with regard to youth employment.

To try to do this it is necessary to ascertain the causes and take measures to eradicate them. General unemployment and youth unemployment cannot be separated. It is a losing game to try to increase the volume of employment when new machinery is every day reducing the necessity for such employment. The trouble is that by reducing the demand the industry the spending power is also reduced and, automatically, the number of purchasers of other commodities, thus reducing work all round. On the other hand, not finding this new spending power has the opposite effect. It is generally agreed that under the social and economic conditions now existing it will never be possible to employ all our workers, either young or old. These conditions must be altered before the unemployed problem can be solved. The position could be made a little better than it is if we could get a number of those men who are able to spend any money on them. The gramophone, the wireless, the motor car, all unnecessary commodities at one time, are not now luxuries but necessities. The industries that these manufacturers give an enormous amount of work.

I have read everything I can bearing on this point. When one thinks of the great mass of unemployment existing at the present time, and people who apparently turn out more than we ever turned out before, it looks as if there was something wrong. It is said that as the machines go in, the men go out. That is the problem.

865. Theoretically we are told that when a new machine is made there is a new job for a man to fill; but the jobs do not seem to rise up on the machines rise up?—We lag behind all the time. Where are we going to start?

I agree with Mr. Macartney that much more work would be given in this State if the Western Australian people would buy local products instead of Eastern States products. I would go further than Mr. Macartney and suggest that Western Australian manufacturers endeavour to capture some of the Eastern States' markets.

We have done the best that the case of Phinistowe's, Michie&7; and with regard to biscuits. We have tried for years on the State Products Committee to stimulate the buying of local goods by local people. We have tried in every way by getting in touch with our bakers and grocers and retailers in the country, hundreds of them, to see if we can discover why the people do not buy the local products. We obtained a great deal of good information and passed it on to the manufacturers, who have improved the local products during the last year or two. But still there are sending millions of pounds across to the East. I think it was stated by Mr. Krannacker, Minister for Employment, that we are keeping 50,000 persons employed in the Eastern States who should be working here.

866. I suppose that before we try to capture markets outside the State, it would be advisable to capture the one nearest the door?—That is the one.

867. As regards exports, we cannot avoid mistakes by producing too much, cannot we?—Yes. Unless we can sell the goods, it is no use producing them.

868. Certainly the local market is a very important field—it is a great field.

869. Have you any statistics or records to show that you have been keeping up with the changing position?—Mr. Macartney ought to have that information.

870. The position has improved, has it not?—It has improved a lot. Take one item in particular—beer. When we started the Economic Council the importations into this State of beer from the East were pretty high, but I think they are a lot lower now. They have been increasing all along the line.

The mining revival by creating a demand for mine workers both on the general and professional sides, and by stimulating work in the engineering industries and other trades, has created a lot of employment both on the goldfields and in the metropolitan area, and is capable of further expansion. A number of men were absorbed by the outback mines from the State prospecting scheme.

I believe the firm of Heal's here and many of the other big engineering firms have had a lot of mining work. That has stimulated employment. The prospecting scheme absorbed a number of men. Mr. Munsie told me that at one time there were 1,000 men on that scheme, whereas at the time I was talking to him the number had gone down to 750. Mr. Munsie said the other 250 had been absorbed by the mines. Therefore the prospecting scheme has done a lot to get men out of the city. Those 250 men were men who would not have been put into the mines if they had not had that prospecting experience.

This State is generally referred to as a primary producing State. No one should be satisfied with such a position. I consider that the only sound policy is to build up the primary and secondary industries side by side as a matter of policy. The greater the number employed in the secondary industries, the greater the consumption in the home market of the primary products; and it is now admitted that the trade situation is such as that is preferable in any country to the export market.

871. What was the main reason why the local people we did not buy local products?—That the local products were not then up to the standard of the Eastern States
products. We tried to rectify this. In one or two cases the local products were absolutely unsatisfactory. The samples of them were sent back to us. No one would buy the products. On the other hand, it is recognised that we introduce a lot of other local products quite equal to the imported article.

782. The prices were all right?—Yes.

783. Do you expect a higher price to assure that the product was of first-class quality? There should be no objection on the part of the people to purchasing it?—No. This matter was given some attention by the Local Primary Producers' Association, but we are all busy men. We had no time to go into it properly, but the little work we did made us feel justified in saying that in many instances the local products were quite equal in quality to the imported articles.

784. If with the expenditure of £2,000 or so you could set up a bureau and as a result of its operations you could put 10,000 or 50,000 into employment, it would be quite worth while?—Yes, but the work would have to be continuous. We have local products buying campaigns which last for two or three weeks, and it just seems as though everything seems to be forgotten, and the people generally do not worry about it. If the effort could be continuous, it would make a big difference.

785. Do you think people develop a local products conscience as time goes on?—I do not know that they do. Time goes on, and we still continue to import goods raised at upwards of £10,000,000.

786. Should it not be necessary to teach the rising generation?—Yes.

787. Do you teach the use of local products in the schools?—Yes, as far as I know, very little is done along those lines. I know that the Chamber of Manufactures or the Council of Industries each year sends out booklets that are distributed throughout the schools.

788. Do you train the children not to buy local products?—I think it is a matter that should be taken in hand right from the beginning.

789. If you train children when they are young, knowledge of this sort will generally stick with them when they are grown up?—Yes.

790. At the same time, the quality must be right?—That is so. Nevertheless, there is still a certain amount of prejudice, even though the quality may be right. I have had a number of people tell me that if they have to buy North Coast butter, they will not buy North Coast butter. If you were to put local butter into a North Coast wrapper, the article would be just as good.

791. There are instances where that prejudice has been largely overcome with the improved quality in our products?—That is so, and that is the first thing that has to be done. We must make our products equivalent in quality to that of the imported article. If you cannot do that, you will never get anywhere with the local article. Even so, we should concentrate on those lines that we can produce successfully in competition with the imported article. I refer to jams, pickles, and so forth. We cannot compete with Victoria, for instance, in the production of plum jam. We would merely be wasting time if we attempted to do so. On the other hand, there are other types of jam in the manufacture of which we can compete with the Eastern States, and we should concentrate on those lines.

792. That all points to the need for some trade commission or some such body that could deal with that phase?—I have always thought so.

793. I understand that we have some provision for grade marks, but I do not think they are used?—I do not know of their use at all.

794. I know that the Chamber of Manufactures asked the government to pass legislation to deal with grade marks, and the proposal was based largely on English legislation. I do not know I have ever seen the grade mark used as a criterion of quality in this State?—No. I do not remember it being used.

795. If people knew that the grade mark was a sign of perfection, it would be of great assistance?—I have noticed that some butter labels carry the words "First-class" or "Western Australian Butter." At one time the butter was simply labelled "Western Australian Butter." With the wrappers marked "first grade," people would try to get that type of butter, and I think when that is extended it should be applied in other respects.

I am chairman of the Trails Board, and we have had a lot of discussion regarding the enormous quantity of manufactured clothing imported from the Eastern States although that clothing could be made here. It is just a matter of getting over the difficulty, and that is what we have a lot of. Are there any large cities outside the Eastern States?—Yes. There are Goode's Durlant's premises in Palmerston street, the National Clothing Co., and others.

796. Are they selling their products through the local market?—Yes, but we are still importing an enormous quantity. If we have our people working, then conditions are stable and you do not worry so much about what prices are in London or somewhere else. To resume my statement, I deal first with practical measures to ensure the training and absorption of youths in primary and secondary industries.

Youths in country districts would be more satisfied to remain there provided they received vocational training suitable to their needs. There are several high schools in the agricultural districts, the School of Agriculture at Narrogin and the Agricultural College at Muree. In all the country high schools the bias should be more on the agricultural side and less on the professional. Country students after they leave the high school in other schools have no other opportunity under the State system, to follow any training that would better fit them for farm work. Further, the general result is for such to drift back to the city and join the ranks of unskilled workers or become disgruntled farm labourers.

I have come into contact with hundreds of young men who have, through economic pressure, been forced to take up farm work, who are not fitted for such work, and never will be. It is much better to make country life more attractive to the country youth than to send into the country those who never will be able to become successful and satisfied, and I would advocate such training in certain country centres.

The majority of city youths are not adapted to farming life. I think for the preparation of such youths. Further, the general result is for such to drift back to the city and join the ranks of unskilled workers or become disgruntled farm labourers.

With regard to farming, a lot of boys have been sent out into the country because they have no other means of support. Many of them have done that. They have come out to go out, particularly in the early days of the depression. Many of them were glad of an opportunity to earn a few shillings a week, but they drifted back to the town. They have lost their opportunity to get into city work, and youth of that type are extremely disgruntled. I do not know what will happen to them. They will go back to the country districts, and they have lost their opportunity here. If we gave country youth opportunities to get into touch with subjects that are necessary and useful to them, it would make the position much better for them, and they would prefer to stay in the rural areas. We do not leave the high schools they have no opportunity to learn anything else, and they do not like not being able to learn something more. We have given the money grants to do anything along those lines in the country districts.

888. Do you train youths by correspondence? We have started some correspondence classes, but the students have to pay. The State does not pay. We give the classes as a trial, and they are regarded as supporting classes.

889. Who do you train youths by correspondence?—Anything from £1 to £3 3s. per term of about ten weeks. That payment covers everything. Should they wish to write and they cannot pay the fees, we have no means by which we can furnish them with the instruction he desires.

900. Have many written to you along those lines?—Not many, but since I have been engaged on work
connection with the Jubilee Appeal, I have received a number of letters from farmers who, although the workers are working with their fathers. If they had an opportunity to do something by correspondence, many of them would take advantage of it, but at present they cannot do so.

881. One difficulty about free education is that you must spend money before you receive it or are deserving of it, and there has been no supervision over that phase in the past.—That is so.

882. It would not do for anyone to write intimating that there is a correspondence class in instructing you to send the papers if the individual were not suitable. In those circumstances you would merely waste time. In connection with our correspondence lessons, a certain amount of work had to be done. If they did not do the work and did not send in their papers, we would not send them off the list.

883. It does not seem right to encourage people to teach something to someone who has no particular ability in that direction.—That is so, but we soon find out in connection with the correspondence classes whether the individual is suitable. We know by his enthusiasm in carrying out the work, or vice versa.

884. The individual would have to display proper care ability before you cut him off the list.—Yes. If the student returns his papers regularly, we try to assist him on unless he is entirely unsatisfactory.

885. You continue him if he has any ordinary ability,—Yes. There are a great many in the country districts who would like to take advantage of correspondence classes. We have started mining classes in Wiluna and other localities, but that is all we have done in country districts, apart from Boulder and Kalgoorlie.

886. If you need the machinery of the existing primary schools at certain centres, you could probably get some kind of report upon those who desire to participate in correspondence classes, and that would help you to make up your mind whether the prospective student was suitable.—Yes, assuming he was one of the local boys.

887. A great many of those fellow young men have come from other States.—Yes, and drifted to country areas.

888. Some inquiries could be made about them.—Yes. The Premantura Boys' Employment League, under our Mr. Jennings, has been sending many boys to the country and they have usually made use of the local clergyman and policemen in order to get reports on farmers and station, and that has proved effective.

889. Have you worked out what it would cost to inaugurate and keep up some such scheme?—No, but it could be worked out.

890. I should be glad if you will do so for me.—I shall.

891. It would be something worthwhile if we could establish it.—Yes. A lot of money is spent and a lot of work is done by Hentingway & Robertson in this State in accountancy.

892. And the cost of administration of any such correspondence work is much less than is involved by classes.—Yes, once you have the courses written there is not much expense.

893. How do you overcome the lack of plant and models in the correspondence work? If you cannot do much in the direction of practical work by correspondence. For instance, we have an internal combustion engine course that is mainly theoretical, but we have tried to get young fellows who take that course to endeavour to put into practice what they learn by applying it to engine where they are employed. Naturally, we cannot give them any more help.

Regarding training for employment there has been a certain amount of this done with funds supplied by the Jubilee Trust Fund. The training has been in or is being given to approximately 100 youths in goldfields districts where there are opportunities for emigration work. This scheme was not particularly designed for any particular group of people who could do the mining work. In consequence, it has been slow in making a start. Briefly it is as follows:—The State Government will advance each youth a week, supply him with beds and working kit, and a railway ticket to the nearest point of his work. The Jubilee Trust will supply tent, camp equipment, water supply, etc., and will arrange that every group of ten be in charge of an experienced and reliable prospector. Two groups will be leaving shortly under this scheme. The youths will receive good training and have an opportunity of learning mining techniques and mining with mining labour. As a practical miner I have every faith in this scheme, and strongly endorse it.
That is a good scheme, and I think it will turn out all right. Mr. Munsie told me that he has already sent out a number of men—I forget the exact number—and that the sum that has been refunded by those who have met their quota is considerable.

Two avenues where we should train our own youth for employment are — (1) full wood-blassing courses for junior engineers. The wood-blassing course would be a full-day course linked up with training and experience in the wood sheds, a similar course to that of the South Australian Technical Schools. There are more than fifty and forty from the secondary schools and train them for wood experts, wool classes, etc. The aviation class would be a full-day course for secondary school students to enable them to qualify for entry to the aviation industries as junior engineers. In both these avenues the prospects appear to be quite good.

906. You have these classes now?—We have them at night time for people already in work. South Australia has taken wood-blassing on properly, and in that State the students spend several months of the year in wood sheds.

908. I was going to follow that up and ask you where the wood-blassers were coming from, if you do not supply what you might term an adequate course?.—No, we do not.

909. Where have the wood-blassers been trained?—A lot of them have picked up the work in a haphazard way, and some have come from South Australia. But we have a lot of West Australian wood-blassers!—Yes, I think the majority of them are West Australians. We are trying to get better trained classes. A lot of the present enrolment of South Australians who are taking the course are from the secondary schools—Hale School, Wesley College, Scotch College and Christian Brothers’ College. They are doing this course, and I am sure would do it properly if there were a proper course after the Leaving course.

911. I suppose you are up against the same diffic- ulties as others in that you have not more plant and equipment?—We are worse off than any other State in Australia.

912. What will it cost to bring the plant up to reasonable requirements?—Some time ago I asked for £100,000, but now twice that amount would be nearer the mark.

913. Of course you have to allow for obsolescence. How long would it be before the plant become obsolete?—The amount mentioned would not go very far because we want about £100,000 spent on buildings. So £100,000 would not go very far. This is really the only place that is doing anything much. At the School of Mines in Kalgoorlie we have a good equipment but even that is not up to date.

914. It is a pity you cannot use the Jubilee Fund of £25,000 for buildings and plant.—We could not do that, and in any case it would be only a drop in the ocean.

General.—It is my opinion that a permanent organisation should exist to keep in touch with the youth of the State from the day they leave the primary schools. This organisation should be in a position to guide as far as possible the future of youth. It should be supplied with the necessary staff and data to satisfactorily carry out its work. At present no data is available relating to the probable absorptive capacity of industries. Some years in advance new avenues of employment made available by new industries, and the occupations that are likely to give continuity of employment. It is essential that what technical training is required to minimise the results of lack of continuity in any employment. There is no such organisation at present in existence. It is the responsibility of Employment Officers Employment League’s with the placement of youths in suitable occupations. It acts as a clearing house between employers and young employees—no more. It has outlived its usefulness and should be replaced by an effective organisation as suggested.

That league has never been effective.

915. I suppose you claim to do is that it gets a boy a job when he leaves school?—It gets some boys some jobs.

916. It might be valuable as a means of replacement temporarily. All those boys who wish to go back to the schools, including the Technical Schools. Then we could pick them up when required and they would not be running around the streets.

917. Someone has said that a boy in some job is better than no boy in no job?—Yes, we have said that. We have advised parents if necessary to let a boy take a job temporarily, but only if an objective is that he is in the economic pressure of a year or two ago sent hundreds of city boys into the country, boys who never wanted to go into the country. They went back to the city when they found they were not suited to the country again. I have summarised my recommendations as far as I can as follows:

Summary of Recommendations:
1. Appointment of Apprenticeship Commission as in Victoria, to be assisted by Trade Committees as at present in existence.
2. Selection of apprentices by selection committees or boards.
3. Approved apprentices must have had satisfactory pre-vocational training or an equivalent, and be fitted for the trade they wish to enter.

At present the selection of apprentices is all haphazard, which is no good to anyone.

918. You have said that some pre-vocational training is advisable. It is what they have had in Victoria. My recommendations continue:
4. Employers to select their apprentices from the lists of approved applicants.
5. Reduction of the period of apprenticeship when the Selection Board or Committee considers that an applicant has had a satisfactory pre-vocational training.
6. Appointment of a supervisor of apprentices to supervise the employment and condition of employment of apprentices and approved workers.
7. Amendment of section 126 of the Arbitration Act, making it compulsory for a registered trade apprentice to attend a technical school or school of instruction during the course of a year, and if he is in the employment of a man who has a work in his own time, in addition to the four hours a week required in his employer’s time.

8. Compulsory part-time day attendance at a technical school or school of instruction of all youths from the day they leave the day school until they secure employment.

9. Appointment of a permanent Employment Board or Council, such Board to be supplied with an efficient staff to carry out its work. All youth leaving school should be compulsorily sent to this Board. The Board should work in cooperation with the Apprenticeship Commission, the day schools and the technical education department.

That was what I meant by the Boys’ League to do. They do not, however, work with anybody, although they could work with the schools and with us.

My recommendations continue:
10. Establishment of a domestic science college in the city and approved country centres for the training of girls for domestic work. These should be under the Technical Education Board, may say the ladies’ organisations approve.
11. Establishment of full day training courses in wood-blassing, and aviation for junior engineers.
12. Vocational training for youths in all the country centres, particularly on the scientific side of agriculture and dairy farming especially, as well as in the subjects mentioned on page 7.

The Director and I went to Brunswick recently. Brunswick is, I suppose, the centre of the dairying districts. They were very keen on the proper training as dairy farmers for country youths. My concluding recommendation is as follows:
14. A continuous campaign to encourage the people to buy Western Australian products, linked up with assistance to manufacturers where needed to enable them to improve their product to suit the market.

919. There were a few other recommendations you spoke of. For instance, you suggested the scientific ascertaining of the absorptive capacity of industry!
Yes, that is desirable. I refer to that in recommendation No. 16. It would be the job of that staff to do that work.

920. And also to decide how many it was advisable for the Technical School to teach and how many apprentices there course back, if necessary, to find out really some data regarding employment which we have not got.

921. Regarding the efficiency of industry, which is a very important feature, you said that a large number or failures of local products were due to equipment?—Yes, a lot of them.

922. If of course you might turn out a good product but at too great a cost?—Yes.

923. So we want someone to be able competently to advise a manufacturer as to how best to lay out his plans. Do you turn out production engineers at the Technical School?—No, we do not.

924. Do you think you ought to?—Yes, I do. They have a production engineer at the Working Men's College, Melbourne, and I found that in the South Melbourne Technical School they did everything in the way of producing engineering equipment for all technical schools. They have their own drawing classes, pattern making, moulding, and fitting and turning shops, and then production comes in.

925. That seems to be the ideal?—Yes. Of course it is necessary to get the right man on the job as production engineer.

926. Are you watching? When are you watching? You can get the right man in time?—Yes, I am satisfied that would be a great thing for industry. Criticisms are frequently levelled against the technical schools. I had the managing director of the big firm here a few days ago, and he said, "I do not want my boys (meaning his son) to come here. I can teach him all he has to do in the workshops.

927. That is an old belief?—Yes, we pointed that out quickly to him. You will find that a lot depends on vocational training. I do not see how you can get away from it in these days. Industry is changing so rapidly that unless you have trained personnel working in the industry, the men are not competent to adapt themselves to changes as they arise.

928. How do you view the proposition that a man can adapt himself to changed conditions?—If he has the fundamental training right, I think he can do it.

929. You mean that changes are not so revolutionary?—They are not so rapid. If a man has a job and something turns up overnight to alter it and he cannot adapt himself to the change, because he does not know enough to enable him to do so, he is lost.

930. If you could turn out, say, half-a-dozen efficient production engineers and send them all over the world and then link them up with some bureau of industry, their services could be given to manufacturers at a fee.—I do not believe in making them available for anything —and I could work big changes for the better?—Yes, it is the non-ability of a lot of workers to change with the rapid changes of industry that throws them out of work. Only a certain percentage of workers can adapt themselves to the changing conditions, and those who cannot do so lag behind.

931. Do you think that some of the tradesmen appreciate the fact that they must try to adapt themselves to changing circumstances?—Yes, I have received a demand from journeymen in different trades to provide for classes at technical schools. We are running classes now for journeymen in plumbing, fitting and turning and painting. I received a request this week from printing trade journeymen; so they admit that they want to know more, even though they are supposed to be trained men. They are realising that they must keep up-to-date.

932. As for the principle you expound of building up our own industries and being on the alert to start new industries, it is good and is the only logical principle, but the machinery must be obtained for watching it. How is that to be done?—That is the problem.

933. In your evidence you instance that wireless had come into vogue, as well as other things, as examples of new activities?—Yes, they were luxuries, but now are not luxuries. It is difficult to stimulate something new.

934. The difficulty is to find how to set up somebody with the right sense of smell, as it were, to smell out new industries?—That is the difficulty. We have been thinking all along the line that we would have to spend money for it, and there is no money available. That is the trouble with our present work. No money is available; expenditure must be cut to the bone.

935. There is no reason why a central body such as a trade commission should not be empowered to receive suggestions. After all, many suggestions are worthy of being carried into effect.—Did you see what they have in South Australia?—Yes.

936. They cover a lot.—The men on that committee are alert business men. I do not know how effectively they do their work. Why not make them more familiar with the work that is done?—They are part-time men, and busy men who probably cannot give the necessary time to the work.

937. Mr. W. H. Holden, in conversation, mentioned a scheme on foot amongst business men to stimulate meritorious secondary industries. If such a scheme could be worked here, it might have good results.—Such a matter should be done to ensure that local industries receive more attention. That would be a good thing for the State. All the attempts to do something are being made by part-time committees who meet once a fortnight or once in three weeks for a couple of hours. They are all watching the clock in order to keep appointments elsewhere. They do a lot of good, but it is only spasmodic.

938. You want a responsible standing body.—I think so.

939. A body that could show statistical results.—Yes. The manufacturers are alive to that aspect. In connection with the local products campaign they subscribed thousands of pounds to see what could be done. They did not mind providing money—some of them contributed substantial sums—because they recognised that something should be done.

The Commission adjourned.

TUESDAY, 1st JUNE, 1937.

A. A. WOLFF, Commissioner.

ALFRED CHARLES BRAIDSHAW, Chief Inspector of Factories, sworn and examined:

490. By the COMMISSIONER: I think you have prepared a statement?—Yes. I have occupied the position of Chief Inspector of Factories in this State since May, 1933. My statement is as follows:—

The activities of my branch of the Department of Labour in respect to apprentices and junior workers in industry is, and has in the past been, limited to the enforcement of apprenticeship regulations which form part of a number of awards and industrial agreements made under the provisions of the Industrial Arbitration Act. Every inspector of factories is by virtue of Section 104 of the "Industrial Arbitration Act, 1912-35," an industrial inspector, and as such has extensive powers in respect to the enforcement of awards, agreements, or orders of the Court of Arbitration and in respect to the making of investigations of industrial matters including that of apprenticeship or the employment of junior workers in industry.

491. You work concurrently with the inspectors under the Industrial Arbitration Act?—We are the inspectors under the Industrial Arbitration Act. Every inspector of factories is an inspector under the Industrial Arbitration Act.

492. No separate inspectors are appointed under the latter Act?—No, except inspectors of mines who by virtue of their office are also industrial inspectors.
943. The industrial unions police the awards, do they?—They practically do it all. We have not a sufficient staff to enable us to attempt the policing of awards generally. We confine our activities to investigations of complaints alleging breaches of awards or industrial agreements.

944. Then your work might be concurrent with that of the industrial unions?—To an extent, that is so.

945. You deal with complaints not only from employees but also from employers?—Yes, from any or either source, and sometimes we deal with complaints from independent employers who desire to have a complaint made in our department and we would perhaps investigate it. Once a union has referred a matter to my department we expect it to cease its activities with respect to the alleged complaint.

A comprehensive investigation in respect to the observance or otherwise of apprenticeship regulations generally has never been made. I am therefore unable to render evidence on that question which would be of much value to the Commission. Inquiries have been made in respect of alleged breaches of regulations by independent employers and apprentices. About eight years ago, at the request of the Building Trades Apprenticeship Board, inspectors of scaffolding were then under the investigation of the employment of apprentices in the three branches of the building trades with which the board was concerned.

946. Are bricklaying, plastering and masonry?—Yes.

The information then obtained was submitted to the board, and although it was found that many builders and contractors were reluctant to accept the responsibility of taking apprentices except under compulsion, employment was found for several apprentices.

947. With what class of builder was the employment found?—Mostly bricklaying and plastering.

948. The builder who takes on large contracts or the one who takes on suburban contracts?—In a few instances with the smaller ones, but there were not many in any case.

Again, I think, during 1936, at the request of the Building Trades Apprenticeship Board, Mr. Wilkinson, an officer of the Architectural Division of the Department of Public Works, conducted a comprehensive investigation into the question of the employment of apprentices. The results of that investigation were submitted to the board, and I presume, be made available to the Commission.

Under the provisions of the Factories and Shops Act, 1920, every shop, factory and warehouse is required to be registered. The Act prohibits the employment of a child in a factory, shop or warehouse, of any child, that is, 'a male person under the age of 14 years or a female under the age of 15 years,' and also places certain specified restrictions on the employment of women and boys in respect to daily and weekly hours of work, overtime, employment in dangerous or unhealthy trades, etc.

In making application for the registration of a factory, shop or warehouse, the occupier is required to apply on the prescribed form, and beside other necessary information he is required to supply particulars of all persons of either sex of the respective ages, 14 years to 29, and 21 and over, employed by him.

949. Registration is an annual matter?—Yes.

950. By examining all the forms you are able to make a survey of the various juniors in the age groups employed in factories and shops—Yes, and in warehouse—

The Act has application only to that portion of the population that is 29th parallel of south latitude. We know nothing of the position north of that.

951. Have you any reason to believe there are many factories and shops in the north?—There are several in such places as Carrington and Oshawa, and we have the meatworks at Wyndham.

952. Have you any information on your records about those places?—No. Owing to the definition of the term "factory," the Act applies only to premises in which four or more persons are employed at a handiwork, and to certain other premises including those (a) in which Asiatics are employed; (b) where steam or other mechanical power or appliance exceeding one horse power is used; (c) in laundries, etc.

As a general rule four persons employed in an establishment constitutes a factory. We have no information as to the number of persons employed in the premises in which less than four persons are employed.

953. Junior workers are employed in the smaller manufacturing establishments, and there is no rule governing their employment?—There are no restrictions upon their employment.

954. Or hours of employment?—That is for factories only. This does not apply in a shop, because a shop is a shop by virtue of the fact that goods are sold.

955. Have you reason to believe that juniors are employed in these smaller manufacturing establishments?—Many are so employed. Perhaps a man and two junior may be carrying on some undertaking. There are many of such cases.

956. Can you speak of the conditions under which the juniors are employed in such cases?—I have no information.

957. Because you have not the power to make the inquiry?—That is so.

958. You do not enter a place which employs less than four hands?—Except when investigating alleged breaches of an award, we would not enter the Factories and Shops Branch of Labour in such an investigation, and we would be willing to do so.

959. You do not enter a shop which employs less than four hands?—Except when investigating alleged breaches of an award, we would not enter a shop, because a shop is a shop by virtue of the fact that goods are sold.

960. Can you speak of the conditions under which the juniors are employed in such cases?—I have no information.

961. You do not enter a place which employs less than four hands?—Except when investigating alleged breaches of an award, we would not enter a shop, because a shop is a shop by virtue of the fact that goods are sold.

962. You do not enter a place which employs less than four hands?—Except when investigating alleged breaches of an award, we would not enter a shop, because a shop is a shop by virtue of the fact that goods are sold.

963. And that is the fact?—Yes.

964. Are you aware of the fact that the Act is not in force in the province of Manitoba?—Yes.

965. Is there any attempt to enforce the Act in the province of Ontario?—No.

966. Have you any knowledge of the physical condition of the boys or girls who are not receiving any general medical care?—Yes. The late Dr. Appleton was in operation for quite a long time, and carried on an inspection of the physical condition of the boys and girls who were not receiving any medical care.

967. You have a system of testing, a system of inspection?—Yes. That is so. The same is done here, except that we do not receive the report as frequently as in that case.

968. You have a system of inspection into factories?—Yes. That is so.

969. As to the physical condition of the employees?—Yes.

970. As to the general health as to the employees?—Yes.

971. But you have a system of testing as to the physical condition of the employees?

972. Do you have a system of testing as to the physical condition of the employees, as to the general health as to the employees?—Yes. The same is done here, except that we do not receive the report as frequently as in the other case.
portions of them, some girls who have shown special aptitude have received rates higher than those provided by the act. It is not noticed by any one how, of the girls, aged 17, was paid the rate to which she would not be entitled until she had attained the age of 18. However, the employer was enabled to start another girl, aged 15, at the lowest rate. That, of course, occurs only in cases where a girl is specially apt.

Do you find many cases of that kind?—Not a great many, but cases occur comparatively frequently. I desire to direct the attention of the Commission to Section 53 of the Factories and Shops Act, 1920, which provides that "no occupier of a factory, shop or warehouse shall employ therein any child." A "child" is defined as being a male person under the age of 14 years, or a female of the age of 16 years. The school leaving age for both sexes is 14 years, and upon leaving school a boy may immediately find employment in a factory, shop or warehouse, but no such employment is available to a girl of the same age, her only avenue of employment for the first year after leaving school being domestic service.

And she could not get employment as a domestics?—No.

As to youths entering factories, is there any system of medical examination before they are allowed to work in factories?—Not in this State.

Do you think that would be desirable?—I do.

Have you advocated that to the State Government?—In the original Factories and Shops Act in Bill form I did advocate it, but it was not adopted. Apparently the proposal did not meet with the favour of the Government of the day, but such a provision is in operation in other States.

It might stop many girls and boys of poor physique from getting into factories where they are hopelessly unable to work alongside more robust juniors?—Very few cases have come to my notice where either boys or girls have been of such physique as to warrant their being prevented from working in factories. As a general rule, girls and girls appear to be quite capable of carrying out such duties. There is a provision in the Act now whereby in certain circumstances we could require a person to be medically examined. But persons are not required to produce a certificate of fitness before entering a factory.

You might get some persons entering a factory with a particularly bad form of hereditary disease, and a system of medical examination would prevent that?—That is so. In fact, that is in operation. We have the power to require medical examination in cases where we suspect such disease.

But if a person suffering from such disease get into a factory without examination in the first place, you might take some years to find it out?—Quite so.

Can you trace the Federal Department to parents in necessitous circumstances in respect of each child is withdrawn upon the child attaining the age of 14 years and the parent or guardian that the child is not required to attend school, may not seek employment except as a domestic?

Premia for Employment: Although the payment or acceptance of premiums for employment in factories and shops and for taking an apprentice is illegal, employers who are willing to take the risk of detection, are encouraged in their efforts to procure premiums by certain newspapers. Advertisements frequently appear in the daily Press inviting applications for appren- tices in shops and factories from persons willing to pay a premium. Applicants are invariably required to apply to a letter or number, care of the newspaper in which the advertisement appears. Efforts by the department to dissuade the proprie- tors of the newspapers from accepting such advertisements, or to persuade by way of appeals to the names and addresses of such advertisers, have not been suc- cessful, and such advertisements continue to appear from time to time.

Do you ever discover the identity of such an advertiser?—On two or three occasions we have done so, but very seldom. We always answer every advertisement of that nature which appears. Some advertisers have responded, and thus we have discovered the identi- ties.

Do you find that certain names crop up time and again, the same employer advertising time and again for an apprentice at an astronomic rate?—I think only once in a while. I do not think I can specify the case, but I believe in one case I did find the same employer advertise a second time for a premium-paying ap- prentice. The rate varies. Occasionally it would be $5, sometimes $10, and up to $25.

I suppose such advertisements become more numerous when employment is scarce?—Yes. Sometimes persons advertise offering to pay premiums for a certain job. There was such an advertisement in a recent "West Australian," offering $25 for a permanent position.

I think a Bill on that subject was introduced into Parliament?—Yes. All advertisements of this nature are answered by the department, and the advertiser's attention is directed to the statutory prohibition of pre- miums. During the last session of Parliament a Bill to amend the Factories and Shops Act, 1920, was introduced, but failed to meet with the approval of the Legislative Council. This Bill con- tained provisions making it an offence for any person to procure the insertion of, and also for any newspaper to publish, such an advertisement. The trade for which premiums are most frequently asked are hairdressing, florists, and various branches of the clothing trades.

Ladies' Hairdressing: Another matter which I suggest is within the scope of this inquiry, and to which I desire to direct attention is the question of premium or fee-paying pupils in the ladies' hair- dressing industry. This matter should be regarded as more or less of an evil. Section 128 of the Factories and Shops Act, 1920, prohibits the payment of a premium or acceptance of a premium by the employer to the employment of a shop assistant in any shop, and Section 120 (2) of the Industrial Arbitration Act, 1912-13, provides that "No premium shall be paid to or accepted by an employer for taking an apprentice."

In recent years there has sprung up what appears to be a thriving industry in ladies' hairdressing, and it has become customary for many of the proprietors of salons and beauty parlours to conduct what they call classes, and to give tuition to pupils for periods ranging from three to six months, on the premises and in the salons in which they carry on their business as hairdressers. Premiums or fees from $10 to $25 are charged for this tuition, and it is known that in some instances these pupils have been permitted to practice on, and to perform work on, customers in contravention of the award, and which should rightly be performed by apprentices.

Under those conditions it has been found almost impossible for the declaration that these pupils are in the employment of the hairdresser, who is thus afforded facilities for the evasion of both the award and the Factories and Shops Act. In this particular trade the award provides for apprentices and prohibits other junior workers. There is no provision for junior workers other than apprentices.

Do these people as a rule carry out their con- tracts for the full period?—So far as I know, they do. There is no taking on the student and then letting him go after two or three weeks—"I have not heard of any cases of that nature. Of course under those conditions, where the pupils may be operating on customers, it is more difficult to detect whether the pupil is an employee or is employed. The Act prohibits the charging of a premium for employment, and naturally it is claimed that these pupils are not employed, although on occasions it has been found that they have been allowed to practise, as it is termed, on fee-paying customers.

They have done work which is paid for?—Yes, and which should be done by apprentices.

I suggest that it is not reasonable to expect that a young girl, after such a short period of tuition, would be competent; yet it is known that many of them, being unable to secure a place as an apprentice in the trade, have commenced business on their own account and posed as competent and qualified
ladies' hairdressers. There are numbers of such cases in the metropolitan area. It is also alleged that in some instances they have inflicted injury to the hair and scalps of some of their clients. With the exception of a few who show special aptitude, many of these pupils are unable to find employment either with their tutors or in other well-established salons after the termination of the period of their tuition, and many have been forced into other avocations of employment.

982. Are there no openings for the number of pupils sought to be trained?—Not in that particular trade. Not for employment. At any rate, their tuition is not sufficient, in my opinion, except in very special cases, to enable them to be sufficiently competent to obtain employment. The award provides for apprenticeships of four years.

In Victoria, by an amendment of the Factories and Shops Act in 1904, it is an offence for any person to require a premium or fee from a pupil who desires to be taught hairdressing, unless such person is the owner or occupier of a registered school; but this does not apply where a contract for not less than two years' tuition was signed prior to the date on which the amending Act was proclaimed.

983. In substance, today a person cannot give tuition to a pupil in hairdressing unless the person has a registered school?—Yes.

984. That is the law in Victoria?—Yes.

985. And is it your idea of that proposition?—I would advocate the establishment of labour exchanges on similar lines to those operating in Queensland. As a matter of fact, in 1925 or 1926 a Bill was prepared and introduced in Western Australia for the establishment of labour exchanges. The Bill did not pass.

986. And the essence of that Bill was what?—The abolition of private employment agencies and the establishment of labour exchanges, subject to control, in both metropolitan areas and at various centres throughout the State. I have the notes on the Bill, and can read them to you if you desire.

987. Are you anxious to get the essential features of the Bill?—Clause 2 of the Bill reproved legislation governing private employer brokers, and Clause 4 authorised the establishment of State labour exchanges, providing machinery for their maintenance, management and conduct. I presume you do not want all the details?

988. No. In what countries is legislation of this type in vogue? I think you have already referred to Queensland.—At the time when this legislation was introduced, similar legislation was in vogue in various countries, including the United States of America, Japan, Germany, and Canada, and in Great Britain legislation was introduced to empower the Board of Trade to establish labour exchanges.

989. I was under the impression that in Great Britain only Government exchanges were conducted?—I cannot say for certain.

990. Do you think that would be, generally speaking, for the public benefit?—Yes.

991. Will you tell me why?—I intended to refer to the convention adopted by the International Labour Organisation at a conference held in Washington, under that heading. I have included the following in my statement:

My opinion that employment exchanges should be controlled by the Government, and conducted by them either by the Government or an authority clothed with necessary statutory powers is supported by the Convention and Recommendations adopted by the General Conference of the International Labour Organisation of the League of Nations convened at Washington on the 29th October, 1919, which was signed by the new Labour Government, and the Treaty of Versailles of 1919, and the Treaty of St. Germaine of the 10th September, 1919.

Article No. 2 of the Draft Convention reads:—"Each member who ratifies this Convention shall establish a system of free public employment agencies under the control of a central authority. Committees which shall include representatives of employers and of workers shall be appointed to advise on matters concerning the carrying on of these agencies. Where both public and private free employment agencies exist, steps should be taken to co-ordinate the operations of such agencies on a national scale. The operations of the various national systems shall be co-ordinated by the International Labour Office in agreement with the countries concerned." The Conference also adopted the following recommendations:

The General Conference recommends that each member of the International Labour Organisation make provision to establish the establishment of employment agencies which charge fees or which carry on their business for profit. Where such agencies already exist, it is further recommended that they be permitted to operate only under Government licence; and that all practical measures be taken to abolish such agencies as soon as possible.

The General Conference recommends that each member of the International Labour Organisation co-ordinate the execution of all work under public authority, with a view to reserving such work for as far as practicable for periods of employment and for districts affected by it.

992. Do the agencies as they exist today in Western Australia deal with the employment of youth and adult labour?—Yes; they deal with all classes of labour.

993. I think you have some criticism to offer regarding the carrying on of the employment agencies, and the various national systems shall be co-ordinated by the Government of the countries concerned:—Yes. I have embodied the following in my statement:

Although the Government Labour Bureau is, at which no fees are charged to either employers or servants for services rendered, has been operating for many years, there appears to remain an extensive field for the operation of private charge for employment agencies. Any reputable person who is in a position to equip an office can, upon the application for a licence under the Employment Brokers Act, 1900, being approved by the Licensing Court and upon payment of £1 on application and 25 on the issue or renewal of the licence, engage in the business of employment looking. The issue of 25 licences has been approved by the Licensing Court for the current calendar year, and two further applications for licences are pending. If these are approved there will be 27 licensed employment agencies operating in the State. Of these 25 are in Perth and atangles and one each at Fremantle and Bunbury, respectively.

The number of licences issued during the past eight years was: 1906, 19; 1907, 17; 1908, 10; 1909, 17; 1910, 17; 1911, 17; 1912, 14; and 1913, 22.

Section 15 of the Act as amended provides:

"No payment or remuneration shall be charged by the employment broker to the servant which is not equally charged to the employer." Is that a total charge?

994. That is the Act says there is that the Act says that no amount shall not be charged to the employer for the benefit of the employer and servant alike. The trouble is that it is charged but not paid by the employer. We have evidence that every effort is made to collect from the employers. In fact, a number of employer employers engage the services of these agencies, and remit the charge to the employer. I suggest that the Act provides for the benefit of the employer and the servant alike, and is not equally charged.
of employment brokers have advised us that the employers have refused to pay, and in many instances employers have charged. On the other hand, the employee does not get his job unless he pays.

Every employment broker is required to deposit at the office of the Minister, and also to keep posted in a conspicuous position in the office, a printed copy of the scale of charges payable by employers and employees. There are no limitations to the fees which may be charged.

These scales of charges indicate that with one or two exceptions all brokers charge half the first week's wages to both the servant and the employer. In one instance only the broker charges a fee to the employer and does not charge the servant for his services.

Whilst every broker makes entries in the engagement book indicating that both the employer and the servant are charged equal fees, and transcripts of engagements on which the fees payable by each are entered, are delivered to the employer and the servant on each engagement being made, it has frequently been alleged and is, I believe, true that in many cases no further effort is made to collect from or enforce payment of the fee from the employer, but the servant almost always pays and cannot secure the engagement until the fee is either paid or guaranteed.

A perusal of the advertisements inserted in the daily papers of the Times and Social Welfare, on which the employer and Social Welfare the employer and Social Welfare, many of the brokers must receive handsome remuneration for their services.

In some instances it would amount to over £100 per week if all the above-mentioned advertisements are considered. Of those who apply to brokers for jobs, can you give me the relative proportion of juniors to adults? I have no idea; I have no power to gain such knowledge. While employment brokers must permit an inspector to examine their records, they will not permit extracts to be made from those records, and we have no power to do so.

Surely you can take down what the eye sees? Yes, but when you have a book and are examining it, you may be looking for the number of engagements made and fees paid over a certain period, and it is difficult to extract much in that way.

There is no limit to the time you can stay there? Quite so. On one occasion when an inspector was taking some notes, an employment broker asked him what he was doing and, on being informed that the notes were being taken for information purposes, objected and said that the inspector had no power to do so.

I do not see how an inspector could take away all his work? No. If he were trying to ascertain whether a branch of the Employment Brokers Act had been committed or not, that would be another matter. In the matter of engagements made and fees paid over a certain period, and it is difficult to extract much in that way.

It seems to me to be relevant to the policing of the Act? They do not regard it so.

Well, that is all on that subject? My prepared statement continues.

In New Zealand the regulation of apprenticeship is governed by the provisions of the Apprenticeship Act which was passed in 1923. That Act provides for the establishment of committees representing employers and workers, whose function is to be exercised by the Court of Arbitration. Officers of the Department of Labour undertake inquiry work for the committees, and in many cases are in a secretarial position.

How are all the committees governed? By the department or is there a conference of committees? I am unable to say. The only information I have been able to secure are the reports, which I have lodged for your perusal. I have not been able to visit New Zealand to inquire into their system on the spot. Still I get their annual reports, and if you desire it I will leave them with your secretary.

I submit for your information a copy of the annual report of the New Zealand Department of Lab- our for the year 1st April, 1935, to the 31st March, 1936. The portion of the report relating to the operations of the Apprentices Act as mentioned will be found at folios 5 and 6. If desired, copies of each of these annual reports from the year 1925 onwards can be made available to you.

Thank you. The portion of the report relating to the operations of the Apprentices Act will become Exhibit 19. Is there any reference to the building trades in that extract? I think so.

My prepared statement continues.

I am also present for your information copies of the annual reports of the Department of Labour and Social Welfare of the Union of South Africa for the years ended the 31st December 1934, and 1935. In South Africa the control of apprentices is governed by the provisions of the Apprenticeship Act, 1922, as amended. Apprenticeship is controlled by committees established under that Act and operating in the principal urban centres. Comprehensive reports of the activities of the Department of Labour and Social Welfare and the committees referred to, together with statistics relating to apprenticeship in the Union, will be found at folios 35 to 39, inclusive, of the report for the year 1934, and at folios 73 to 77 of the report for the year 1935.

Then their system appears to be similar to that of New Zealand? Yes, it appears to be so. They have another system dealing with the duty of granting licences to apprentices, but in New Zealand it is apprentices only.

Extracts from the annual report of the Department of Labour and Social Welfare of the Union of South Africa, pages 55 to 56, relating to apprenticeships will become Exhibit No. 20, while pages 73 to 77 of the same report will become Exhibit 21. I say they pay special attention to the building trade? Yes, under the Juvenile Affairs Act of 1921. My prepared statement deals with that in the next clause, as follows:

In South Africa the care of the post-school child, that is, the juvenile who has completed his school course and who has not yet attained his 18th year of age, is the responsibility of the Juvenile Affairs Boards, established under the provisions of the Juvenile Affairs Act, 1921. The activities of the boards are restricted to the larger urban areas.

What do they do? They get information regarding the employment available for juvenile workers, and information as to the number of those seeking employment. They then secure employment for them in the various industries.

What is the composition of those boards? Employers and representatives of labour organisations and other citizens' organisations I understand they are given statutory powers and authorities by the Juvenile Affairs Act.

Are the educationists represented on those boards? I am not quite certain.

Well, I will have a look at the Act. You were going on to quote something about the number of the operations of these boards will be found at folios 59 to 65, inclusive, of the report for 1934, and at folios 25 at seq. in that for the year 1935.

What is the cost of the boards? Is the cost of administration set out in the reports? No. My prepared statement continues.

At folios 1933-34 of the last-mentioned report there appears a statistical table showing the number of European juveniles of each set registered with and the placements effected by Juvenile Affairs Boards during the month of October 1933, together with a comparative statement of applications for employment and placements made (European boys and girls) in July of each year, 1923 to 1935 inclusive. If desired, I can have a copy of the Department of Labour and Social Welfare of the Union of South Africa for the years 1923-35, can be made available to you. Prior to 1932 I received from South Africa the annual report of the Chief Inspector of Factories on the operations of the Factories Act only.

After I had prepared the report that has been submitted, I compiled a statistical table relating to the payment of wages to juvenile workers age or experience. This refers to juveniles first commencing work, say, at 15 years of age, and being paid according to age, though they are
inexperienced. The question arises whether a boy or
of 16 or 17 would find it difficult to get employ-
ment owing to his or her having to be paid a higher
rate through being without experience. The Govern-
ment recognise that difficulty. The supplementary
statement reads—
In a Bill to amend the Factories and Shops
Act, 1920, which was introduced in Parliament dur-
ing last session, provision was made under which, if
adopted, it was thought it that juniors who are five
employed after they have attained the age of 15
years in the case of males and 16 in the case of
females would be more equitably treated and less
inducement would be offered to employers to give
preference to boys and girls of 14 and 15 years
respectively than is the case when, as now, they
are paid according to age only. The following
tables for both classes of juniors were incorporated
in the Bill:

<table>
<thead>
<tr>
<th>Where the age of the Employee</th>
<th>In the South-West Land Division as defined in the Act</th>
<th>Other parts of the State.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1923-34</td>
<td></td>
</tr>
<tr>
<td>Under 15 years</td>
<td>6 s. 6 d.</td>
<td>5 s. 6 d.</td>
</tr>
<tr>
<td>over 15 years</td>
<td>6 s. 6 d.</td>
<td>5 s. 6 d.</td>
</tr>
<tr>
<td>over 15 years under 16 years</td>
<td>0 16 d.</td>
<td>0 16 d.</td>
</tr>
<tr>
<td>16</td>
<td>6 s. 6 d.</td>
<td>5 s. 6 d.</td>
</tr>
<tr>
<td>17</td>
<td>1 16 d.</td>
<td>1 16 d.</td>
</tr>
<tr>
<td>18</td>
<td>1 16 d.</td>
<td>1 16 d.</td>
</tr>
<tr>
<td>19</td>
<td>1 16 d.</td>
<td>1 16 d.</td>
</tr>
<tr>
<td>20</td>
<td>2 16 d.</td>
<td>2 16 d.</td>
</tr>
<tr>
<td>21</td>
<td>3 17 d.</td>
<td>3 17 d.</td>
</tr>
<tr>
<td>22</td>
<td>4 17 d.</td>
<td>3 17 d.</td>
</tr>
<tr>
<td>23 years and over</td>
<td>The deduced basic wage operating outside the</td>
<td></td>
</tr>
<tr>
<td></td>
<td>South-West Land Division for males.</td>
<td></td>
</tr>
</tbody>
</table>

The following provision was also included—
Where a person under the age of 21 years first
commences work in a trade, in the case of a male
after attaining the age of 15 years, or in the case
of a female after attaining the age of 16 years,
a minimum weekly rate of wages in accordance with
the following table shall be payable to such person,
according to the length of time in which he or she
has been employed in the trade:

<table>
<thead>
<tr>
<th>Where such Person is Employed in the South-West Land Division.</th>
<th>Where such Person is Employed in other parts of the State.</th>
</tr>
</thead>
<tbody>
<tr>
<td>First year's employment</td>
<td>Males. Females. Males. Females.</td>
</tr>
<tr>
<td>14/-</td>
<td>14/-</td>
</tr>
<tr>
<td>18/-</td>
<td>18/-</td>
</tr>
<tr>
<td>23/-</td>
<td>23/-</td>
</tr>
<tr>
<td>Second year's employment</td>
<td></td>
</tr>
<tr>
<td>15/-</td>
<td>15/-</td>
</tr>
<tr>
<td>19/-</td>
<td>19/-</td>
</tr>
<tr>
<td>23/-</td>
<td>23/-</td>
</tr>
<tr>
<td>Third year's employment</td>
<td></td>
</tr>
<tr>
<td>16/-</td>
<td>16/-</td>
</tr>
<tr>
<td>20/-</td>
<td>20/-</td>
</tr>
<tr>
<td>25/-</td>
<td>25/-</td>
</tr>
</tbody>
</table>

But on the attainment by any such person of
the age of 21 years or after the third year's em-
ployment in the trade, whichever first happens, the
scale first mentioned in this section shall apply.
1010. That legislation would have applied only where
there was no award or industrial agreement—that is
so.
1011. Where there were awards or industrial agree-
ments, would not you have to make a somewhat similar
provision?—Yes, but there are quite a large number of
juveniles of both sexes employed in industry and sub-
ject to any award.
1012. Do you consider that the inflexible nature of the
statutory wage scale militates against some juniors
getting employment?—Yes.
1013. The difficulty that I am faced with is to as-
certain the extent to which these inducements operate
to prevent juniors from getting employment. You have
no reliable statistics?—The absence of reliable statistics
represents a great difficulty.

REGINALD ARTHUR WOOD, Clerk-in-Charge and
Inspector of Factories Inspection Branch, Depart-
ment of Labour, sworn and examined:

1014. By the COMMISSIONER: I understand that
you have compiled some statistical returns for the use of
the Commission?—Yes.
1015. Mr. Bradshaw has told us that you keep the
annual registrations for factories, shops and ware-
houses in the department?—Yes.
1016. Those registrations are provided for under
the Factories and Shops Act, 1920, and amendments.
—Yes.
1017. The application for registration shows the
number of junior workers?—Yes.
1018. And thus you are able to ascertain the num-
ber of junior workers employed in each establish-
ment?—Yes, the number of persons under the age of 21.
1019. You are also able to divide the figures into
age groups?—Yes.
1020. From the classifications thus made you are
able to show the trend in regard to the employment of
juniors in industry?—Yes.
1021. You are able to show whether the proportion
of juniors to adults has increased or decreased in any
industry or in the whole of industry?—Yes.
1022. You have prepared a number of returns. Will
you explain them?—They are as follows:
No. 1.—Return showing the number of factories
registered for the period 1921-1936 inclusive, and
indicating the number of persons employed therein
according to age groups.
1023. You have taken the statutory definition of
"factory"?—Yes.
No. 2.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry, throughout the State for the
year 1934.
No. 3.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry throughout the State for the
year 1935.
No. 4.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry, throughout the metropolitan
district for the year 1936.
1024. That is one of the three districts that con-
stitute Western Australia for the purposes of the ret-
turns?—Yes. The metropolitan division is the central
city area; the suburban division is the area Fremantle,
Midland & Junction to Queen's Park less the metropoli-
tan division, and the country division the remainder
of the State.
No. 5.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry, throughout the suburban divi-
sion for the year 1936.
No. 6.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry, throughout the country divi-
sion for the year 1936.
No. 7.—Return showing the number of factories
and the persons employed therein, classified ac-
cording to industry, throughout the State for the
year 1936.
No. 8.—Return showing the number of factories,
classified in 19 classes, indicating the number of
persons employed therein, throughout the State
for the years 1928-1936, inclusive (in age groups).
No. 9.—Return showing the number of shops
and warehouses and persons employed therein for
the years 1921-1936.
No. 10.—Return showing in respect of the metrop-
olitan shop district the number of shops and
warehouses, classified according to the nature of
the business conducted and indicating the number
of such shops in which (a) adults only, and (b)
adults and juniors, are engaged, and the total of
males and females so engaged, for the year 1926.
No. 11.—Return showing in respect of country
shop districts the number of shops, classified ac-
cording to the nature of business conducted, and
indicating the number of shops in which (a)
adults only, (b) adults and juniors, and (c) the
total males and females employed therein, for the
year 1926.
No. 12.—Return showing the number of shops
and warehouses in which juniors of either sex
were employed registered during 1936 and situated in the metropolitan shop district, classified according to the nature of business conducted, and indicating the age group of males and females engaged for the year 1936.

No. 13. — Return showing the number of shops and warehouses in which junior of either sex were employed, registered during 1936 under the Factories Act, 1929, and situated in all country shop districts, classified according to the nature of business conducted and indicating the age groups of males and females engaged therein for the year 1936.

1024A. From the returns you get an approximate — I emphasise the word 'approximate' — idea of the number of junior under 21 years unemployed to-day?—Yes.

1025. How many would you say approximately are unemployed by reason of this number of unemployed.

1026. Taking the figures for 1936 from the census figures for 1935, and making certain adjustments, you could give an approximate idea?—Yes.

1027. That is the objective in getting out those particulars. Certain adjustments would have to be made on the figures of 1935 because you are using the figures for 1936?—Yes, a lot of adjustments would be necessary and they might be approximations only.

1028. I want to get somewhere near the mark. Whatever computations you made would be in the groups from 14 to 21 only?—We have the numbers for each age in respect of shops for 1936, but in respect of factories they are in groups of 16 to 18 and 18 to 21.

1029. Mr. Wilson of the Statistician's Office got some figures — His figures relating to industrial establishments, making certain adjustments. In view of the definitions adopted by the two departments. Consequently, the figures would not coincide.

1030. He did not have access to your figures?—He made a series of those returns and included in the annual reports of the Factories Department, but they have not been printed, and the number of copies available is limited.

With regard to Return No. 1, this indicates the number of factories that have been registered in the Perth, suburban and country divisions of the State for the years 1924-25 inclusive, and it will be noted that with the exception of the years of depression a general increase in indicated. From this return, information regarding the proportion of persons under 21 years of age to adults in factories may be ascertained. I submit the return.

(Exhibit 22.)

1031. The trend then is for the proportion of junior workers to increase since 1924, and of course the proportion of adults is decreasing?—Yes.

1032. I will accept the table as an exhibit and as evidence from you. You may continue your statement — It is as follows:

Returns Nos. 2 and 3 of the persons of varying age, if under 21 years of age, as well as the various classes of factories. Returns Nos. 2 and 3 are for the years 1934-1935; Return No. 7 for the year 1936, whilst Returns Nos. 4, 5 and 6 are subdivisions of Return No. 7 in respect of Perth, suburban and country divisions. Those returns have been further summarised, and with statistics in relation to previous years, included in Return No. 8 (folio 54), which covers the period 1928 to 1936. This return shows all the factories registered for all those years and classified into 19 kinds. The classification used in that adopted by the Commonwealth Statisticians held in 1936, but the detailed classification used in Returns 2-7, whilst agreeing in general with the classification in the returns prepared by statistics in the Eastern States, have been modified to suit local requirements. Details of such headings may be obtained from Returns 2 to 7.

The following comments are offered with regard to Return No. 8:

Class 1. The number of factories engaged in treating raw materials, the product of pastoral pursuits, the number of persons employed in the aggregate shows little fluctuation during the past nine years, except that the employment of females, which was notably less in the years 1934-1935, has not entirely disappeared. There is evidence of little employment being available in respect of junior males and females, there being 203 adults to 42 juniors, or a proportion of 5 to 1.

Class 2 relates to factories engaged in the treatment of oils and fats, and shows very little variation, either in the number of factories, the number of which has averaged eight during the past nine years, or the number of persons employed, which has increased from 126 to 150 in the same period, approximately 50 per cent. of whom are juniors of both sexes, mostly males.

Class 3. Factories conducting the various processes in stone, clay, glass, etc., are referred to in Class 3, and the number of factories has increased from 69 in the year 1930 to 110 in 1936, and the number of persons employed increased from 1,419 nine years ago to 1,830 in 1936. The latter number is not the maximum, 1937 having been employed in 1936 when the number of factories was 84. The number of junior males has increased, so that in 1936 there were 355 employed, an increase of 298 in 1932. Three hundred and eighty-four junior males were employed in 1936, which is the best year as regards the total number of persons employed in these industries. In 1936, 1,460 adults were employed to 355 juniors, or a proportion of four to one.

1022A. When you speak of juniors, you include all classes of juniors?—Yes, every person under 21.

Class 4 refers to those factories working in wood, and covers the manufacture of boxes and packing cases, joinery, cooperage, wood turning and saw-milling, both firewood yards and timber mills. Such factories have shown a steady increase during the years of depression, from 295 in 1928 to 415 in 1936, but the number of persons employed has decreased from 4,319 in 1929 to 2,549 in 1936, the lowest recorded in any year as regards employment was 2,014 in the year 1932. The employment of junior males has remained fairly constant during that period, 290 of such juniors having been employed in 1936. In this year the proportion of adults to juniors was eight to one, or 3,066 to 390. Those factories engaged in the manufacture of furniture are not included in this class, such being dealt with in Class 12.

Class 5 relates to metal works, machinery, etc., and here again the figures show an increase in respect of factories from 300 to 431 during nine years, the lowest numbers being 339 in the years 1931 and 1932. The number of persons employed, however, has decreased from 3,006 in 1929 to 2,899 in 1936, the lowest recorded year being 1932 with 3,509 persons. The majority of juniors engaged are males, of whom there were 1,092 and 46 females in 1936, although 1,113 junior males were employed nine years ago, when there were 81 fewer factories. During the past five years, the number of persons under 16 years of age has been 275, while the number of 16 and 17 years of age has been 170 and 171 respectively; 16-18 years of age, 429 and 177 and then increasing to 365, 377 and 502. The number of males 18-21 years of age has been 374, of which 367 have been employed in 1932 and 419, 349, 347, 389 in succeeding years. For every four adults in 1936, one junior was employed, a similar proportion being evident in previous years.

Those factories connected with the manufacture of foods and drinks are referred to in Class 6, and have increased during the past nine years from 816 in 1928 to 1,118 in 1936, the number of persons employed having also increased from 4,396 to 5,529. Juniors of both sexes are employed in these factories, and the statistics will indicate the number of persons employed being 4,396 in 1928. Approximately 46 per cent. of the persons employed in these factories are juniors of both sexes, although the majority of these are males. 1,495 junior females were employed in 1936 and 1,712 in
1928, whilst it would appear that the number of females 18-21 years of age employed in these factories in 1928 was nearly 200 more than in 1936. In that year, for every ten adult females there were employed 2.6 juniors under 16 years of age, 4.5 juniors under 12 years of age, and 1.25 in the year 1936, but increased to 126 in 1936. During 1936 there were 1,882 persons recorded as having been employed in such factories, which is just two short of the maximum year 1929 when 1,884 was emploved. The employment of juniors under 16 years of age is fairly constant and also in respect of minor females in 1928, but females in this age group have dropped from 102 in 1929 to 89 in 1936 and similarly males and females in the age group of 18-21 have dropped from 127 to 109 and 227 to 199, respectively. In 1936 there were 4.5 juniors to every ten adults employed.

Very little scope for the employment of juniors is covered by factories in Class 8, musical instruments, etc., as the number of factories has fallen from six in 1928 to two, and 49 persons were employed in 1928 as compared with 14 in 1936. No data was in 1928 in respect of wireless instruments has affected this industry.

Class 10 covers the factories engaged in the manufacture of vehicles, fittings, saddlery and harnesses. The facts worked out indicate a general increase in the number of these factories from 56 in 1928 to 71 in 1936. Very little employment for female juniors is shown and the employment of junior males under 16 years of age increases constant, but of the age group 18-21, 75 were employed in 1928, 61 in 1929, 67 in 1932 and 29 in 1935, but an increase is noted to the figure of 48 in the year 1936.

Factories engaged in shipbuilding, fitting, etc., Class 11, are of small moment, the maximum being six factories in 1920 employing 290 persons.

Factories manufacturing furniture, bedding, etc., and referred to in Class 12 and have increased from 20 in 1928 to 125 in 1930, the largest annual increase from 1930 to 1936. The number of persons employed has decreased from 1,139 in 1929 to 540 in 1922, which was a low depression year, but has shown a gradual improvement as compared with previous years. The employment of junior males has fluctuated during the period referred to at 60 under 12 years of age in 18-21 years of age, and 125 from 18-21 years, having been employed in 1928. The period of depression is noted in these figures, as 10 under 12 years of age were employed in 1933, 23 from 18-21 in the same year, and 46 in the following year in the age group 18-21. A recovery is shown for the period 1936 in the lower age groups, but is not reflected in the group just prior to attaining their majorities. The proportion of juniors to 10 adults during the years 1928 to 1936 was 3.9, 3.9, 4.1, 4.9, 4.1, 2.7, 2.3, 3.5, and 3.7.

Factories included in the manufacture and preparation of drugs, chemicals, and by-products, Value Class 13, has increased every year since 1928 from 13 in 1928 to 21. Although the number of persons employed has decreased by 185 in those nine years, the employment of juniors of both sexes has increased from 17 to 28 for every 100 adults employed.

The next three classes concern factories engaged in the manufacture of surgical and scientific instruments, jewelry and plateware, and wrought, heat and power, and there appears to be little opportunity for the employment of juniors in these industries. It is noted, however, that the number of factories engaged in the generation of electricity has increased from 38 in 1928 to 93 in 1936, but these are generally places in the country which employ one or two adult males.

Class 19, which relates to the manufacture of minor wares, does not offer much scope for the organised employment of juniors, whilst in Class 17, which concerns the manufacture of leather ware, except saddlery and harnesses, there are insufficient factories to employ any great number of either junior or adult persons.

Generally.—For every 100 adult males employed in factories in the Perth division in 1936 there were 28 male juniors in the suburban division and 25.8 in the country districts, respectively, for the whole of the State 22.5. For the same division for every 100 adult females there were 105, 123.5, 85.5, and 106.5, respectively.

Some.—Return No. 9 indicates the number of shops and warehouses registered for the years 1921-36 inclusive. In the Perth, Goldfields, G. and W. and the whole of the State, and indicates the number of males and females engaged in such shops. No information is available with respect to the sex for the period referred to, except for 1936, and such information is included in returns No. 12 and 13.

Return No. 10 shows in respect of the metropolitan shop district as defined in Section 101 of the Act, the number of shops employing (a) adults only, and (b) adults and juniors. The information with regard to the shops is classified according to the nature of the business conducted.

Return No. 11 shows the same information in respect of the remainder of the State. It will be noted with regard to the metropolitan shop district that there are 3,135 shops employing adults only, and such adults number 6,370, or an average of 2.08 per shop; and 1,967 shops employ both adults and juniors, numbering 15,644, or an average of 8.2 persons per shop.

In the country districts there are 2,749 shops employing adults only, an average of 2.1 adults per shop, or a total of 5,715 persons. Those shops employing adults and juniors number 1,920, and a total of 13,170 persons, or an average of 6.8 persons per shop.

Return No. 12 will indicate for the metropolitan shop district the classes of business conducted from the 1,665 shops in that district, and will indicate with regard to the 2,418 male juniors the age group of such juniors, and similar information with regard to the 2,710 junior females. In this district there are 4.3 junior males employed to every 10 adult males. With regard to females there is approximately one adult male for every junior employed, the figures being 2,850 adults, and 2,710 juniors. In the whole of the district, the employment is very low, regardless of sex, employed for every 10 adults.

Return No. 13 is similar to Return No. 12, except that it has been compiled in respect of the Country shop districts, and indicates that there are 1,565 shops employing 1,328 junior males, and 1,751 junior females, or a total of 2,779 juniors to 3,822 adults, or an average of 66 under 16 years of age to 100 adults employed. Again the proportion with regard to females is approximately one adult male to one junior, whilst in respect of males the proportion is 3.9 junior males to every 10 adults.

I produce a table indicating in respect of the metropolitan and country shop districts the number of adults and juveniles employed, the ratio of shops, and the proportion of juniors to adults. (Exhibit No. 23, return showing the proportion of adults and juniors employed in the metropolitan and country districts respectively for the year 1936.)

For every 100 adult males employed in 1936 in shops and warehouses situated in the metropolitan shop district there were 5.8 shops, and in the country shop districts 58.9, and in the State 45.2, whilst for junior females these proportions were 95, 95.8, and 95.3 respectively.

I put on exhibit these official returns (Exhibit No. 24, statistics compiled from information collected under the Factories and Shops Act, 1930.)

GEORGE FORTESCUE HOARE, Master Plumber, York
Road, Midland Junction, sworn and examined;
1935. By the COMMISSIONER: Have you been in business for yourself in the plumbing trade?—Half a century, on and off.
1935. Both here in Western Australia and...
1935. During that time you have had many boys...
1935. You have had experience of the Western Aus-

plumbers always had a boy in...
1054. Generally speaking, the number of journey-
men plumbers is sufficient to meet the requirements of the
labour market—possibly it is.
1055. If you make the quota one to one as regards
apprentices, you are possibly going to have three
times as many journeymen plumbers as the market can
absorb, are you not?—Yes. Still, I don't know about the
market not absorbing the apprentices. I cannot
admit that. We would have more plumbers, certainly;
but the demand would be greater.
1056. Why would the demand be greater?—There
would be more work, because the people would have
to pay more money to pay for it if there were more
apprentices to go out with men.
1057. You are going to make more journeymen.
and for every journeymen you go to make one apprentice?—And
there would be more work for them
to do as they got older.
1058. I do not think I can accept that proposition.
—Well, that is my opinion, Mr. Commissioner.
1059. I believe your apprentices are entitled, under
the award, to attend day classes for one half-
day per week.—Yes, Wednesday.
1060. Do you wish to make any comment on that
system?—Yes. Firstly I think that the arrangement
is subservient of the discipline of the shop, in so far as
I, as employer, cannot control the shop. In that
particular respect, I think it is a hardship, but I
cannot do it because of the by-laws and rulings of the
Arbitration Court.
1045. Your reason is that you think it a
desire to learn a trade, he should be given
the chance to learn the trade.—Yes, I think that.
1046. You know, of course, why these quotas are
fixed?—Yes. A number of these persons were anxious to
have the quota at the time they were young, never
thought of the time when they would become parents
themselves.
1047. And you would not say that the quotas should
be done away with?—No. To suit my own particular
line, I would advocate one to one, or at least two
to three.
1048. If boys were trained at that rate, do you
think the trade could absorb them?—I think it could.
1049. What computations have you made?—I look
at the number I am doing, and I think it is too
slow a rate of production. I would like to add another.
Mr. Commissioner, a question if I may.
1050. Well, I am asking you questions!—Then I
will put a fictitious case. I will say that Mr. Jones
was sent to me for a job. That job could honestly carry
a man and an apprentice. Through the one to three
quotas, we cannot give any apprentices. I send along
to Mr. Jones two men. Mr. Jones knows and says, "I
can do this." I will keep this man and his own work
and let the other two do the work. This man would
be taught the trade. People would be more
prepared to have work done. I challenge anybody to
look round Government buildings down to private
buildings for many years past and say that the work is
all completed.
1051. Are there many avenues for employment of
journeymen to-day?—I do not think so.
1052. For the last few years have there been?—I
do not think in the last couple of years many plumbers
have been subject to out-of-work conditions, not constant
positions. In my particular business my wage sheet shows
the same all the year round, and all through the
december.
1053. So there have been no fluctuations so far as
you are concerned?—Not as far as I am concerned.
1054. Or any great demand for journeyman
plumbers?—No, although journeyman plumbers
have surely been able to get their fair share of the work
going.
1055. You will correct me if I am wrong. I under-
stand that the labour market is not looking for jour-
neymen plumbers to any great extent, that the market
is fairly well supplied with the skilled men, and I myself could
do with one or two more, but I prefer to do with those
I have got.
for leaving school to 15 years has my hearty support. In fact, I would support a leaving age at 16 years. Now I do not have children of your age, but I think that at least the head boy and girl should be 15 years before they are allowed to leave school. I want to stress the point, however, that although I hold that opinion, I have to modify it to a certain extent. I claim it is impossible for the children in receipt of the basic wage, or mechanics, even though they have constant work all the year round, to keep their children at school until they are 15 years of age. Their burden will have to be lifted in some way to enable them to do it; otherwise I cannot see how it can be done.

Another matter to which you directed attention was the period of apprenticeship in your own trade. You pointed out that the trade was divided into sections, and you instanced the country section, the metropolita and suburban section and some other section. Would you like to explain that still further?—Yes. Plumbers in the city are largely engaged in sanitary work, whereas plumbers in the suburbs are largely engaged on country work, such as roofing, the construction of tanks, windmills, irrigation and so forth. If we are called upon to work in the suburbs, a boy may have to do the heavy work, put in the lines, stoves and the hot water requirements. There are many branches covered by the trade. There is one branch only of the whole trade that I do not think the boys have much to do with. I refer to sanitary work, which is largely taught at the Technical Schools. If I were a younger man and went to the Eastern States I, with my knowledge of general plumbing, would be more able to secure constant work than the city man who is largely a specialist. That arises from the fact that my mind is trained in general plumbing work; he is trained in the line on the

1071. Are separate tickets or certificates issued for the various branches of the trade?—No, only one is issued in the plumbing trade. After a man has passed his sanitary examination, he gets a certificate, and that is granted to him by the sanitary board.

1072. What would that entail?—The right to connect with the mains and to do the sanitary work attached to the houses.

1073. If a boy were to pass the examination and had served his apprenticeship period may not be called upon to do much interior work, sanitary work in the trade in connection with large buildings or with suburban houses. Such a lad, in those circumstances, would not need the intensive training or technical instruction. Is that what you are pointing out?—It is a hard matter to explain. This distinction between the various branches of the plumbing trade has been under discussion ever since I was a boy. A lad would point out that a boy who learns in the suburban work, and subsequently passes his examination in the sanitary branch, then he will be a really good plumber, because he has a knowledge of the whole trade.

1074. In some country districts, the lad who has completed his apprenticeship period may not be called upon to do much interior work, sanitary work in the trade in connection with large buildings or with suburban houses. Such a lad, in those circumstances, would not need the intensive training or technical instruction. Is that what you are pointing out?—It is a hard matter to explain. This distinction between the various branches of the plumbing trade has been under discussion ever since I was a boy. A lad would point out that a boy who learns in the suburban work, and subsequently passes his examination in the sanitary branch, then he will be a really good plumber, because he has a knowledge of the whole trade.

1075. He has the education and experience as a plumber that will serve him in all branches of the trade.—Yes.

1076. But the inference I draw from your evidence is that if they are working in some places, do not require the intensive training to which you have referred?—If a lad is in the galvanised iron section which is a branch of the plumbing trade, I do not think the apprenticeship covering five years is necessary, because the work is done by machinery.

1077. Then you would require two kinds of tickets, the man with the lesser knowledge would be qualified to secure one ticket?—But he receives his apprenticeship papers, whichever way it goes.

1082. But why? Is it not a question of the same man being able to do some of the more intricate part of plumbing work?—Perhaps I can explain it in this way; I had some sanitary work in hand and employed two sanitary men to do that work. I asked one of them if he could do the ordinary work, and he knew the job was to be done by machinery and was put into their hands to comply with the requirements of the job. That is the difference.

1079. But I understood you to tell me that in some instances you considered the period of apprenticeship too long?—Yes, that is so.

1080. Would you shorten the period? Will you indicate the classes of work for which you would shorten the period?—I do not think that in a shop where a boy is taught to make baths, bath-heaters and tanks it is necessary to have an apprenticeship extending over five years, because everything is cut out and turned by machine.

1081. Would not that require a special certificate for the man who had gone through the shop-life?—I suppose that is so.

1082. Would the man be tied to the machine shop for life?—He might.

1083. Suppose he wished to go further afield and engage in other branches of work?—He would have to take his training further. He would have to improve himself in the midst of the work he had in hand.

1084. Then what you are driving at is that there should be a more limited type of certificate for special branches of the trade?—I think you have got my point, but not quite. I am advocating a more elastic system, which is the principle of the Artisanship Act in connection with apprenticeships.

1085. Do men work for the whole of their lives in machine shops in the plumbing trade?—Until lately, men in the plumbing trade worked 44 hours a week and on galvanised iron work, 48 hours. By a recent arrangement they are now working 44 hours a week, with 12 days per year as holidays.

1086. Then it really comes to this, that you consider the training given to some plumbers is really too much for the jobs they are called upon to perform? They may come out of it by merely being plumbers. The position is peculiar. Most lads are apprenticed as plumbers, and that entitles them to do anything in the trade. If boys are apprenticed to the galvanised iron section of the trade, does it entitle them to do work in the plumbing trade?

1087. Then you do have different kinds of apprenticeships in the plumbing trade?—Yes.

1088. What happens to boys who are apprenticed in the galvanised iron section?—There again we have a special branch of the galvanised iron work. There is the shop hand and the beach hand.

1089. They are separate branches of the trade?—Not altogether.

1090. Do the lads in both sections go to the Technical College?—Yes, the lads in one section go to the Technical College, and the lads in the other section go to galvanised iron works. I pointed out that there are two sections in the galvanised iron section. The beach hand is the superior one.

1091. Do you think the five-year apprenticeship is too long for the beach hand?—No.

1092. But it is too long for the other section?—Yes.

1093. What does the stock hand, which is the other section, do?—He goes to the machine with a piece of iron, and the machines eat it up to the required shape. But I do not think he would be kept in the machine shop at all, he would be kept in the iron shop.

1094. But those lads are apprenticed in the same way as the others?

1095. I think they are in the same way as the others, but only for a shorter period. They are in the same way as the others, but only for a shorter period.
1905. What period do you think would be sufficient to teach them their trade?—If they could not be turned out in the adult wage within three years, I think it would be a poor lookout for them. I have had them in my shop and know that 18 months will enable them to do it. Certainly I supervise their work myself and give them instruction and help and they are engaged in work that does not involve very much skill. They are doing the work for which they are prepared, taking the place of our mechanics, who are dying out.

1907. You have made some observations regarding the wage scale as it applies to boys who are out of their apprenticeship industries. You say that however smart the boy may be, he has to serve five years as an apprentice. If he starts at 14 years of age, he comes out of his apprenticeship in 19. At that age he is still a lad; he has no balance, nor has he experience. He has knowledge but not experience. The result is that it is usual for the boy to discharge the apprenticeship when he has served his time. I have always thought that is unfair to the lad. I have known instances where the lad has had to take jobs on a milk cart or bread delivery cart, which is not sufficient work for the lad turned out from a printing shop.

1908. What shop would you not have to improve he had that there were special circumstances in some cases?

1909. Under the plumbers' award do you have the right to a boy who has finished his fifth year the full rate, even if he be not of age?—Yes, he would be paid the full adult wage after he has qualified before reaching his 21st year; that is to say, carrying them on for a time without paying them the full adult wage. If boys do not measure up to a reasonable standard they are not entitled to their increased wages. The Arbitration Court has to some extent in the technical college in order that he be brought up to a state of efficiency but still at the employer's expense. I have never known that to happen in my own experience. I have had bright boys who were getting £1 a week above the standard wage. He came to me and asked me to put him on piece work, but I had to refuse because the Act would not permit it.

1910. But could you suggest a similar principle for the technical scholarship?—Yes, if a lad who has qualified before reaching his 21st year; that is to say, carrying them on for a time without paying them the full adult wage. If boys do not measure up to a reasonable standard they are not entitled to their increased wages. The Arbitration Court has to some extent in the technical college in order that he be brought up to a state of efficiency but still at the employer's expense. I have never known that to happen in my own experience. I have had bright boys who were getting £1 a week above the standard wage. He came to me and asked me to put him on piece work, but I had to refuse because the Act would not permit it.

1911. And where a boy did not show any particular aptitude for the trade would you favour some reduction of time?—Yes.

1912. And all events you would not advocate the deferring of the payment of the full adult wage for a long time?—No. I would have a sliding scale of wage provisions providing an increase every year for the taking of the place of our mechanics, who are dying out.

HENRY RENDELL BOND, sworn and examined:

1913. By the COMMISSIONER. You are the instructor of printing—machinery section—sate the Perth Technical College?—Yes.

1914. You have been employed there for 15 years?—Yes.

1915. And you are also the examiner of apprentices under the provisions of both the State and the Commonwealth awards?—That is so.

1916. You have considered various matters relating to apprenticeship in the terms of my Commission?—Yes.

1917. You have had altogether 45 years of experience in the printing trade, and it has enabled me to get a clear-up view of the problems that we are trying to solve at the present time. Prior to being appointed instructor at the Perth Technical College, I was employed in London as leading hand, and also a foreman. So I have had opportunity to view those various problems from the tradesman's standpoint, and also from the standpoint of the apprentices and boys working in the trade.

1918. In the early days of the printing trade a lad was apprenticed to a printer, and it became the sole responsibility of that printer to train that boy. He was not put on the printing press before he was thoroughly trained himself and before a lad was given an opportunity to train himself by a boy.

1919. A journeymen printer?—In those days many of the printers were thoroughly trained journeymen and had a thorough grasp of all branches of the trade. The boy really for a period of seven years became the proper of the employer. In many cases he was boarded with the employer, and the employer was not only responsible for his training, but also for his moral welfare. He had to see that the lad went to church and kept away from the ale-houses. But in recent years, of course, the whole of the trade has changed. Large numbers of firms have sprung up, and the trade has been organised to such an extent that it has been divided up into various sections. To-day there are certain sections in the printing trade. The two main sections, of course, are the compositors and the machinists, and allied to those two main groups are the lithographers, the bookbinders, the paper-makers, the newspaper publishers. And even among the compositors and the machinists there is a further subdivision. Among the compositors we have the setting men and the men who do the display work. We have not too many solid compositors, but we have lineotype operators. Then we have stonecutters, the men who look up the forms for the press. So the trade is divided up. On the machinists side we have specialists. That is subdivided also. We have carton workers, men who produce cartons in which goods such as cigarettes are put up. We have lithographic machinists and various other branches. In the larger centres of production the trade has been divided and each man is allotted one particular section of the trade. Consequently, the men become specialists. A man might be employed to do nothing but stone work; he might be employed as a linotype operator or as a disposer, a compositor dealing with display advertisements, and so on right through the trade. That is right in a large centre such as Melbourne or Sydney and the cities of other branches. The men specialise in one particular branch. In a small town or in the Western Australian, however, the lad trained in the trade have become sufficiently versatile to be able to take up any of this work. Consequently there are more varied forms of employment. Such experience for the boys. The Act provides that an apprentice may be employed in every printing office provided the necessary plant is available for him to learn the trade. That went on for some time and it was found that apprentices were being placed with
1113. When your say that certain things have caused unemployment, you do not mean to infer that if those things were rectified there would be more employment for the boys? You mean that certain sections have been penalised in not finding employment?—I am afraid I cannot give any additional evidence in regard to absorbing the boys already unemployed, but I should like to make some suggestions which might tend to prevent unemployment in future. The points I have emphasised are the three branches of the industry. It is exercised in the selection of boys for particular trades. I think that a haphazard method is being adopted. We have investigated many failures and I have put it straight to the employer. "You employed that boy on sentiment," and the employer had to admit it. The boy had been apprenticed and after wasting a couple of years, he had not been employed. That was the manager of the firm had happened to know the boy's father. There are a lot of cases like that. I have many more like that. It is a perfect exhibition of the advice of the foreman in the shop, who has known the ability of a boy, the boy has been apprenticed by the manager or by someone who did not possess a practical appreciation of the industry. If you do not seek to give and could not give general instruction that might fit a boy for work in any of the branches of the industry. No, the industry has been divided into sections and each section is strictly a part. We have examiners for each section.

1114. Apprenticeship in the printing industry is not confined to one particular section of the trade?—Yes, we have apprentices to sections of the industry. In the last couple of years, we have had to apprentice varying composing, machine, lithographic work, bookbinding, paper-rolling and stereotyping.

1115. Boys apprenticed to particular parts of the industry would naturally have to confine their attention to those respective parts?—Yes.

1116. You do not seek to give and could not give general instruction that might fit a boy for work in any of the branches of the industry?—No, the industry has been divided into sections and each section is strictly a part. We have examiners for each section.

1117. You heard part of the evidence given by the printers' employers. You do not seek to give and could not give general instruction that might fit a boy for work in any of the branches of the industry?—No, the industry has been divided into sections and each section is strictly a part. We have examiners for each section.

1118. The practice of dividing the industry into sections leads me to ask whether it is necessary to have a five-year period of apprenticeship for all sections?—I would suggest, in the light of the last couple of years, that the five-year period is too long.

1119. Full time or part time?—I believe so. At any rate, it applies to the composing and machinery sections. The idea of making the period six years is to ensure that it coincides with the time when a boy would come out of his apprenticeship. I think I am right in saying that when a lad comes out at 21 years, he could reasonably claim the basic wage. I do not know whether that would conflict with his inductions. However, he is a man then.

1120. The previous witness raised the question of boys coming out of their apprenticeship at the age of 17, and the printers' employers tried to make light of that.

1121. Are there instances of that kind in the printing trade?—Yes, but they are rare. It has been the practice to take on boys at the age of about 16, sometimes 15, and boys have even been taken on at the age of 15. In those cases time has been allowed for the period they have been working in their shops without an opportunity to become apprenticed. All these matters have been brought to the attention of the Government for the consideration of the Apprenticeship Board and are treated on their merits.

1122. Apprenticeship to the printing industry calls for a very good primary and post-primary education?—Yes.

1123. How do you find the education of most of the lads that come to you?—Their names are submitted through the Arbitration Court and the Board of Reference. I made personal inquiries as to the educational standard each has reached. Unless a boy has attained the eighth standard, the board are rather wary about employing him. If I am assured by the boy's teacher or a promise from the boy to attend school over a period in order to qualify. We have had instances of a boy being below the standard for a period until he has attended night school and qualified. We do not have any reason for complaint, although the examiners complain about certain boys. For instance, I had a boy who had been employed in another trade, a lad should have a very high standard of education, particularly in English. He should be good at punctuation and spelling, and his general knowledge should be high standard. Probably a number of boys in the trade could be improved upon. Although a boy may be brilliant at school, it does not follow that he would make a good printer, or plumber, or be a success in any other particular occupation. There are other things to be considered. Take a boy polished at school and apprenticed to the printing trade. He is ambitious but he is placed in a small office where the facilities are nil. He does not find that he can do anything, he is not used to take an interest in the work. He wants something better. The place gives him nothing to think about. A boy needs to have an aptitude for his particular work, and that is where many mistakes have been made in the past. If we had an opportunity to question the many of the boys, they would tell us that the reason for their unemployment, we would find that quite a lot started in some occupation which really meant reaching a dead end after a very short space of time.

1124. Or that they were put into occupations for which they were unsuited?—Yes, the proverbial square peg in a round hole. I am not very keen on paying boys $1 a day which is what they get. We mean that could be employed to ascertain the particular bent or ability of the boy to follow a certain line of work or trade. By these means we will get nearer the 100 per cent efficiency in the boys we are training. I am very much afraid, however, that in the printing industry there is not much opportunity for absorbing a large number. With regard to training and absorption of youth in the industry, the opportunities for training and apprenticeship in the printing industry are strictly limited, due to (1) the introduction of high-speed automatic machines providing greater output with less labour, and (2) the necessity, owing to the highly skilled nature of the work, for the provision of a ratio of apprentices to journeymen. The volume of work in the printing industry in this State has increased. The first edition of the book is printed, and then the second and the third edition is printed. This has been brought about by an agitation on the part of the Master Printers' Association, in conjunction with the industrial work that previously was carried out in the Eastern States is now done locally, and Western Australia has proved that the trade can produce as good work as can be done in the other States. We have had favourable comments from both American and British trade journals, on the work done by apprentices at the Technical College. Most of the prints made within the State, and the output of printing houses, must of necessity be limited to the requirements of the commercial community. This serves to indicate that there is not only a sufficient number of jobs for which they can be trained, which can reasonably be absorbed in the industry, the expiration of their term of apprenticeship.

1125. Mr. Justice Read, when investigating conditions in the trade, would not approve of any boy being employed in the trade unless there was a reasonable chance of his becoming an adult worker in the trade. The position of apprenticeship, comparatively speaking, is fairly satisfactory. About a hundred apprentices are engaged in the industry. These include 45 composers and the balance is unequal of mechanics and stereotypers. I thought the majority were registered under the Federal award, but when I investigated the position, I found there was not much difference between the awards. In the awards, there is a clause which provides that the employers shall be entitled to enter into a State award, and there is a fair number of apprentices. The conditions of training and examination are uniform, and we are working under a set of conditions which could, perhaps, be adopted by other trades. I propose the regulations. (Exhibit 25.) You are allowed to employ one apprentice to five journeymen. If that were the case, you would have 10 boys in the industry for each 50 journeymen. This is a very good proportion.
1122. These are largely like our standard apprenticeship conditions attached to awards.—Yes. The Commonwealth award has left the State Board of Reference a certain amount of power in regard to the training side. They have left the thing so that the State can make its own arrangements, and the Board of Reference, of which Mr. Walsh is chairman, has recently adopted the State regulations. The parties are working uniformly under the two awards. Thus the training is really uniform, although the conditions under both are considerably tighter for the first two years of the course at the Perth Technical College during the employers' time.—four hours per week. This applies to second, third, and fourth year only. I am not in a position before the end of the year. If a man finds that it is not possible to do the work at home, he will have to remember that there is still no objection to doing a bit of work. The majority, however, continue to work from home. The majority work at home. The majority work at home.

1126. Is there any objection on the part of employers allowing boys to go out in the employers' time?—The objection has largely broken down. There were objections in the great number of cases, but the employers at the present time are very enthusiastic and they provide prizes to help the skilled lads.

1131. Do you think a boy should attend the college in the employer's time or in his own time?—In the employer's time. Take my particular branch of the trade, the machining section. We do quite a lot of colour work, and it is recognised that it is almost impossible to do colour work at night, under artificial light, unless the light is particularly good, and for other reasons as well. It is only possible to provide two-hour stretches in the boys' time. This has been tried in other branches, and both employers and employees waited upon the authorities and asked that day classes be authorised. It was stated that owing to the fact that many boys lived in the outer suburbs, some at Midland Junction and others away out at Palmyra and Victoria Park, it was most unsatisfactory to have the lads hanging around the town for several hours before being able to attend the school, and then getting only a couple of hours tuition. In my branch of the trade, it would mean that a boy would knock off work at 5.30, walk around the town until 7.30, go home. For much of the time running there would be very little time in which to do much work. When it came to about 9 o'clock, it was time to clean up the machines, and so very little time was devoted to each lad. Provision is also made for half-yearly examinations by examiners appointed by the court representing both employer and employee. The term of apprenticeship is five years under the State award and six years under the Federal award.

1139. Is that scientifically correct?—We have to try to balance it up to gauge the number. The only way to see whether one to three was sufficient is to balance things so as to prevent unemployment at the end of the period. If you increase the ratio of apprentices, it will mean that some of the boys will have to leave the trade and take up some other occupation. We cannot take chances on employing a greater number is by Western Australia getting a larger share of Commonwealth work. Our secondary industries are not very big at present, and only 15 apprentices complete their indentures each year, and most are absorbed into the trade. I understand there are very few employers out of employment, but there are a few machine-shop employees. The majority of apprentices are in the metropolitan area, but a number are indentured to country offices, and at present receive no benefits from the technical college. There should be some check upon the boys in the country. They are at the mercy of their employers. No one knows anything about them. There are no records, and no examinations. The boys are not assisted.

1134. Is on award operating in the country?—There is an award, but these boys get no assistance, and we do not know how they are getting on.

1135. Where does the State award operate?—In the metropolitan area from Fremantle to Midland Junction.

1132. And the Federal award?—There is a newspaper or country award.

1137. That is the award which you suggest covers country employees?—Yes. It is not within our scope. A periodical visit should be paid to these shops by a man who is able to report on the progress of the boys, and make helpful suggestions as to their training. If a man found that he had not been through the shops once a year he could give the boys much useful advice, and could report to the court upon the progress they were making. Many boys who receive their training in the country find it very hard to get a job when they come to the city.

1138. I was discussing with Mr. Lynch the question of correspondence technical education. Would the printing industry lead itself to that?—In the composing section the correspondence course would be useful. There is a lot of obsolete machinery in use to-day. You would require to be on the spot. If I paid a visit to one of these places I should ask any one could give some good advice and instruction, even if the machinery was obsolete. The composing section does not lead itself to a great extent to correspondence. One could deal with colour work, but only to a limited extent. Practice and theory go largely together. I think a correspondence course would help a good deal.

The range and quality of work varies in different shops, consequently lads in small shops are at a disadvantage compared with those employed by larger establishments. The result is that the boys in small shops soon find the work irksome and monotonous through lack of variety, and in many cases lack of equipment, whereas the apprentices in larger shops receive gradual advancement and in their final year of apprenticeship have reached the journeyman stage.

The Technical College will have to assume a greater responsibility, and consequently a larger amount of money will have to be spent on the trade classes at the college. In this connection the numbers in the class should be the main consideration; efficiency in training is more important. Instructors should be able, if necessary, to form a class of three or four backward students which would enable a longer period to be devoted to each student. In some cases many as ten are allotted to a class in the composing section. When you consider that two hours in the morning must be spent with theory, and two hours with practice, you and your assistant, the average amount of time the instructor is able to devote to each student you find this works out at about ten minutes. If a boy is a little backward you cannot concentrate upon him. You have to divide up your time as far as possible. There are certain boys who would get along better if they had more assistance, but we are unable to give it to them owing to the limited time allotted to us. There is no doubt that accommodation as well as the equipment should be increased.

1135. I gather your equipment is not up-to-date?—No.

1136. What will it cost to bring it up-to-date?—We have one fairly modern machine which was purchased about ten years ago. Nothing has been spent since then except on the consumption of goods and repairs. The three machines altogether. Two have been in the school since its inception over 30 years ago. There is certain machinery which is considered necessary for every up-to-date office. Unless we can give these lads in the smaller places experience on the more modern plants they are at a great disadvantage when they have finished their time. We have asked on several occasions that the machines in the school should take more interest in their work. Some have told me that they have lost all interest. That is very bad. They do not do their work well, and they could not get a job at all. I have no idea in it. A boy says, "Look at the work I am doing; printing paper bags, envelopes and handbills, all common stuff, week in and week out." There is nothing to look forward to. What chance have they with the boys who are doing all classes of work in the
big offices? Many of the lads have lost heart. When they lose heart they lose enthusiasm, and fail to pro-
gress in their trade.

1137. It points to this, that many employers have
apprentices but have not a right to them?—That is true.
We must remember we have no large number being trained.
They just about balance.

1138. The boy who is employed all the time on minor
jobs should not be apprenticed in the industry if that
is the only work he can get. What one can do for the
boy can find for him to do?—My re-
mark may have been an exaggeration, but what I was
referring to was the cheapest class of work.

1139. As far as the lads are printing wrappers and
the like, things that do not entail much skill?—The
boys are anxious to get on to something better than
that.

1140. The idea of apprenticeship is that the employer
shall take care to be instructed, and the appren-
tice shall serve his employer for a specified period.
If the nature of the instruction is only elementary and
incomplete, why should that employer be given an appren-
tice? He has no right to one?—That is one of the
faults in the award. We must have a certain number
of apprentices to replace natural losses.

1141. What are the chances for giving the employer
who has the better plant and the larger equipment
a bigger quota than the employer who has only a mediocre
plant, and restrict the number of apprentices in the lat-
ter case?—It is a part of the thought of that. Rather than
give small shops that have no chance of turning out good
tradesmen, a number of apprentices, it would be better
to restrict the number in the case of shops which
show an interest in the boys and help them along? The
award states clearly that the employer who has an
apprentice shall not only do it, but do it systematically
and properly. I think it is doing his work, and is competent to do at least
anything he may be given to do.

1142. If the law allowed a master who has not the
ability to do the job himself, to give an instruction to an
apprentice to have an apprentice, it is an argument
for abolishing the system, especially if the apprentice
has no opportunity to learn from the technical School.
Everyone who is supposed to know, supports the contin-
ueance of the system because they say there is something
which the apprentice gets from the tradesman that he
does not get from the technical school. Do the boys
subscribe to that?—I think somewhat along the lines of Mr. Somerville.
He says the apprenticeship system has not broken down, but
that it has been discredited. He also says that
journeymen are not satisfied. I believe most of them are
prepared to pass their knowledge on to others.

1143. Let us assume we have established the principle
that it is desirable for a boy learning a trade to be
apprenticed in the industry, as well as to receive tech-
nical instruction from a school or college. You must
admit that while boys are apprenticed to employers who
have not the ability to teach them, and whilst these
boys are being turned out as journeymen in the indus-
try, it is the argument for abolishing the apprenticeship
contract. What can the boy get out of it if he is only
doing work that he can learn in about six months?—At
present the responsibility is thrown on the Technical
College to supply the up-to-date training, but if
reached by other boys. There are some firms which
would just as soon employ a boy who had served his
apprenticeship in a small shop as they would employ
a lad who had served an apprenticeship in a large shop.
In some cases the boy who works in a small shop is a
husker, a good worker, and will get through more work
in a day than the boy who has worked in a more ad-
vanced shop.

1144. There are some employers with apprentices who
have no idea. Before I say "yes" to that,
question, I would like to state that many of the small
shops that have a THR synon have done so as a result of
the depression. The men who have established these small
printing shops are thoroughly competent. For instance,
a man may be a printer with one of the large firms, and
through no fault of his own, say for lack of work, may be
unemployed. He looks around, and he buys a second-
hand plant. That man, if he had the time, could help
an apprentice considerably. He could probably bring
him on a lot faster than the boy in the biggest shop
is brought along. We want to carry out the spirit of
the award. Employers generally should try to help
apprentices along with their work.

1145. The position of a man regards that type of
man is that he is so busy himself and does so much
work that he does not get an opportunity to instruct his
apprentice?—I noticed that Mr. Somerville referred
to that aspect when speaking about journeymen. He
would that the fact of the journeyman having very little
time was the main reason why the journeyman did not
take more interest in the boys. In our particular indus-
try, a costing system has been essentially carried
out in the printing offices. That costing system provides really for a charge basis, and each work-
man in the shop has to account for every five minutes
of the day. He keeps the clock and it has been doing for every five minutes of the day. Notwith-
standing that a man may like to assist a boy, he cannot
do it. When I was working at the composing desk it
took me all my time to keep up to date in that desk; and
as I got older, I found it more difficult still. Sometimes
one had a little in hand, but the very nature of the job
would mean that one could not do it. I have been for
a long time in the composing job, and I think it is a
difficult matter for the boys to get much assistance.
But there are firms who do spend money, really, for it is
spending money if the journeyman is given the time to
instruct apprentices, in helping apprentices along.

1146. I take it those firms desire to keep the boys
after they have qualified?—In those cases the boy, as
a rule, remains with the firm. In many other cases I
must say it is a matter of convenience. Still, there
are many firms who train a boy with the idea of his
taking a place with them when he comes out of his
firms.

1147. Do you think that on the whole the boy gets
something substantial out of the association with the
employer, out of the connection with the employer's
business, seething up and learning about the trade? As
journeymen do not have time to instruct boys in the
mysteries of the craft? Where is the boy to turn for
the practical knowledge he has to gain? Has he to
pick it up as best he can?—It is no good doing that.
The principles underlying the work, whether it be in
a small office or in a large one, are similar.
When once the theory of the trade has been taught
the boy, it is a matter of gaining the practical knowl-
dedge afterwards. I maintain that the boys are fairly
well informed regarding the theory of their trade.
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lying the work, whether it be in a small office or in a
large one, are similar. When once the theory of the
trade has been taught to the boy, the main thing is
that certain things happen, and why certain things are
used, and so on. In that way we try gradually to bring
the apprentices along until they come on the higher classes
of work. In the composing section they start off with
just setting up lines, getting the right measurement,
and spacing, until finally they do high-class display
work, do their own layouts and drawings and so on.
Therefore it is not quite as bad as it looks. However,
there is one element which has to be provided for, and
that is the practical work. The boys work on the job,
put in actual work. Seeing that the Government has gone so far
as to provide a plant worth £2,000 or £3,000, it is a mat-
ter of continuing and improving that plant, or we shall
have to face the standard of the run of work that you
get out of a first-class tradesman, we shall have to
refuse to give you an apprentice? But seeing that the
boys are not trained too many boys do not get a chance
that the best plan would be to improve the conditions at
the technical school. In some cases I would say that an
apprentice, instead of attending the technical school
four hours a week, should, for a certain period of time,
attend eight hours per week to give him a chance of
pulling up his bowsy.

1148. You mean, if the employer cannot give the
necessary instruction himself?—Yes. At the present time
the employer is the boy to learn the trade. I have not heard
of many cases where employers have been brought
fore the court because they failed to instruct their boys
in the trade. In some cases there is lack of interest on
the part of the employers, and in other cases lack of
interest on the part of the boys. I touch on this
aspect a little further on in my statement.

Accommodation should be increased and the
equipment brought up to date, so that lads
employed in smaller offices would be able to attend
modern printing classes at the college.

4. Particularly as to—
(a) The Apprenticeship Board (State) and the
Board of Reference (Federal) are

1149. The printing industry have only son.
factory, dealing as they do with all matters relating to the employment, training, and selection of apprentices. The boards are composed of practical men, representing both employers and employees, whose chief duty is to see that the apprenticeship system works properly in every industry.

The suggestion is really that there should be a court of appeal. I have never heard of a case where a boy has appealed to the Apprenticeship Board, although provision is made for that. I think boys are afraid of being punished if they complain. However, some boys have genuine grievances.

(b) I think that in the printing industry the boys should be apprenticed to the employer and not to the board. Apprenticeships to a board would, perhaps, be more satisfactory where the employment is of a temporary or intermittent nature, but in the printing industry it is to be observed that the great expenditure on plant and machinery and the necessity for proper office organisation makes for greater security of tenure from the apprentices' point of view.

I have read an article published in New South Wales which proposed that a boy should be apprenticed to a board, instead of to an individual employer, and should be handed from one employer to another. I think it would be a splendid thing if we could interchange apprentices, if we could say to a boy, "You can serve six months in the Sands & McDougall's and we will take Sands & McDougall's boy and put him in your place." Of course, I cannot see that there is any possibility of doing that, because I believe the bartering spirit would be uppermost.

1149. Naturally, if an office were giving a boy the best training possible with a view to retaining his services afterwards, the office would expect to retain him.

That is correct. To continue my statement—

I think the suggestion for a psychologist supported by the evidence of schoolmasters and teachers in the public schools would be of value in assisting a lad to decide on a suitable vocation. I am of opinion that the selection of lads for apprenticeship should be made before the school career ends. This would enable lads to undergo an elementary course in the trade or calling they desired to follow. During this short training period, the boy should be given an opportunity of deciding whether or not he desired to follow a particular trade or occupation.

The inspector could, during this period, note the progress and ability of the student, and recommend for employment in order of merit.

That would not preclude an employer from nominating a particular boy for an apprenticeship. In all cases I maintain that before a boy takes up a particular trade, it is essential to make quite sure, or as sure as we possibly can, that he is fitted for that particular work.

Under the present system the lad is indentured at 16 years. He serves 18 months, and loses interest in work, and the means to dislike the work, and awaits the termination of his contract. He then becomes unemployed or drifts into some form of unskilled labor, a misfit in industry.

In recent months, at least two apprentices, to my knowledge, have walked out of their jobs after having served a number of years. The training of these boys costs a lot of money in the payment of student's allowance, training, and everything, and it is eliminated if we were more careful in the selection of the lad. Not so long ago I heard a boy say he intended to learn the trade and get a job. There are hundreds of boys outside who would be glad to take his place, and I told him so. He gave me as his explanation of his attitude that he was not getting much of a 'go.' He was disappointed.

The award provides for apprenticeship at the age of 16 years, and at this age the boy should be placed in a job where he can do some work, and every consideration should be set aside, and only qualifications and aptitude should be taken into account.

1150. "Surely you believe, do you not, that the apprenticeship age could be raised?"—I do. I do not think there is any real reason for abandoning the system at this stage, seeing that it is gradually being improved.

1151. There are certain modifications you would suggest?—Yes, the Board of Reference has complete control over the plant and the plant. The idea is that the employer can say to an employer, "No, you have not the facilities, and you shall not have a boy."

1152. Do they say that?—They do not. They could do so, because they have the power. The board says he will do all that can be done for the lad and will send him regularly to the Technical College, they pass them through.

1153. Yet you think that the lad misses a lot where he is apprenticed to an employer whose plant is poor?—Yes, I say definitely there is an equality of opportunity. That does not apply to the printing trade alone; I think the same applies throughout other industries. Boys in some places have much better opportunities than other boys, but I do not suppose we can get away from that position.

1154. You can only hope to make up some of the deficiency by better and more intense technical education?—I think that is the best way to overcome it. At the present time, the Government are rather niggardly in the amount of money they spend on technical education, and I think we should spend more money in this direction.

1155. What staff have you working under you?—I have no staff at all.

1156. You merely instruct on the printing side—I have a co-examiner in composing, and we are both on two-thirds time. We practically run the two classes on four mornings per week.

1157. I intended to discuss with you the trainee system that is mentioned so often. Have you had any experience regarding it?—I cannot say I was an examiner shortly after the conclusion of the war, and worked under the reparation trainees scheme. We put through a number of young fellows who were returned soldiers. In all cases we maintain that before a boy takes up a particular trade, it is essential to make quite sure, or as sure as we possibly can, that he is fitted for that particular work.

The trainees are employed in the printing trade, and get through all right. One of them is still in permanent employment in the trade. He went through an intense training period, and, of course, certain allowances were made for him. This fellow does not seem to me to be suitable for the printing trade. It may in some cases be useful. I read that statement from New South Wales of the trainees system in operation in the building trades. As I have said, I think it may be satisfactory in such trades where work is intermittent, but not in the printing trade. Certainly the trainees system would be better than no system at all.

1158. But where there is a necessity for craftsmen you think the better system is to bind the would-be craftsman as an apprentice?—Yes, it would be better than the trainees system, which I understand is for a very much shorter period.

1159. The period is the same, but the boy puts in his time with whatever trainee-employer employs him. That is to say, a boy could be dismissed at short notice and would have to find another place elsewhere. His record of service is written up on a ticket, and after he has completed his term and passed his examination, he gets his certificate.—The temperament of the boy and also of the employer would have quite a big bearing on that.

1160. Perhaps you would not care to answer this question: Do you find that there are in this State any industries that insist upon apprenticeship where, in your opinion, apprenticeship is unnecessary?—I have
not thought of the matter. I cannot think of any trade from which the apprenticeship could be cut out altogether.

1101. Where the boy could be brought up as an improver—I would not think of the improver system. As to the 12th, it is not very satisfactory. I have read recently articles in both the "British Printer" and "Indian Printer," and I find that in some respects we are really in advance. I saw it stated that it would be a principle with the Labour Party if it got into power to introduce a ratio of apprentices to journeymen, that the journeyman was being sacrificed by the employment of half-trained boys. In England the executive committee of the British Master Printers' Association recommended that apprentices should be allowed to attend technical college during the day in the employer's time. At present quite a large number of firms in England have their own school shops, and there are also country schools endowed by the counties. There are trade schools in America. A boy who wants to learn a trade pays a fee and goes in for intensive training. He gets his certificate from the school, which entitles him to take a position with any printing firm.

1102. But does he get the actual practice that way?

Oh yes.

1103. He does not have to serve an employer as part of the system?

No, I do not think so.

1104. How are the schools supported? I think I was told that they are supported by the city corporations?

Quite likely.

1105. And that they cost a lot of money to maintain?

Yes, I know that in large centres many large manufacturers have contributed money and plant of a value running into thousands of pounds. We cannot look forward to that here, but I think we can improve on what we already have.

The Commission adjourned.

WEDNESDAY, 2nd JUNE, 1897.

A. A. WOOLF, Esq., Commissioner.

WILLIAM LANE BRINE, Managing Director A. T. Brine & Sons, Limited, builders and contractors, and President of the Master Builders and Contractors' Association, Perth, sworn and examined:

1165A. By the COMMISSIONER: How long have you been engaged in the building trade?—Actively since 1878.

1166. You have come into close contact with the apprenticeship system?—Yes, definitely. For 15 or 18 months my association has been actively dealing with the question from one angle or another. The registration of builders was the outcome of investigations we made into the possible improvement of the training of apprentices.

1167. Do you think you have a number of apprentices through your hands?—A large number.

1168. Speaking generally of the apprenticeship system, do you think it should be retained?—Very definitely. During the last 12 months, since this matter has been receiving prominence, I have spared no pains to complement the Apprenticeship Board on its activities, and have repeatedly stressed the desire of the association to have all trades brought under the jurisdiction of the board. We have the power to do that, but we decided to use coercive rather than more direct methods to induce unions to come within the province of the Apprenticeship Board.

1169. What are the objections of the other unions?—The domestic building trade. Unfortu-

nately, it is a personal matter that largely hinged upon the deciding of representation on the board that was the means of eliminating the carpenters. I understand that the carpenters, who had more apprentices in their trade than all the other trades put together, were averse to the smothering of their representative as a result of such having a vote. Last December I met the board and discussed the matter fairly and fully, and I have the assurance of the union representative that he would willingly resign if his representation proved to be a stumbling block in order that other trades might be brought within the compass of the Apprenticeship Board.

1170. You are of opinion that painters, carpenters, and plumbers should come under theegis of the board?—Yes. That is really the outcome of an attempt to get uniformity of conditions right throughout the industry, even to the extent of getting one award to cover the whole industry.

1171. You are adverse to the adoption of the trainee system?—For years a Federal convention of master builders from all over Australia have been held, the idea being to meet in each of the capital cities in turn. This question was brought up for discussion. Sydney, with a rather useful announcement, said they had the idea of introducing a trainee system, and our representatives were asked to examine the system and report back. They did so. As a result of their report, we are perfectly satisfied that our present system of operating under the Apprenticeship Board is much more desirable and effective from all points of view. It does not train apprentices as quickly as does the trainee system, but it is much more definite and, we think, a more satisfactory means of ensuring that qualified tradesmen will be the outcome of the training.

1172. What were the objections?—The objections were laid before us at the last convention, as follows:—

(1) The trainee is bound for a definite period without guarantee that he will remain in the trade;
(2) there is no guarantee that he will remain in the trade;
(3) no particular builder has an interest in the trainee having a right to leave his employer under certain conditions, and there is not the same contract of engagement; (4) a trainee has no particular employer; he may have a number of them. That, we consider, is generally speaking, undesirable. If an apprentice over takes a proper interest in his job, he will see the boy through his indentures, see him properly placed, and take a personal interest in him. This the employer could not do if he had a rotation of youths coming under his jurisdiction. (5) During his term of apprenticeship, we cannot say who is responsible for his technical education; (6) no one in particular is responsible for ensuring that he is turned out a first-class artisan. That establishes what I said previously, namely that the personal touch would be lost. We did not agree that the trainee, 15 per cent, higher wages should be paid to apprentices. That is really part of the disagreement with the system, although the point is a commercial one.

1173. You think that probably the 15 per cent, higher wages proposed for the trainees is too great a lack of continuity of employment?—We desire to obviate any lack of continuity, and therefore disapproved of the proposal to pay the 15 per cent, increase. The other point was that either one is permitted to give notice of termination of engagement, which would make the engagement entirely loose and haphazard.

1174. If you had a modern and effective plant and were training a boy properly, he might be taken on by some other builder less able effectively to train him, and might even give the trainee some consideration to leave you?

The boy would merely have to give notice of termination of engagement for nothing. I think it fair to make a contract with a boy that shall be just as binding on him as it is on me. It is my desire to have a tradesman who sticks to his guns and gives a return for the interest taken in his welfare. I have had a large number of boys—it is getting up to 15 boys at present. The figures are as follows:—

The young chap is one of my own apprentices, is 27 years of age at present. That is evidence of rapid progress made by a particular apprentice. As employers, we would do our best to help other boys along. We can do that only when we have personal and continued con...
A contract with the boy, and a recognition of responsibility on the part of the boy himself.

Have you ever had a trainee in your employ?

No; there has never been any effort to develop trainees.

Have you known of any to drift here from the Eastern States?—If they come here, they must become apprentices. I had one in the stone trade who had come from the Eastern States. Bricklayers under the union, we gave him work for a month or two, to determine what stage he had reached. It was agreed that he would return for 2½ years' training. He was then indentured for the remaining 2½ years. That was the only way in which he could be employed in this State.

You have never had a fully fledged artisan who has developed from the trainee system?—Not to my knowledge.

I was anxious to get a comparison between the capacity of such a trainee and that of an apprentice?—I should say that you would get a smaller percentage of efficiency amongst men under the trainee system. The only benefit that the trainee system would offer, in my opinion, would be that older men might be encouraged to undertake trades. I have a boy of over 21 who started at 15, or 14 a year, and is going right through the trade.

The apprentices have to be trained largely by the journeymen employed by you?—Yes.

The work does not operate too well?—It is operating quite well. Sometimes a little antipathy is shown by the journeymen against a boy, because they are not general. In only one instance have I experienced that, and the journeyman responsible was out off.

That was due to individual differences?—I have six or seven boys employed, and they are each more or less attached to one particular journeyman. Those in the shop have a more ready means of training.

Which section would that be?—The carpenter section.

There are two boys in the shop, and five outside.

There has been a serious falling off in the apprenticing of boys in the main trades, bricklaying, painting, etc. To what do you attribute that?—In my prepared statement I say—

It would appear from the official record that the number of employees in each of the unions and of the apprentices being trained is as follows:

<table>
<thead>
<tr>
<th>Union</th>
<th>Strength</th>
<th>Number of Apprentices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bricklayers</td>
<td>358</td>
<td>18 plus 5 on probation.</td>
</tr>
<tr>
<td>Plasters</td>
<td>118</td>
<td>16 plus 6 on probation.</td>
</tr>
<tr>
<td>Stonemasons</td>
<td>30</td>
<td>Nil</td>
</tr>
<tr>
<td>Carpenters</td>
<td>951</td>
<td>90 plus 11 on probation.</td>
</tr>
<tr>
<td>Plumbers</td>
<td>408</td>
<td>47 plus 5 on probation.</td>
</tr>
<tr>
<td>Painters</td>
<td>240</td>
<td>29 plus 3 on probation.</td>
</tr>
<tr>
<td>Shinglers</td>
<td>312</td>
<td>Nil</td>
</tr>
</tbody>
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Piece-work as a general practice operates in the brick and plastering trade. In order to place the full responsibility of training apprentices, my association has decided to use its best endeavours to have piece-work eliminated in the industry. It is of opinion that any commercial advantage gained by piece-work methods is almost entirely to the benefit of the employers only; in other words, the cost of laying out piece-work brickwork is approximately the same as the cost carried out by properly controlled day-labour methods, and there is no doubt that the quality of the work done is in favour of the work carried out by day labour. That is where I have come into conflict with other employ-employing organisations. We have investigated the position in the Eastern States. Queensland gave the lead whereby legislation piece-work was eliminated. New South Wales and Victorian builders have more or less followed suit. The general opinion of builders who have represented these States is that piece-work has been considerably cleaned up, there is a fallacy amongst laymen that piece-work is desirable in the building trade. The only time when piece-work is of commercial advantage to an employer is when the supply of work is not equal to the demands of labour. We then get piece-work bricklayers in competition. Generally speaking in Western Australia we have no big unions, and it does not pay for a builder to keep all the men reasonably employed. There is sufficient work to go round. In the circumstances, the piece-work rate fixed by the members of the unions themselves is, they feel, approximately the same for their labour under normal conditions. If there is any profit to be got out of it they get it in the amount they advertise for their work to be paid per 1,000 bricks. The men working under piece-work conditions, and probably working longer hours, would get half as much again as the men who are working under day-labour conditions, 5½s. per 1,000 bricks. We as a firm work largely under the day-labour system, but we have worked under piece-work conditions. It is my opinion, frankly, that there is no advantage to be gained by the proprietor or the employer from employing piece-work tradesmen. As an association we are of opinion that the trade would be cleaner of a good many unsatisfactory features if piece-work were eliminated. In the past the unions in their applications to the court have asked for the elimination of piece-work in the awards. Generally speaking, the employers have agreed to it, and it has not been eliminated. To-day we as employers, together with several of the unions, are desiring of having piece-work eliminated, but we are two stumbling blocks, namely, the bricklayers' and the plasterers' union. In both these trades piece-work is more or less common. It is worked as a piece as piece-workers do not employ apprentices. The smaller piece-work gauges comprise probably two bricklayers and a labourer, and there is no room for an apprentice. The larger gauge probably find that the output of work of the arrangement of the labour distributed over a long wall, or in the setting up of a building, provide little or no opportunity for assigning an apprentice, who would only be a nuisance. There are a few cases where the men or workers are actually training apprentices, but these are probably the sons or the relatives of the piece-workers themselves, or of the men in charge of the gangs, and do not know what the disabilities of the other employing organisations are. In certain factories no doubt some form of piece-work is the most satisfactory way of carrying on operations. I do not say that piece-work, as affecting all industries, should be eliminated, but in respect to the building industry I am supported by my association in saying that it should be eliminated if possible. To-day the question of a satisfactory clause to eliminate piece-work is being considered by two or three of the unions.

Do you think it would lead to a more equitable distribution of the labour available if piece-work were eliminated?—I do. I have to be careful what I say on this point. There are two classes of bricklayer, the piece-worker, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day, with his open-toed shoes, and the bricklayers 2½s. per day. Probably he would get equal to the demand at any rate not up to the standard. Very few of the men employed to-day on general piece-work, such as cottage construction, would find employment amongst good bricklayers. At the brickwork has been led by a 1½s. a day, and after that a boy would find that the wall was not true to the perpendicular. If you were to come into a corner you would find that it was not true to one in ten. The brickwork is simply slapped up.!!
He is supposed to be an expert, and should exercise expert control over the work that is being done, and should not leave it to piece-workers.

1185. Do you find you get a fair measure of return from your piece-workers?—Yes, I believe so. It is probable there is not more competition in any industry than there is in the building trade. I am satisfied that the average bricklayer does give us a fair return.

1186. Are any bricklayers out of work?—Not any good tradesmen.

1190. It follows that the trade could absorb more men if piece-work were eliminated. ... It could be, but the cost of the building trade, should be able to carry twice as many apprentices as the bricklaying trade. There are certain losses of time in the bricklaying trade which do not occur in the case of carpenters, and certainly do not apply to shops and to mill-hands. It is absurd to think that the bricklaying and carpentry trade-to-day are carrying their full proportion of apprentices. One or two young men who are going to those trades now are being trained for five years, and represent only a small proportion of the number of journeymen engaged.

1193. Do you consider that the personal contact between tradesmen and apprentices was responsible for the circumstances? The training in the old days was a hard one. There was no indenture system of apprenticeship. A boy was kicked from pillar to post, and had to learn the trade without a master. He had to look to the journeyman with whom he worked for his training. I do not suggest that that should happen to-day. Generally speaking, the older men are still the superior tradesmen, generally speaking.

1194. And they could not get registered unless they could show that they had the necessary experience in the trade?—That is the whole point.

1195. That would prevent men who should really be journeymen from operating as master builders?—Yes, and also a good many others, or jobbers, as Mr. Monseville called them, who blew into the trade when times were good and employed piece-workers to run up places with trust money and then sold to the best advantage. Some legislators, in their wisdom or otherwise, thought that was the cheapest sort of work that they could buy, that they could point out to some of them how exacting they were in spending, say, $1,000 in ordinary business, and yet in the case of a house they put the whole thing on paper and the builder of whom they knew little or nothing, without even the safeguard of an architect.

1196. I see your point about the registration of builders, and quite appreciate that aspect, but that would not take good if you did not eliminate piece-work. If you still had piece-work, how would builders' registration help you?—As part of the registration, we wanted the measure slightly adjusted—that was part and parcel of the proposal—as to give the court power not necessarily to make an employer take apprentices but to throw on him the onus of showing he should not. Unfortunately the direction given was to that view. We were of opinion that it should be as we suggested, I am going to give evidence as to what has hit on Arrangements should be made that could be enforced. If a man did not take apprentices, he should adopt a scheme to show why he should not. We do not have a reasonable ground for not taking apprentices to take them.

1197. With the present-day system of piecework you would agree that a man could probably show a reasonable cause why he should not?—A pieceworker probably could, but the builder employing piece-workers in his turn would find difficulty.

1198. Why would he find difficulty?—Because he should have a sufficient range of work. The piece-workers worked only from job to job. They can come to you and say quite reasonably that they have only work for a fortnight or three weeks. Within three weeks they might go from one job to another in 24 hours. The builder must have some sort of succession of jobs in order to keep moving.

1199. Some little time ago the association endeavoured to have a Bill passed for the registration of builders. One of the main objects in this was aimed at restricting the trade to qualified and professional builders who would not only exercise expert supervision over their work but at the same time would undertake the responsibility of training apprentices. That is the crux of the thing.

1200. Such a Bill as you suggest would be sufficient, in your opinion, if you were to limit the metropolitan area or some area in the South-West?—I think so, but this was put up by a member of the Labour Party, Mr. Moloney, and was rather wide in its terms, mainly with the idea of whittling down the objectionable features which were shown during the discussion. The measure got through the Lower House with a wider scope than we or Mr. Moloney anticipated. When the Bill got to the Upper House it was defeated, more on account of little piecemeal clauses over which a great deal of fuss was made, than because of the main clauses which were the substance of the Bill. In framing the Bill originally, we were quite prepared to have it restricted to the metropolitan area, or a wide limit of the metropolitan area. There was no desire to interfere with the personal liberty of any individual, in doing any work that he wanted to do. Some men, for instance, prefer to carry out a £700 or £1,000 job, and there is nothing in the Bill to restrict that sort of thing. But where a man was practising as a builder for his livelihood, we claimed that he should be registered.

1201. I think the Bill as it emerged from the Lower House contained a provision which stipulated that if the man whom you referred to the return they gave was a job worth more than £1,000. Unfortunately some limit had to be placed, but that limit was not imposed with the intention of interfering with the liberty of an individual such as I indicated.

1202. I am wondering whether that £1,000 limit placed on the operation of the Bill was not too wide, because most of the suburban houses built are not under the £1,000?—Quite so. We wanted the limit of a £1,000 limit as a counterpart of that. Any builder who we desired should be registered, although he might build only £700 houses all his life. He is in the trade, his livelihood depends on his activities as a builder; and we held he should be under the provisions of the Bill.

1203. I have not the Bill by me now, but I should think it did not require the registration of a builder who built houses not exceeding £700 in value, was enlisted to do that in the end. I would not leave free from registration a man who was carrying on small work like that.

1204. That is the very man you want to get under it not?—One of the men.
1294. If you had such an Act as you suggest, you would need to have it so that it revered every man who carried on the business of building—as a livelihood.

1295. In a stipulated area, say in the metropolitan area?—Quite so.

1296. I am one of the indexes of the value of the building which he was building?—Yes.

1297. A man might be erecting a thousand small buildings of, say, £500 value in a year?—Yes. There are renovators who do work of the value of £200 or £500, at a much smaller cost in time, and have as many employees continuously as the average small builder.

1298. So that there would be scope amongst them for the value of these indexes as far as the pockets of the employers. Perhaps they should be made?

1299. What other States have legislation of that nature?—They have not got it. I forgot at the moment, but there are precedents for it elsewhere. The position of builders in the Eastern States is not anything like as happy and as secure as the position of builders in Western Australia. We lead the Eastern States in that respect by years of activity in, I should say, half-a-dozen directions which I would enumerate. Registration, although put forward, I believe, in Victoria and New South Wales, not in any distance at all, owing very largely, I understand, to internal divisions in the associations.

3. The following suggestions are made in order to provide more work for youths anxious to become bricklayers.

(a) All trades operating in the building industry should be brought under the control of the Building Trade Apprenticeship Board as at present constituted.

Perhaps at this juncture I ought to say something about the alternative system suggested by Mr. Somerville. I think he called it his section (b). In his desire to oversell, in the same way, in the same form of the situation, he has thought of something which is admirable as far as it goes. I feel that these difficulties can be dealt with in a more direct manner. This is the position of the situation, and for instance, I think both sides would prefer to have the present board, constituted as it is, operating in all trades, with the present form of indenture retained and with the elimination of the suggestion of Mr. Somerville's alternative scheme. If, on the other hand, the Commission, as the result of the knowledge it will gain from the various witnesses, thinks that Mr. Somerville's suggestion should be tried in the building industry, then we are quite prepared to support it. It would, in my opinion, present an advantage to the smaller man in the building trade. But personally I am not satisfied that the smaller man is anxious to do his job in training apprentices as he should do. The scheme still leaves the bigger man and achieves all of the objectives. I have already enumerated in the trainee system as carried out in New South Wales. These are points which are very strong points into very fully, and I think they can be satisfactorily achieved by conferences with the Apprenticeship Board.

(b) Further, should be given to the building trade in all industries to appeal to the Arbitration Court against any decision of the board if desired.

That is only a matter of law, is it not? A right of appeal is always given. At present, apparently, there is none. So far as I know, there has been only one case in a number of years where an appeal might have been lodged. Nevertheless, the duties of the board are not as great as by which objects would be the opportunity to come in. The reason given by some builders why they do not appeal is that they are bound too hard and fast, that whatever the board says has to go. Apart from that aspect, in the case of any tribunal there is generally an opportunity for appeal allowed. The only section, of course, to which an appeal can be made is the full Arbitration Court.

1210. Or should be made?—I think the board would appreciate it.

(c) Further consideration be given by the board to reasonable applications made for the cancellation of indentures and for the more ready transfer of apprentices from one employer to another.

I am not going to suggest even for a moment that the present board is over-exacting in its deliberations. I think that the position it has occupied in the position as fairly as they can. But once again to meet the requirements of the smaller builder who of necessity will need to have a fair amount of freedom in the transfer of apprentices, I think the board should give further consideration to the point, possibly in conjunction with the provisions in Section (a) or one of two provisions of Section (b).

1211. In other words, you say there should be a little more elasticity?—In a general sense, that is what it amounts to, and that should apply to both sides, without any undue preference to employers. The next paragraph I have is—

1212. That would get over the difficulties regarding something that has already been tried and found wanting. The Apprenticeship Board will be definitely restricted unless something is done.

(c) Serious consideration should be given to the improvement of facilities at the Technical School for the education of apprentices when not engaged or when awaiting transfer from one employer to another, together with the compulsory attendance of apprentices at the Technical School for a period in their own time equal to that spent now in their employers' time.

At present, four hours per week in the employers' time is spent at the Technical School in the training of apprentices. We have no great say in the question of what their training should be. Occasionally the Technical School authorities consult us per our advisory board, and give us something in the nature of a report. We are of opinion that with respect to some trades it is rather foolish for the Technical School to embark on the technical training of bricklayers. There is the question of the odd length of bricks. With regard to the building of walls and all straightforward work, it should be the prerogative of the individual to train the student. What is involved is that the relationship of technical and craftsmanship work in bricklaying has apparently gone overboard. The use of cement rendering and stucco work, with brickwork as a background, has eliminated the more thorough quality of finished brickwork. Work such as gauged arches is almost an unknown quantity these days, and that applies to semi-circular work, half-circle arches and so on. Instruction should be given to students in that class of work, and also with regard to finishing, building, and more highly technical building work, although they will not encounter it very often, probably not once in their lifetime, except in the cases of very large works. I think that, the members of the association and I are definitely of opinion that the training of apprentices at the Technical School should be technical and practical work.

A bricklayer should know something of general building construction, and if three-quarters of the time at the Technical School were devoted to lectures or work in connection with general building construction, it would be more beneficial to apprentices. I advocate that apprentices should give more time than the bare four hours per week which they now enjoy at their employers' time. That brief weekly period is insufficient if the boy is really interested in his work, and desires to become fully qualified. Those boys who have devoted more of their time to technical training have done well in the end, and rightly so. It boils down to this—that if there are funds available for expenditure in directions that would mean the same amount of time as being spent in the Technical School, it appeals to me that the money could best be spent in connection with the Technical School by providing facilities that do not exist to-day. For instance, during the depression certain night classes were eliminated. That was due to the necessity for cutting down expenses and so on, and the course adapted. It appears to me that some of those cuts should now be restored, and satisfactory equipment provided at the Technical School for the training of these lads. I do not think the equipment required of the Technical School is not so much, and perhaps the main thing is to get good qualified men as instructors to furnish the lads with the necessary information.
of representatives of the employers and employees, with a
chairman—That is so.
1214. Would you advocate additional representation for the
technical side?—So.
1215. I think it would be a good step, in the present stage of the
creation of an advisory board—I intend to refer to that phase in a moment or
two.

(4) By the successful outcome of negotiations now pending for the use of controlled junior
workers—I use that term for the sake of a better
one—among builders' labourers.
We rather took the builders' labourers into our store, and if they can now see the paint and the necessity
for the provision, I think the position will be helped.
One or two union secretaries were appointed to when we
discussed it with representatives of the Builders
Labourers' Union. Unfortunately the term
'junior worker' is regarded as one of opprobrium at the
Trades Hall. They do not like the term. It suggests
that people see that a man wishes to take advantage of
improvers, pushing them on quickly and keeping them
down to the minimum rate of pay. We are merely ask-
ing the unions to recognize what might be termed appren-
tices amongst the builders' labourers. It will be appre-
ciated that the builders' labourer is a man who, to
a certain extent, has a limited, but a certain, amount
of skill. It is not possible for an employer in the building
贸易 to pick up men off the streets and expect them
to go on to buildings as builders' labourers, and be of
great use to anyone. To carry out that idea is necessary for
the training of any sort of.

1216. What does the builders' labourer do?—There is
a wide range of work for him. There is the straight-out
load carrier and plasters' labourer. There is the
plastering and rendering to other tradesmen,
apart from bricklayers, such as carpenters. There is the
handling and driving of gear and equipment, and a
knot, and one or two odd jobs. All these factors
indicate the necessity for some small experience.
The Builders Labourers' Union allows one busy boy or upper
job on the job, and when boys in that category become
16 years of age, they are supposed to be put off. In
many instances, lads are not recognized as fully fledged
fitters and joiners until they are 21 years of age. In the
interim period of 5 or 10 years these lads should be
allowed the opportunities to pick up trades. Those
lads would make good builders' labourers and as such
could earn a fair wage. They have not that opportunity
because they have to be put off. At our last conference
with the builders' labourers we suggested that a selected
number of these youngsters could be trained and con-
trolled under the provisions of some agreement to be
arranged between the unions and ourselves, and the
masters or guardians of the lads. Under that agree-
ment, the boys could be trained as apprentices, and
they might be a good training for the employers.
I think that seed has fallen on good ground. Other
union secretaries have been consulted in the matter and have told
the builders' labourers' representatives that they were
willing to help the junior labourers. It is the only way they have to get
real apprentices apart from the defective contract. If some form of control could be
exercised, and restrictions placed on the use of the
lads, so that the employment of the lads is not abused,
in defeated negotiations, we think definitely that if
they are adopted they will improve the position regarding youth
employment. With regard to the Technical School, I have
dealt with the subject separately.
It would appear to my association that funds could be provided with definite advantage to all
concerned for purposes of training, instead of the
training of apprentices at the Technical School.
In this regard it would be interesting to refer to
the report made by Mr. Nangle, who was retained
by the State some years ago to report on this
subject.

The committee of the association had an opportunity to
meet Mr. Nangle, who is a rather old-fashioned man and then became an architect.
He was then appointed as superintendent in charge of the
industrial training of youth in New South Wales, and
made a wonderful job of it and went on from
further and further, and I understand he is now the Govern-
ment Astronomer in New South Wales. He is a most
venerable man, and has climbed from the very bottom
rung of the ladder. He displayed some insights which
regarding the allied activities associated with whatever
he undertook. It was through him that advisory boards
were created here, but the advisory boards have not
in his report would have been more active in their oper-
tions than the board we already have here. If you, Mr.
Commissioner, were to peruse Mr. Nangle's report, I
think you would find considerable information that
that would be of definite advantage to you, particularly as there are not now the limited funds
available that in 1829 represented the stumbling block
that prevented much being done.

1217. I was struck with a small point to this you
put up to me. I thought there should be a central
advisory board, or perhaps two, to advice on methods
in the system. I am glad you have mentioned the point. That report, I think, was
made to the Public Works Department, in which case I
think I can get a copy of it. Yes, a most enlightening
document. My statement continues—

The training at the Technical School on certain of the
trades should be technical rather than prac-
tical, particularly in the case of plasterers, brick-
layers and stonemasons.
The stonemasonry industry in Western Australia is very
unfortunate. I do not know whether any of the man-
umental masons are willing that this work should
continue as it does, or that they should do so.
If no training is going to be done in this section of the building trade, it will fall largely on
their shoulders. I know many two
under the jurisdiction of the board, as we are, so that
when a special work comes along which will last for
eight or ten months apprentices should have opportunity to get training under workmen who have probably
best value in the building stone industry in the
world. There is not the money nor the opportunity
for full use of it as is a continuous proposition in that
affair. Only a small proportion of the stonemasons here
are of the permanent order. The rest are boys who
now is the key.
1218. Did you do that work at St. Mary's?—Yes.
1219. Did you have any trouble in getting a suffi-
cient number of masons?—Yes, because the Sydney
union would not send masons from all over the world.
Moreover, there was some other stonework going on here. The union in the
town holds 30 men, whereas we had 38 or 40 on that
work.
All the stonemasons' monumental yards were also
busy. We have trained two or three stonemasons' appren-
tices, but unfortunately they have drifted into other
avenues because there is no constant work to keep them
going as stonemasons. The best boy ever I had in the stone
trade was now truck driving. My statement con-
tinues—

From the knowledge gained by my association it would appear that competitors from this State
for the construction prizes offered by the Western
Builders' Association showed a dominant weakness in technical ability.
There are really two prizes, one offered by the federa-
crop for carpentry apprentices right through Australia
although it is not restricted to carpenters' appren-
tices, but they are the ones that get a training
sufficient to stand up to the curriculum on which the competition is based. Students are
free. In the Eastern States will be successful up to 90 per cent., but in this
State we have not had a student successful to the
extent of 20 per cent. So there is something radically
wrong with the training given in Western
Australia. There is a number of competitors for the Eastern States. And there is a number of competitors for the
Eastern States. A very easy paper was set, and the
correct answer given to that prize with the inapprentices
in the Technical School. And there is a number of competent competitors for that prize.

1220. Have those competitors been successful?
Yes, one has. He went on to become a rather
successful competitor. The training given at the
Technical School requires a great deal more sympathetic
consideration than it has had in the past.

1221. I think there requires to be a better liaison
between the board and the technical education authorities.
Yes, Mr. Nangle's report deals very fully with that sort of thing. I think it should
be done here in that direction.
1222. You want a stimulating authority?—Yes, that is what we want. My statement continues—

In order to make the work of the Apprenticeship Board effective it may be necessary to appoint an inspector, and it is suggested that some proportion of the cost should be made a charge on the cost of building. In the same sense some method of deciding the number of apprentices which the industry can afford to carry under normal circumstances should be evolved.

I do not think my any guess work could establish these figures. However, I think a satisfactory number could be established, and the opportunity given to boys to that number to carry on with their apprenticeship.

1223. It is difficult to decide on the proper quota?—Yes, it is, but I do not think it would be difficult to get a satisfactory quota.

1224. Do you think the present quota is satisfactory?—Oh, no.

1225. It is one to three?—Oh, that's all right. What I mean by 'quota' is the total number of apprentices that a trade can absorb. The actual quota set out in the awards, quota in relation to journeymen and apprentices, is quite all right. Generally speaking it is one to two, possibly three. Under that quota almost the smallest job can carry an apprentice. Take plasterers or bricklayers: you could not have fewer than two men on the job. I think the idea of exploitation of the apprentice is somewhat gone; and secondly, the idea of us that employ more journeymen—take my own case—I might have ten bricklayers on. Well, I would never pretend to be able to train five bricklayers' apprentices. It would be both unsound and foolish. But if I could keep ten bricklayers constantly going I should be able to account for three bricklayers' apprentices. But the one apprentice with three bricklayers could not carry more than one apprentice. Another man might want two apprentices, depending on the class of work he is doing. So the quota I was speaking of is the total number of apprentices a trade could be expected to absorb. Now here is a little point: I am on the education board of the Repatriation Department. We have numerous boys wanting to go into the building trade, yet for some reason or other the Education Department are not giving the best facilities to the right children to go to the Junior Technical School. Attendance at that school is a definite advantage to any boy going into a building trade. I think the boys before entering that school has to go through the sixth standard, but in my opinion that should be waived in the case of a boy who really wants in a building trade, for he should get the benefits of two years at the Junior Technical School. The average boy of 12 goes through the sixth class. But it will be found that some of these boys, although a little smaller intellectually, are very capable with their hands, notwithstanding they cannot get the benefit of those two years at the Junior Technical School; they being in only the fourth or fifth standard, boys that I have had, boys that have gone through the Junior Technical School, have shown the benefit of their training. It should be possible for the department to give sufficient consideration to students who want to go through the Junior Technical School. It is very nice for youngsters to be able to handle tools, but I do not think children who want only that should go to the Technical School, and so keep out other boys wanting to learn a trade.

1226. Would you make it a test that the boy wanting to learn a trade should be fit and capable?—There has been some discussion on that point; but how are you going to determine whether or not a boy is fit and proper to go into one or another of the building trades? Some of the boys who are not blessed with a great deal of intelligence, yet they turned out remarkably good tradesmen.

1227. This vocational guidance does not seem to have been given any great degree of precision, although it does seem useful. One authority said to me that it was useful in deciding those avenues into which a boy should not enter, rather than those that he should enter?—I agree that if (particularly with that. I think a boy's own inclination should be a deciding factor in the selection of a trade for him. He should have his heart in his work. It is all possible. There is a large number of boys who would make admirable apprentices, but who are not given the opportunity, perhaps through no fault of their own. It is difficult for me to see how any organization could determine whether a boy would be a satisfactory student in a particular line. It is much easier to decide whether or not he is likely to be successful if he is to enter a certain trade than the positive. If the youngster has the desire to enter a given trade he has already gone a long way to making a success of his selected trade. Mr. Forster would give precedence to his keen desire to follow a certain line. Most of the youngsters you come into contact with, particularly those of 15 or 16 years, have definite views about what they want to do. They very often determine whether they are mechanically or manually inclined, but many of them want clerical work or work of that kind.

1228. Do you find whether you have any trouble with regard to disciplining the boys?—Some are frictions, but my experience is that there are contributory causes. Sometimes they are frictions if there is no parental control, but a lot depends also upon the type of men with whom they are working. Some men display more patience with the boys than others do; some are inclined to bully the boys. The actual training is done by individual journeymen. You naturally pick the journeymen but you cannot guarantee that he and the boy will get on well together.

1229. I have heard it said that when a boy knows that he is on a five-year term of apprenticeship he plays up, being aware that he cannot be asked to leave. That is so in some cases, and it is in connection with such cases that there should be greater elasticity in respect of cancellation.

1230. When you have had complaints to make, have you been able to get to the board with expedition?—Yes, the board deals with the various questions promptly. They meet almost at any time and will deal with matters more or less summarily. The court, however, is a tedious procedure, and, as we know, it is overburdened with work and consequently difficult to approach. The association between employer and employee of a nature that cannot readily be exposed in open court, but at a round table you can discuss things more freely. The desire of the board should be to do the best they possibly can in the circumstances, and be frank and open about any situation that crops up.

1231. What do you do with regard to a fractions boy?—I have had only one such case out and the board ultimately transferred the lad. He rather wanted to tell me what I should do for him. He was really a difficult lad to deal with, but ultimately he turned out all right. The board dealt with that case quite frankly. There is no general desire to have a boy's papers cancelled, though very often a change of activity is the best thing in the world for a lad.

1232. Does the board to-day keep some sort of an exchange register to show what the contractors desire?—I do not think so. The board tried to do so during the depression period, but in view of the ruling given by the Crown Law Department, the proposal went overboard.

CHARLES WILLIAM ARNOTT, Master Builder and Contractor, sworn and examined:

1233. By the COMMISSIONER: How long have you been in the building trade?—Since 1885, and I have been carrying on contracting work since 1892.

1234. Since then have you had many apprentices pass through your hands?—Since I came to Western Australia, about 40 years ago, I have trained over 100 and there is not one who is not fit to get journeyman's wages to-day.

1235. You have seen the system that we have grown up through?—Yes.

1236. You think it is satisfactory?—Yes. The Technical School does excellent work and turns out good boys, but the boys should give some of their own time to the work. When a lot of my friends were apprentices, they were working 8 hours; then the hours were reduced to 44, and of the time them had to be spent at the Technical School, and besides, there were holidays, which meant a reduction to 38 hours a week.

1237. Do you think they should give some of their own time to getting technical instruction?—I do indeed.
1258. But do you not disagree with the principle whereby they get instruction in the employer's time?—I do not mind that, so long as they give a little of their own time as well. The boys look upon a morning at the Technical School as a real holiday.

1259. Do you suppose a majority of the boys take an interest in their work and show a desire to learn a trade?—Yes.

1260. And they do learn a trade?—Yes. What I complain about is that the school does not take sufficient apprentices. Boys who come from the Eastern States and from abroad seem to get the opportunity to learn a trade much more quickly than the local boys. If you mean that our boys are not given the same opportunity to learn as are boys elsewhere?—I do not think they are.

1262. To what do you ascribe that?—A boy will come along and ask you for a job, and you give him a job as a reenænt. If that boy has ambition, he wants to learn a trade. I will give him a job and I pay him £2 a week. If he is a promising lad, I will pay him 25s. Naturally, then, if he starts to learn a trade, he does not want his wages reduced.

1263. What does he get if he becomes an apprentice?—He will suffer a reduction.

1264. Is there not some system whereby in such a case a concession can be granted by the board?—I do not know, but in those cases where boys are promising, if you refer to the arbitration wage.

1265. Don't you think that a boy, after running about for some time and requiring a knowledge of the trade, should get some encouragement?—I do. When a boy is a nipper he is bossed about by everyone, but as soon as he is apprenticed he is different altogether.

1266. The nipper boy who desires to learn a trade, I think, could go to the board and ask for dispensation in respect of the five-year period?—It would depend on his age. A boy came to me as a nipper boy; he was an orphan whose mother died when he was a fortnight old, and he had been reared by his sister. The sister asked me if I could apprentice him, and she offered me a promise. Of course I would not take it. The boy is an excellent boy and getting on well, and is able to keep himself and have a little to spare.

1267. What do you think should have been done with him?—He is a joiner now.

1268. It was made a bit too hard for him to get into the trade?—It was.

1269. And there should have been some concession given to him to enable him to earn more wages, and perhaps be forced because he had been five years?—Of course it is of no use taking a boy for less than five years. A few years ago the bricklayers would not let us take apprentices, and consequently to-day bricklayers are very scarce. I got a boy in a job for six months, and I gave him a good trial, and I apprenticed him, but the union would not allow it, and so the lad had to be put off. The boy's father gave evidence before the court and said that the boy's wages were getting on well and the union, however, would not stand him because I had one apprentice too many. That makes it very hard. It is very difficult to get bricklayers' apprentices; you must take them for five years. There are very few contractors who can provide five years' continuity of work and it is the same with plasterers and stonemasons.

1270. You think that in some cases there should be a method of approaching the board to get permission to employ a boy such as you mention, notwithstanding that the quota is being exceeded?—Yes, it would be a fair thing. The Apprenticeship Board is an excellent board, but it is too strict. If the members of that board would only help us to get more boys of the type I have mentioned, the position would be improved. I think a personal interest in all my boys, I repeat that the number of apprentices allowed is insufficient. There appears to be a difficulty in getting rid of unskilled apprentices. From my experience only one was sufficiently troublesome to warrant being discharged.

1271. A boy has to be very bad before you can get rid of him—I did not appeal to the board; I told the boy to tear.

1272. And he cleared?—Yes. When I find a boy playing up, I do not blow him up. I reason with him.

1273. You have never appealed to the Apprenticeship Board. I suggest that you give it a trial?—I did once, when I could not keep stonemasons going. As regards the boy I mentioned the Governor in Council had told me to keep him, I could not have done so.

1274. I am speaking of fractions boys. The one you mentioned was the only one you have dismissed for disobedience?—I did not dismiss him for disobedience. He was slow, sleepy, and he did everything wrong.

1275. Inefficient and indifferent?—If a boy is just a bit obstreperous, it shows he has something in him. I do not mind that sort of thing.

1276. But a boy has to be very bad before you can get rid of him?—I have no such a board.

1277. There is an avenue of approach to the board, who can deal with inefficiency or indiscipline. Have you ever used the board for that?—I have not had occasion to do so. I have three excellent foremen—plasterer, carpenter and bricklayer—who take great personal interest in the boys. My foreman carpenter will go up and show a boy how to do anything, even to sharpening a saw. As to sick days, in my opinion 14 days in each 12 months is sufficient. Some boys play on that lot. In one way or another, I give them 10 wage holidays in each year, in addition to being paid for the half day each week for attending school. I do not mind that. The present probationary period of three months is quite sufficient. There is no need to extend it. An employer can tell in three months what a boy is going to be. I am not in favour of boys being employed on buildings without learning a trade. It is too much work. I do not think the remuneration is sufficient for that reason. All work is being done by bricklayers or plumbers on the book at Australia House. The labourer also needs to be trained. You cannot get a man on the street capable of putting up scaffolding, putting up girders, or doing snowy work. They need special training.

1278. What period of training?—A man should pick up the trade in three or four months. A labourer soon learns how to tie up a scaffolding. Carrying the hod is backless' work. To carry a hod up a ladder all day is the hardest work a man can possibly undertake, and for that reason I do not employ a facility for handing up the stuff. To climb a ladder with a hod is murder.

1279. You heard Mr. Brine speak of piecework in the building industry. Can a man, do you think, be paid such wages in this day and age?—I would not say that; a piece-worker takes only part of a job. In England you will find 20 men on a job, but here only a few. Everything is sublet. The same applies in Sydney and Melbourne.

1280. Piecework does not exist in the other States, except in a small degree?—Then they are cutting it out now.

1281. Yes?—So they should. I do not think there is a cottage built in the metropolitan area that is not done on piecework. I refer to the brickwork and the plastering.

1282. Mr. Brine said it had the effect of diminishing the demand for labour because certain men working on piecework tended to get all the work?—Many of them will not accept daily work if they can get piecework.

1283. Is it the case that 100 boys would be more room for employment if piecework were abolished?—That is not a very good argument. There would be the same amount of work to be done. It affords a piece-work man to do a job quicker than a man on daily work. That is a bad argument.

1284. Piece-work might work longer hours?—There is something in that.
1968. Mr. Brine said that if men were working on dry labour, the work would be more fairly distributed?—Yes, and it would be done better. I never have any difficulty with my men, except when ploughing, which has to be done by licensed men.

1969. Do others favour piecework?—The better firms of architects will not allow piecework on their jobs, some of the men who do not get paid, but that has to be done by licensed men.

1970. Talking of technical instruction, Mr. Brine expressed the opinion that a boy learning any section of the building trade needs a general knowledge of the whole trade?—So he should.

1971. And that technical instruction could be improved by seeing that that was done. A boy who went in for building, if he had some knowledge of the work of other tradesmen employed alongside him?—A boy cannot be a jack of all trades.

1972. I do not say that he should be a jack of all trades. Mr. Brine suggested that a boy should have some knowledge of allied trades?—I like a man to learn his own trade, and to be a specialist. Some bricklayers do a bit of carpentering and plastering.

1973. But Mr. Brine did not suggest that?—If a boy learns his own trade, he has quite enough to do. Young bricklayers are not in it with the old bricklayers. Of course, brickwork has gone out quite a lot now.

1974. Why is that?—You do not see very fine arches being built now. Concrete lintels are used which are cheaper to get good brickwork.

1975. Take the quality of brickwork in metropolitan and suburban houses; is it as good as the brickwork of 20 years ago?—It is not quite as good, and it is slammier work in the present places.

1976. How much of that can you attribute to the employment done in shops?—That is the brickwork done in shops. The brickwork of a man doing the job properly, he does very well through trade work, and does not take sufficient interest in it. In collages you will find that the timbers used are not nearly as strong as they should be. Timber of 3 x 3 ft is used instead of 3 x 2 ft.

1977. How many apprentices have you at present?—Eight or nine.

1978. Is the number you have constantly?—I always have about that number.

1979. Do you aim to keep these boys with you?—The only ones I have had to transfer are stonemasons. Mr. Douglas asked me to let him have an apprentice, which I did, and later he asked for two more. They worked all through the Commonwealth Bank job.

1980. Do you like having to transfer apprentices? No, it is a bit difficult.

1981. Have you had any experience of the trainee system operating in New South Wales?—No, only of training when they returned from the war. They were all men.

1982. Speaking of them generally, were they as efficient tradesmen as you get from apprentices?—No, we used to get a boy when he was young. A man is always a bit behind if he is not trained as a youth. You can always tell a man who has been trained late in life; he is always very awkward.

BUFF INFIELD UNDERWOOD, sworn and examined:

1984. By the COMMISSIONER: You were at one time a member of the Legislative Assembly?—Yes.

1985. I am sure, you are a believer have received from you that you desire to discuss the advantages of giving boys an opportunity to learn trade. Will you explain upon that?—If boys are allowed to run about idle a parent will not encourage them. It is therefore better to allow them to go to work. One of the reasons why boys are idle is that they are not allowed with piecework. They are prevented from doing so by various regulations and awards of the Arbitration Court. There is any amount of work available, but boys are not allowed to take it, because they may displace some other work, is chiefly a bugbear. They are prevented from getting work by direct prohibitions. So many boys are allowed as the proportion to so many men. Boys are also prevented from getting work by the conditions being made so good for those who do work that the employers require to employ so many of them. Not only is this so in respect of wages but in respect of conditions. They have to be given time off in which to go to technical school. Another thing that prevents them from employing boys is that the school beyond the age of 14 from getting work is that the wages are not fixed by ability but by age. The wages for a boy of 18 are so high that the employer would rather employ men. You have the very same conditions that are provided for boys in the building trade. There are very few apprentices in that trade, because the conditions are such that the employers will not employ them. When these matters come before the Arbitration Court, the union representatives oppose the employment of boys, and employers are indifferent because they can make their profit out of men just as well as boys. The employers therefore do not press that point. The boys who want to be apprenticed are not represented, and there is no one to speak for them. This is that these regulations and conditions are imposed. The boys have no vote and no voice. That is one reason why I have to speak on their behalf. People say, "Send them to school and increase the school age to 16." That is education, but the word has been narrowed in meaning. I hold that trade is an education, and a good one. Another suggestion is that the school teacher should recommend those he thinks fit for the vocation. The result of that would be that the boy who is quick at school, a good scholar, would get the job, and the dull boy would be turned out as a complete failure in life. Once a boy is down as a casual labourer and has misused a trade, he has a life sentence and cannot recover his position. It is well known that a boy who is slow at school studies may turn-out to be a very good man when he is older. To turn a boy down because he is dull at school is not only cowardly but unwise. Many misguided parents can do for their boys is to keep them at school as long as possible, as they are not sure of definite objective they have a reasonable hope of attaining. If they have no objective parents could not do better than teach them a trade. In order to do that the boys must be apprenticed, and to bring that idea about that you must have some alteration in the conditions now laid down by the Arbitration Court. It is all very well to talk of education, some people think all that is necessary is to give boys plenty of schooling and they are sure to be great men. That is quite wrong. If the natural gift is not there the school teacher cannot put it there. He might as well try to make a rooster from an unfertilised egg. An unfertilised egg is not necessarily a bad one. Many boys who are dull at school, and who may be dull at every other trade, can make excellent tradesmen. Even if a boy has little or no schooling he can still become a good tradesman. He may not be able to learn things at school. I have worked with many men who could not write, but they were excellent tradesmen. I have worked particularly in the boat trade with, I suppose, deaf and dumb men, all of whom were good tradesmen. What is called education I call schooling. Schooling has nothing to do with the learning of a trade or with mechanical work. Very often it occurs that a boy who is clever at school does not make a good man. I have come across such boys. To attempt to sort them out by their achievements at school would be a very bad way to judge them. It is suggested they should be kept at school until they are 16. The ages between 15 and 14 and 16 are the most valuable in the lives of a man. If these years are wasted that wastage affects their whole life. A boy is quite able to work at 14, and most of them would prefer work to continue on at school. I worked when I was ten. If you send a boy to school until he is 16 you are wasting two of the most valuable years of his life. A boy has to be apprenticed for five years. If he begins at 16 he is 21 at the end of his term. At that age he must get journeymen's wages. He would therefore have to be apprenticed on his birthday or the employer would not take him. He could not be expected to pay them all journeymen's wages if they had not learnt their trade. No doubt all these conditions would be against the best of intentions, but the end is the same. If we keep a boy out...
of a trade until he is 16 he has great difficulty in learning one. Some people suggest sending boys on to farms. They are being kept out of trades because there may be no work. The Agricultural Bank is down some £5,000,000 as a result of advances that have been made to farmers. The audit of the institution lost not yet been completed. It is not likely that you will find the Bank itself, but for the man who tries it. Again, as regards the trade, we have boys reared on farms but that boys are being imported for farming. What is to become of our newers? We find that we have to pay more for bread, sugar, butter, fruit, wine and all those things that they are sold for in Europe or Asia—just to keep the farmers on the land. There are more than 200 abandoned farms on the books of the Agricultural Bank. So, boys are sent farming, what is to become of them? They have no money, of course. How can they get a start on a farm and have some money of their own to put in with what they may borrow? There is not much work in this State for farm labourers, who are the lowest paid of all, having not even an Arbitration Court award. The boys put on farms will become navvies and casual workers. When it comes to navvying—I have been a navvy—that is the honest part. I have worked hard and I am not the lousiest of all workers. Almost every other worker, except the casual, climbs on the back of the navvy and reaches out for the energies for skin things that no one except the navvy can do. That is what farm boys are likely to come to. True, one of them might even become a navvy’s ganger and develop a rascally voice. On the other hand, we have improved and Australia in the first-grade shops, not going forward, in regard to industries. We import innumerable things—motor cars, aeroplanes, tools of trade, saws, axes, chains, even the bits for the machinery. We produce practically no required metal, and export it. We produce and at least three-fourths of the world’s production of pearl shell. We send the shell away, and import the buttons. In the early days of our goldfields much of the machinery used was made in Australia. If you go through the goldfields to-day, you find that almost every bit of the machinery is imported.

1286. Where did it come from previously, from Victoria?—A great deal of it came from Castlemaine in Victoria. There was a pick called the Ballarat pick, undoubtedly the best mining pick ever made. It was made in Victoria for years. Now we import a similar pick, not quite as good, made in America. We have the only talcante mine in the world, and we export the metal and do not even know what talcante is used for. I am not saying that there is ample room for improvement in industry. What we need is plenty of tradesmen. We may have so many tradesmen that the trade will be overcrowded, and some of the tradepeople will not be able to earn as much as they could have earned if there were less. However, taking the boy’s point of view, he is no worse off, because he could still be a casual worker. A trade, I heard when a boy, is no weight to carry. If a boy has got to stay on the farm, it is no change of ever getting off the basic wage. It is impossible, I think, to raise the basic wage, because as soon as the navvy’s pay is raised, he being the bottom—

1287. You would not advocate abolishing the basic wage?—I do not see how it could be abolished. What I wish to explain is that as soon as the basic wage is raised, other workers rise. All other workers require a margin above that, so that the whole structure has to be lifted. When that has been done, the cost of living is increased. And the basic wage is right down where he was before. Therefore I think we should endeavour to give our boys a somewhat better chance than they have at present.

1288. You speak about the raising of the basic wage, increasing the cost of living, but the basic wage is supposed to follow the cost of living. If the cost of living rises, the navvy gets an increase in his wage. It means that you are putting rather the reverse position?—As a matter of fact, the two things go together to a very great extent. One thing that pleased me was to read that only 20 boys had been sent prospecting. I have been a prospector—one of the lucky ones. I did get some gold. I am one of those prospectors you read about. But I have come in contact with hundreds of prospectors who never got any gold. It is a sad thing to send boys prospecting. I could easily understand that there were more applicants for the £4,000,000 than there were positions. Another thing is that the boys who learn prospecting. Another thing, the committee who have the money to spend are teaching girls to construct permanent waves. That is very nice, but by the time the house is shingled, it is too late for the boy. The boy is in readiness to start, the fashion will have changed. I suppose, Mr. Commissioner, you can remember the time when "Her maiden hair was hanging down her back,"—or "Her maiden hair was hanging in the wind,"—or "Her maiden hair was hanging on the fence." Now she is permanent-waved. It is a pity the committee cannot discover some better way of spending the money so generously subscribed. There is just one other matter I wish to mention—vocational training. I have read that the committee have put up an internal combustion engine. That is very good. Anybody might learn that. However, there is no remedy for unemployment of boys. Assaying is also good, particularly for anybody working in connection with mining. But assaying, again, is no remedy whatever. An amount of £300,000 has been allotted, and Ministers and members of Parliament have characterised that as ridiculous. One man was going to commit political harakiri because the amount was too small. That is what farm boys are likely to come to. True, one of them might even become a navvy’s ganger and develop a rascally voice. On the other hand, we have improved and Australia in the first-grade shops, not going forward, in regard to industries. We import innumerable things—motor cars, aeroplanes, tools of trade, saws, axes, chains, even the bits for the machinery. We produce practically no required metal, and export it. We produce and at least three-fourths of the world’s production of pearl shell. We send the shell away, and import the buttons. In the early days of our goldfields much of the machinery used was made in Australia. If you go through the goldfields to-day, you find that almost every bit of the machinery is imported.
All the same, a tradesman is just as much due to take a little bit of casual work as the man who never learned a trade.

1295. You said that, in your opinion, many boys were getting too much, and that resulted in employers not wanting boys. That is so.

1294. Then you said that the quota system, if I may refer to it as such, provided restrictions and only a certain number of juniors were permitted in proportion to seniority, which militated against boys securing employment?—So it does.

1295. Then again I ask you if you have any knowledge of the industrial conditions in England during the last century, bearing in mind that in that century there were no such restrictions, or at least no such restrictions had been observed? Well, what has been the result?

1296. Juniors, to a large extent, began to supplant adults in employment. You would not advocate that wholesale supplanting?—I claim that each boy born has as much right as another, an absolute right, to learn a trade, and that no one has any right to prevent him from learning a trade.

1297. And you would not advocate a system that would allow adults to be thrown out of work?—I think that, to a great extent, is a bogey that has persisted for over a hundred years. Workers have protested, gone on strike, and so on, partly possibly cattle to prevent the introduction of machinery, even going to the extent of smashing machinery. To-day machinery has proved the greatest blessing we have had. Either last session or during the session before, when the members of Parliament opposing the bulk handling of wheat because a few lumpers might be displaced. Bulk handling has been introduced, and the lumpers are still there. There is this to be said about England, that nearly 200,000 English machines and her steel, ironworks, shipbuilding, and so on have set the world standard of quality, and that is the position to-day. Even when people want to go to the North Pole, they instal Rolls Royce engines in their aeroplanes.

HENRY ERNEST WILKINSON, Public Works Supervisor, sworn and examined:

1298. By the COMMISSIONERS: Some time ago you made a survey of the apprenticeship question in the building industry for the Building Trades Apprenticeship Board?—Yes.

1299. Your report was dated the 11th September, 1935. I want to go over that report with you. You have had experience in the building trade over many years?—Over 50 years.

1300. In Western Australia?—Nearly 37 years here and the remainder in Victoria.

1301. At the outset you made your inquiries chiefly amongst the master builders in the metropolitan area with a view to finding out what apprentices they had and any difficulties they were experiencing in consequence of having apprentices?—Yes.

1302. What in general was the attitude of the metropolitan master builders toward apprentices in the three trades under the jurisdiction of the Board, namely, bricklaying, stonemasonry, and plastering?—At that time it was unfavourable.

1303. Why?—Being the depression a good number of them who had apprentices had no work for them.

1304. At that time there was quite a slump in the building industry?—At the time of my report the building trade was beginning to revive.

1305. Still their objection was that they did not want to be under contract to train apprentices when the outlook was not favourable?—That is so.

1306. What other arguments did they mention on that point?—That was their chief objection. They also objected to the system of the Board.

1307. What did they suggest in place of the Board?—They did not make any suggestion at that time.

1308. What was their objection to the Board; what was wrong with the Board?—They said it was no control over the apprentices.

1309. In what way?—They contended that the Board would interfere with the employer.
1339. How would it improve the youths' opportunities?—A tradesman would take more interest in an apprentice than in an outsider, and would naturally try to teach the apprentice as he himself had been taught.

1340. You have spoken of the piece-work system as being peculiarly adapted to the smaller classes of building operations. What is your opinion of the piece-work system?—I would favour its total abolition.

1341. Have you seen it in operation outside of Western Australia?—Yes, it was quite rampant in Melbourne.

1342. What happened there?—The same as here, the prices were cut down to the very last gasp as soon as the juniors cut into the trade through a backdoor, so to speak?—Yes.

1343. I understand you to say that was an undesirable state of affairs; yet you have said that anything wrong with the training of these boys?—Provided a junior worker was determined to learn, he would make as good a tradesman as one who had been apprenticed.

1344. And you say these boys have become good tradesmen?—Yes.

1345. And yet you say you would not prescribe that method of training boys for industries?—I consider they should be apprenticed.

1346. There must be some reason for that. What is your reason?—The responsibility would be on the contractor to teach the lad a trade, whereas if the lad were not apprenticed, they could be put off at a minute's notice or they could be given labour to do.

1347. With regard to stonemasonry you say:—

The stonemasonry as applied to the building trade or that portion usually termed rubble-walling is in a different position. (The trade is very different.) Among the stonemasons are operating in the metropolitan area and 75 per cent. of them are Europeans. These are controlled by a number of firms mostly Europeans also, who own the quarries and lime kilns, in some cases dealing direct with the building contractor for supply of labour and material, and in others supplying the material to the stonemasons. You thought at that time that there were more than enough stonemasons in the trade?—Yes.

1348. As far as that branch is concerned, you saw no evidence of junior workmen; is that right?—No junior workmen were employed so far as I could see.

1349. Then you say:—At present there seems to be more than enough stonemasons in this trade. So far I have not come into contact with any junior workers, but there is more than a suspicion that a number of these operators have come into the trade by the improper system?—A man might be labouring for a stonemason and having finished what he had to do he would help that stonemason to lay the stones.

1350. Then you say:—It is not at all an out rule in the building trade that if any applicant can prove that he has earned his living for five years at a distinct branch of the trade, he is entitled to be classed as a tradesman in that branch.

1351. How long has that really been in force?—Particularly in respect to carpentry, they were forced to adult men if it could be proved that they had five years at the trade.

1352. That is not a criterion of skill?—If a man has earned his living at it for five years, yes.

1353. An acid test?—Yes.

1354. A man might have been doing rough carpentry for five years and yet never earned his living by it?—Under the present system of building a number of men are at work all the time, never on joinery or anything like that.

1355. A man who has been doing framing work would be kept on that class of work?—If he were working for a big firm. If he were a young man and accustomed to climbing heights, he would be preferred to the older man who might be a bit nervous for that class of work.

1356. Could a man doing that class of work, and recognised in the industry as a tradesman, do so as a joiner on a building?—Not unless he had experience of that class of work.

1357. Who would prevent it if he represented himself as fit for that work?—The employer might oblige him.

1358. So you think there is no shortage of bricklayers?—Not at the present time, so far as I can hear from the stonemasons plasterers operating in the metropolitan area, and fiveindentured apprentices. I would suggest a limit of 20 additional apprentices for the first year with 10 to follow for each succeeding year, provided, of course, the building trade keeps normal.

1359. Were the boys who worked with their fathers favored by so doing?—Yes, employed by their fathers or friends. A man may have had a boy out of work and that man may have had a friend who was a plasterer who could take the boy on without that boy being apprenticed.

1360. These lads had any technical instruction?—It is optional for them to attend the technical school.

1361. You are pointing out that the juniors have crept into the trade through a backdoor, so to speak?—Yes.

1362. And you say these boys have become good tradesmen?—Yes.

1363. And yet you say you would not prescribe that method of training boys for industries?—I consider they should be apprenticed.

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1366. As far as that branch is concerned, you saw no evidence of junior workmen; is that right?—No junior workmen were employed so far as I could see.

1367. Then you say:—At present there seems to be more than enough stonemasons in this trade. So far I have not come into contact with any junior workers, but there is more than a suspicion that a number of these operators have come into the trade by the improper system?—A man might be labouring for a stonemason and having finished what he had to do he would help that stonemason to lay the stones.

1368. Then you say:—It is not at all an out rule in the building trade that if any applicant can prove that he has earned his living for five years at a distinct branch of the trade, he is entitled to be classed as a tradesman in that branch.

1369. How long has that really been in force?—Particularly in respect to carpentry, they were forced to adult men if it could be proved that they had five years at the trade.

1370. That is not a criterion of skill?—If a man has earned his living at it for five years, yes.

1371. An acid test?—Yes.

1372. A man might have been doing rough carpentry for five years and yet never earned his living by it?—Under the present system of building a number of men are at work all the time, never on joinery or anything like that.

1373. A man who has been doing framing work would be kept on that class of work?—If he were working for a big firm. If he were a young man and accustomed to climbing heights, he would be preferred to the older man who might be a bit nervous for that class of work.

1374. Could a man doing that class of work, and recognised in the industry as a tradesman, do so as a joiner on a building?—Not unless he had experience of that class of work.

1375. Who would prevent it if he represented himself as fit for that work?—The employer might oblige him.
1376. Would the unions take a hand in preventing him seeking that class of work?—Not if he had been admitted as a member of the union.

1377. You spoke about the five-year term of apprenticeship and you made some comment on that in the light of your inquiries. What was the attitude of the builders and workmen with regard to the five-year term as applied to bricklaying, plastering and masonry?—They considered that the five-year term under the present conditions was too long.

1378. To what extent are the present conditions?—The building trade in the metropolitan area has altered very considerably. There is not the fine work now used that used to be done. All any now there that would favour a shorter term.

1379. What do you think about it?—Provided an apprentice proved to be efficient, he should be allowed to get his certificate and go on work immediately.

1380. Who is to be the judge of efficiency?—It could be judged by examination.

1381. Do you think the term should be shortened?—I would make it apply only to the efficient.

1382. To what extent would you reduce it?—I claim it would be an incentive to the highly skilled lad to do his best so as to get his journeyman's ticket 12 months earlier.

1383. You consider it is not a good plan to keep them all on the same level, so to speak, and that it would be an incentive to better work if a lad who showed aptitude and that he was really competent were to have the period of apprenticeship reduced?—Yes.

1384. That would mean you would have to start the five-year period subject to a reduction at the discretion of the board?—Yes.

1385. You do not think anyone would suffer hardship if the piece-work system were wiped out?—I think there would be a good deal of opposition if its abolition were proposed.

1386. From what section of the trade would that come?—From a fairly large section of the builders, and also from the operatives.

1387. From any particular section of the operatives?—From bricklayers and plasterers. One bricklayer will have as many as three journeymen engaged on piece-work and will be making three times as much as he could earn on day labour. Of course, he would be against the restriction of piece-work at present, because the rates have more than doubled since this report was put in. A number of builders prefer to have a man like that. They let the work, and the journeyman bricklayer does all the setting out. That relieves them of the responsibility.

1388. What do you think of the character of the work turned out by piece-workers as against the work of journeymen?—Most spec builders put roughcast on at the exterior walls.

1389. What does that cover?—Conditions differ. Piece-work is done nowadays practically for the Government only. Roughcast does not necessarily hide bad work. Piece-work is not a sufficient incentive to all the workmen.

1390. And fills up the holes?—Not necessarily. There is a difference between building a brick wall with facework and a brick wall for roughcasting. For facework, the bricklayer has to lay every brick carefully, but when his work is to be cemented over, naturally he is not particular. Still, that work would be just as strong as the other. It is a difference in architecture.

1391. What about the ordinary brickwork that is not covered, done by piece-work? Take one wall done by piecework and a similar wall done by day labour; would there be any difference in the quality of the two jobs to-day?—Certainly. Most of the big building firms will not have anything to do with piece-work.

1392. I suppose the same remark applies to all sections of the trade?—Yes, the piece-work system is always preferable to the piece-work system.

1393. At the outset you gave a general complaint made by some builders about the working of the apprenticeship system, but apparently they did not enter into many details with you. They said the board were interfering. With what were they interfering?—The master builders were under a false impression.

1394. What was the false impression?—That once they signed on an apprentice, they were compelled to keep him for five years.

1395. In what else do you think they were wrong?—The apprentice is supposed to be apprenticed to the board, and the board can relieve the contractor immediately he proves he has no work.

1396. Did you disburse your minds?—I disallowed the minds of those with whom I came into contact.

1397. Notwithstanding that, they do not seem to have made any real move to take apprentices. Had they any other objections, apart from speaking in general terms?—It was a case that they could not be bothered with apprentices. There is a certain amount of trouble attached to training apprentices.

1398. You think that attitude arose primarily out of the piece-work system?—That was really during the depression period. Many builders were unable to provide sufficient journeymen to do all the work, and there was no trouble with journeymen, whereas with an apprentice there is a certain responsibility. Naturally a boy will not settle down to work as will a man.

1399. What would be your attitude to training a boy in a trade school for the building trade in place of the system of apprenticeship?—I do not think it could be a success.

1400. Why?—It would be something similar to the work carried on in the schools.

1401. Do you consider that the practical touch a boy gets on the job when learning his trade is much more valuable than anything he could get in a trade school?—Yes.

1402. Have you had any experience of a trade school?—None at all.

1403. Did any of the employers make any complaints about the disciplining of the boys?—Their main grievance was that they could not get the work for the boys at the time, and that they could not consider taking any apprentices then. But things have since altered. There is plenty of work at the present time, and the prospects there are that there will be plenty of work for some years. I think employers would now be inclined to take apprentices, provided they were pushed a little, but I do not think they would be troubled with apprentices under ordinary conditions.

The Commission adjourned.
are not adequately equipped to take apprentices. Owing to the apprenticeship regulations, the number of apprentices is limited. As a board of reference we deal with the question of apprenticeship. There have been numerous occasions on which we have not allowed apprentices who go into the trade to be trained adequately. The reasons for this are as follows:

For a number of years the printing industry has felt the need for some sort of training being made available in that period which lies between their normal leaving of school and their starting of work. In many instances the present conditions are not conducive to any certain cause for grave anxiety. Employers in the industry have been as concerned about the causes as they are apprehensive of the results. The careful selection and effective training of apprentices is the least that can be done to inculcate in them all the habits and principle knowledge of the trade. If apprentices, however, are to be of use, their employers must also be held responsible. In the first place, the selection of apprentices is too haphazard and capricious. Many boys have been placed into the trade and their employers have not been able to keep them. In the second place, the apprentices have not been trained properly during their apprenticeship.

I know of a boy who got into the printing industry in Perth. We found that he could not pass his examinations. He was a bright type of boy, and had passed his school examinations with credit, but he was a failure in his work in the printing establishment. His apprenticeship had run for three years, I believe. He was a little concerned about his work with his mother. She complained bitterly about the lack of training her boy had received. I knew the position myself. The management felt that they could not give the boy a proper work because he had not been trained properly. He had been doing his work, but he was not happy at it.

I have seen many such cases. It is in order to overcome the difficulty that I picked out this typical case.

I think the boy had been examined by a psychologist. He was a bright type of boy, and had passed his school examinations with credit, but he was a failure in his work in the printing establishment. His apprenticeship had run for three years, I believe. He was a little concerned about his work with his mother. She complained bitterly about the lack of training her boy had received. I knew the position myself. The management felt that they could not give the boy a proper work because he had not been trained properly. He had been doing his work, but he was not happy at it.

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tion wage. A few of them, of course, are not worth the basic wage; but still they have to be employed. My idea is that the whole thing is wrong.

1417. There is a scarcity, not marked, you say, of skilled labour. Is the industry here capable of supplying all demands made on it? Is any work done outside the State?—The printing industry of Western Australia is equal to the work done in the whole of the world to-day.

1418. Does some of the printing work of Western Australia go outside the State?—Quite a considerable amount of it goes outside the State. That is rather a disadvantage in the industry. The work comes in through branches of Eastern States businesses. For instance, a concern has its headquarters in Melbourne, or Sydney, and that head office supplies all the printing requirements of the State by buying large quantities. We are at a great disadvantage in Western Australia in that regard. For years we have been trying to get even the Post Office Stores Branch, who order enormous quantities of printing, to get their local requirements filled locally. But there again we are told that we can also quote for the millions that are wanted for Australia. However, we would have to supply in the various capital cities, and they charge the mechanical impractical difficulty for us to quote. Consequently most of that work flows in from other States.

There is a widespread disillusionment on the part of many employers to accept any departure from the principle that they, and they alone, must be the deciding voice in the choice of their apprentices. This principle is of course understood, but there are other considerations of more importance. The employer is still in the position of making his own choice from among those who have been selected as candidates for employment, and the result is that he is left to enter the industry has been tested and proved. By this method of pre-selection, any material that is lacking the skill that is demonstrated beforehand, and both he and the employer find the candidate unhappy and often disastrous consequences of an unskilled apprentice tied up to a trade for which he has no natural aptitude and which consequently leaves him disillusion.

There are too many boys entering the industry in their late teens. The real obstacle, of course, is that there is not always a job available for a boy when he is ready to start. This is where pre-vocational training would come in. In Western Australia there is an insufficient number of apprentices attending pre-vocational classes at the Technical College to employ a full-time instructor in either the composing or mechanical classes. The minor branches of the trade are not entered for at all. If these classes were thrown open not only to apprentices but also to boys waiting for an opening, much valuable time would be utilised during the impressionable years immediately following their leaving school.

A valuable result of this pre-vocational training would be the facility afforded to boys to "discover themselves, and to find out whether they really like the trade and could make success of it instead of waiting until they have been indentured and have spent two or three years in futile work. It would be a great benefit to the employers if instructors could recommend as apprentices only these boys best suited for the trade. That is practical psychology. The instructors are practical psychologists, and it is quite possible that they, too, and have good boys under them for periods up to 12 months. They would be able to judge whether a boy was suited for the industry or not.

1419. Do you think you could tell in 12 months?—Yes, easily. And in much less time. Our idea is to run the classes for a period of 12 months. Not necessary classes for printing. We do not hope to teach boys anything about printing in that period; but the subject matters that come up to the boys—which we have recommended to us by experts as being those best suited for boys going into the industry would be taught. So that the actual time that the boys would put in would not be the time that they would be taught in it. And the subjects would be such as would be valuable to the boys in the affairs of life.

1420. How long do you think it would take to discover whether a boy was suited for the industry?—The printers themselves recognise that it would take at the most 12 months in such classes. Of course if you have a boy in your own factory, you would find it out more quickly than that, because he would be under your eye all the time. But if I choose my apprentices I am bringing them in as messengers and watch them very closely to see just how they react to the industry, and find out whether they are particularly interested in it. If they are interested, because the work comes in through branches of Eastern States businesses.
were the same as if there were the full quota in each shop, what harm could result? I cannot see that any harm would result; there might be some small upsets in some establishments.

1427. Would there be a tendency for the bigger shops to have too many apprentices? Yes, but the employers would not gain by it; but the industry itself would lose by it. You must remember that we have a few employers who from various considerations will not employ apprentices at all; if they prefer not to, then again we have a big wastage of journeymen to the newspaper industry.

1428. You train them? Yes, and then they go to the newspaper. You cannot put a "fascist" man into the industry, as I am first a "fascist" train, the industry trains "fascist," and the newspaper people pinch them. We are continuously training people for the newspaper industry. The men like to enter the newspaper industry, they get better conditions and better wages because of the influence of the big papers.

1429. Do you know of any place where the practice of reviewing the whole industry and fixing the quota of apprentices for the total number of journeymen, as I have suggested, is adopted? No, I do not. I have not dealt with this scheme of ours for prevocational training in detail but I have the particulars with me. I submitted it to the board of reference which consists of Mr. Walsh, the Industrial Registrar, as President, together with representatives of the Master Printers' Association and I. We went into the matter pretty thoroughly, and felt we could perhaps make a start on the whole industry here by using the printing industry as a starting point. The printing industry was the only industry considered in the State, and the most accessible for that sort of thing. Unfortunately we struck a snag because of the attitude of the union representatives. The government were going to the Minister to ask for an advance to put into operation. The object was to run classes for 25 boys who would be selected for those classes, and the cost would have been about $250 per annum. I think the Government were quite interested in the matter, and in my opinion there would not have been any difficulty in seeking the concurrence with which the union representatives said, "What about these boys? What will happen to them if they are not chosen? We want to make it compulsory for the employer to take his apprentice from those who attend these classes?" We submitted that suggestion to our association, and they passed a resolution to the effect that they would give a very substantial preference to that type of boy, but it was for them to choose their own boys. We had assurances from the master printers themselves that at least 95 per cent, of the apprentices would be drawn from the classes. We took that result of the discussion back to the union representatives, but they said that unless they had that provision incorporated in the bill, they were not going to support it. We were rather astonished at that attitude, and even now we consider they do not quite understand what we are doing at. We have asked for a further discussion on the subject, and that is the matter that has been at issue. We have too many square pegs trying to fit into round holes in the industry at present. In other parts of the world we were trying to meet this problem which is a big one affecting youth. In Western Australia we are doing very little, and it is hard to get a start. We are up against the problem of lack of funds with which to do anything. One of the most astonishing things is that in Australia we felt at one time we were leading the world in the promulgation of social problems and their remedies along these lines, but we are now lagging miles behind more progressive countries. We have the Technical College, but the director of that institution has to go to the Treasury for every penny that he wishes to spend. There is a certain amount placed in the Estimates each year, but the Technical College authorities cannot spend a penny on their own account. The institution is absolutely starved. The director and his staff are carrying on wonderful work with the frightful equipment placed at their disposal. We are endeavoring to push the secondary industries in the State, and find that the Government are more receptive to the need, not only for offering the Technical Colleges more freedom on their own account, but for doubting, trebling, or in any rate increasing to a large extent the grant for technical education. Every time we make a move to assist—I am speaking now as a member of the printing industry advisory committee of the North Technical College—we find we are up against a brick wall. The director himself is unable to spend any money, and if he sends forward a budget for any direction, some clerk in the Treasury tells him that this or that is not necessary, and cuts it out. How can we progress in the face of such conditions? If this Royal Commission is to do anything in that regard, it will have done something that is effective in the interests of the youth of the State. Those individuals are trying to get on against great odds. If we make a special plea in this experience you were to go more deeply into the matter with a view to ascertaining just what finance is made available for technical education, and how it is distributed, you will find there is a terrible weakness.

The advantages of prevocational classes may be summarized as follows:

(a) Only boys best suited for the trade would be chosen.

(b) The maximum number of boys to be selected annually for the printing industry would be about 25. The trade would be represented for by masters making their selections from outside the school.

(c) Selection would be made by the board of reference from boys who had been entered by every class from the boys under 16 years of age.

(d) The period of the classes would be one year full school time, and the apprenticeship period drawn up to fit in with the school curriculum.

(e) Employers would undertake to receive apprentices properly educated.

(f) The system would be made self-supporting.

The advantages of prevocational classes in the printing industry

1430. Would you allow a boy credit for the time spent in the classes, as against the period he would otherwise have to serve? We would say no, the period of the prevocational period would be an amendment of the Federal award.

1431. You do not think the prescribed period is too long?—No, not a bit. To show that the employers' classes and apprentices would not be so easy as at present, and a place in it would be more valuable.

1432. A boy who had been receiving some tuition at the classes before entering the industry would not be entirely "raw" and would have to get up to a higher level. Yes, and it would be a far better and much needed improvement for the whole industry.
The present apprenticeship classes at the college are on only a second time basis. If the instructors were employed on full time, they could undertake instruction of pre-vocational classes to work in this association.

In Adelaide and Sydney some attempt has been made to provide pre-vocational training. An outline is handed in for information.

1435. Yes, I will read that. I see there is a printer's trade school in Adelaide. Have you seen that?

1436. I should have been interested to know what comparison you could make as between Perth and Adelaide in that regard. In Adelaide they are only just playing with the subject of pre-vocational training as a matter of what would be necessary.

1437. But compared with what you are doing; you think they are doing better there?—From information received from the master printers, we find that their apprentices are not very well prepared for the trade. They did not know that the scheme existed; we had to find out from the unions that these classes had started. The association officials did not know that those boys were getting some education.

1438. Is this the trade school where the apprentices receive instruction?—No, this is not what you saw.

1439. Is this safety education also?—No, this is not what you saw.

1440. These (produced) are the schemes to which you refer in your letter.

1441. Well, this, a resume of the conditions relating to pre-vocational training in the printers' trade in South Australia, becomes Exhibit No. 26. You also referred to a letter sent to Mr. M. Chapppell by the New South Wales Master Printers' Association; who is Mr. Chapman?—The secretary of the Master Printers' Association here. He is now present.

1442. Well, that letter, dated the 28th February, 1936, becomes Exhibit No. 27.—That will illustrate to you how long we have been trying to get somewhere with this question.

1443. I notice they say in this letter, "Fortunately the necessity for the scheme is now disappearing." Do you not think that is fortunate at all?—No. We had an opportunity in getting all those schemes started.

1444. Has the industry considered setting up its own schools?—I do not think so.

1445. Is it done anywhere, for instance in America?—I do not know of any instance.

1446. Has the industry ever made any contributions to the technical education of apprentices?—They have not made any but they do make prizes available and donate literature to the classes and take a practical interest in the work. There have been offers of plant to the Technical College.

1447. I wonder whether, if instruction is to be intensified, the industry could do anything towards helping the cause?—That question has never been raised.

1448. The reply of Mr. Chapman might justify the payments you would make?—I do not know quite what they could do. We have liased our members from time to time for extra assistance, but I think the feeling would be that it is one of the States best Equipped to carry out the extra technical education of tradespeople. If it were to be done in one industry, it would be necessary to do it in very small steps.

1449. I am not suggesting that you should pay for the lot, but, where urgent improvements are needed, perhaps the industry could help.—We are going into the matter now as to where we can assist. The buildings at the Perth Technical College in which the printing classes are held are totally inadequate, merely little tin sheds.

1450. I do not know what it would cost to bring the instruction and equipment up to a standard adequate for the needs of the industry.—We have a sub-committee acting at present to co-operate with the Technical College and to advise what would be required to bring the classes up to date.

1451. When will that committee report?—I think we might furnish you with that information.

1452. Looking at the New South Wales letter again, I see it was purely a scheme to last during the depression.—Yes.

1453. That seems to justify their statement that "fortunately the necessity for the scheme is now disappearing." You were using the letter as an illustration of what should be done?—Yes. There are one or two aspects to which I am another exponent should like to refer—as an ex-president and an original member of the Perth Legacy Club. We have been watching the youth position carefully from the employment standpoint. The big difficulty experienced there has been the detrimental effect of the basic wage operating when a junior worker reaches 21 years of age. We feel that it would be to the advantage of youth if the matter of time were taken into consideration, just as under the apprenticeship clause. Under that clause it does not matter what age a boy is; it does not affect the wage he receives. He receives a certain wage because of the number of years he has been apprenticed. I do not think the majority of employers would take advantage of such a position. Quite a number of boys, on reaching the age of 21, are thrown out of employment. A parent may desire a boy to receive a little better education than usual; yet the boy must be taken from school in order to get him into the trade. He is not adequately trained by the time he reaches 21 years, and will not be liable to be dismissed. If a parent makes a sacrifice to keep a boy at school until he is 17 and then tries to get him into a job, it is almost impossible. We of the Legacy Club who look after the children of those who have died as a result of war service can make an appeal to the sentiment of the nation, but even so we experience difficulty in placing these lads. I do not think any great hardship would be done if lads were enabled to get a little higher education which would better fit them for life, and still not run the risk of losing their opportunity in life. At present, the youths labour under a severe handicap. I have been chairman of the Empire and Local Shoppers Council for a number of years, and a member of the Local Radio Industries Council, and of other organisations whose object is to push the sale of local produce in the position to judge what we have been able to achieve from those campaigns over the years. You who are looking for opportunities for youth will have realised that there are only two fundamental avenues for the placing of boys, namely in primary production or in industry. I do not suppose you can assist to any marked extent the employment of youth in primary production, but I think you can help greatly in the matter of secondary industries. It has been stated that we have not got very far with our secondary industries. I read the evidence of one witness to the effect that this was apparently due to the inferior products of Western Australia.

1454. I think perhaps his remarks were misinterpreted.—I believe they were.

1455. I do not think the witnesses made such a sweeping statement. He said that had been a drawback. It is difficult to make any remarks on this subject without being misinterpreted. One would not damn the whole of industry in one fell swoop, but still one must admit that in the past there has been a lack of supervision over the quality of some of our products! I admit that.

1456. You must also admit that when a product of inferior quality is turned out it is public as well as the manufacturer are justified. It is hard to live down the bad reputation that has been formed. Some industries have suffered from this disability!—I agree that in the past Western Australian secondary industries may have had difficulty in competing with their products. The result of some inferior products, but to-day, as a result of the work of the Industries Department and the various committees actively interested in the matter and the manufacturers learning from experience, I can assert that the condition that has existed in the past will be much improved by the introduction of appreciably better products.
1457. Why do not manufacturers take advantage of the grade mark system in force in this State? In 1920, the Government passed a law permitting manufacturers to put a grade mark on their products. If a local manufacturer can get a grade mark put on his products, the hall mark of standard, one would think it would be to his advantage—I cannot understand why they do not use it.

1458. You are aware that the system was inaugurated?—Yes, though I do not know much about it.

1459. Suppose the public were educated in loyalty to buying Western Australian products, that they were shown a list distinctly a Western Australian product, and that the product bore a mark certifying that it was of first grade quality, surely that should be an advantage?—Yes. In the past there was a natural prejudice and that still exists to a limited extent, though we are breaking it down by the excellence of our products, and by propaganda. I note with satisfaction that whereas previously the fact was not stated prominently, most manufacturers now are stating that the products are those of Western Australia.

1460. No doubt the quality has improved on every hand—better, for instance?—Quality throughout has improved. I was one of a party who had occasion recently to go to the goldfields. There we had a weak link in the chain in consequence of the enormous quantity of Eastern States products taken to the goldfields. The goldfields people were really closer to the Eastern States then. When we arrived on the goldfields, we found the people unresponsive. However, we formed a local committee and interviewed a number of people. The local committee got busy, and two or three factories were held, in Kalgoorlie and Boulder. The result was a swing-over to local products. There had been a lot of misapprehension or misunderstanding in regard to the matter. Once that was broken down, we found the people of the goldfields as pleased to have the products as if not more than the people in other parts of the State. It has been suggested that in spite of the propaganda we have not got very far, but at a recent meeting I was pleased to hear the results of our efforts at Kalgoorlie. Boulder, at any rate. On the goldfields there has been a much greater consumption of local products. The Railway Department report bigger freighters to Kalgoorlie and Boulderers report much larger turn-overs. The figures are available to show that we are getting somewhere. I have the latest figures from the Industries Department showing that whereas in 1930-31, there were 15,621 employees in factories, excluding mines, in Western Australia, in 1934-35 the figures were 18,334.

1461. I have those figures. I suggest that, taking the long view, this is the best chance for youth from an economic point of view. We ought to undertake work to get people to buy our own products. Business people in Perth will tell you—and I know it to be true—that at present we are experiencing a mild local depression, due to the fact that the enormous amount of money is continually being sent to the Eastern States for products which could be produced here. The equivalent is not being made good by Government money coming in for works. Until we overcome this difficulty, industry will not be able to employ as many youths as we desire it should. I think that is the secret of the whole problem of youth employment.

1462. You want some means to overcome bias and prejudice?—Yes.

1463. Some means to ensure that the public are getting a good product, and to develop a local product conscience?—Yes.

1464. So it seems that you want somebody or some organisation on the job all the time?—Yes. We find that the organisation acting as a iniennial throughout the State is the Returned Soldiers' League, which has local committees. We have 300 committees throughout the State which are assisting us through the Empire Shopping Week movement.

1465. Has there ever been suggested a scheme of co-operation in this respect?—Yes.

1466. It has been suggested that manufactories are not laid out in a way best calculated to keep down the costs of production. I am wandering whether you, as a member of the council, can offer any opinion on that?—I have seen a number of the factories in the State, and I admit that they are not working efficiently. Taken generally, however, the factories in this State are well conducted. If you could call in the assistance of the Federal Council of Industrial Research, and suggest that that body should give advice, that advice might prove of value; but I do not know whether that Federal Council gives such advice.

1467. Is there anyone here who can advise me the layout of a factory and the machinery to employ, and how best to get results and reduce costs?—I think a manufacturer has to carry out his own investigations. A man trained in the industry in which he is engaged should know his own business best.

1468. There is no doubt there is a big field in the State that could be exploited so as to absorb the labour, if a local market were captured. You would then have no difficulty in regard to employment. There would only be difficulties of control and organisation. The remaining public are not using local products in the extent that they should. There is room for a very big push, because at this stage the right atmosphere is here.

1469. I have been struck by the possibilities in this field, and I would like to see worked out some means of exploiting it. It is no good laying down a bald proposition?—Yes, that is something that will give a lot of us a lot of food for thought.

1470. Very often you can think of a good proposition, but the difficulty is to carry it out. I do not see why this should present such great difficulties. There is certainly a vacuum that needs to be filled.

1471. Reverting to the apprenticeship question your opinion is that the limiting for five or six years is not too rigid?—Well, not at all. You cannot adequately train a boy in a shorter period.

1472. When you have had a number of boys been able to deal with him?—Yes.

1473. Without any difficulty?—I do not think we could have ever had any difficulty in the court; it has been done by mutual consent. If it comes to the stage when a boy wants to get out or the parents want him to get out, the employers are glad to rid him, then the difficulty is experienced.

1474. By the COMMISSIONER: How long have you been in the trade?—Approximately 20 years.

1475. Have you had many apprentices through your hands?—A good many. We have always taken those who applied.
we were allowed to carry. Only recently have we been allowed to have any apprentices. That came about under a gentleman’s agreement with the union that if we paid the journeymen a certain price for our apprentices, they would not be arbitrated by the Court. They would be merely semi-registered.

1476. Why could you not have apprentices?—They could not have apprentices in the electrical fitting and in the case of wiremen. That was forgotten either conveniently or otherwise when the log went before the Arbitration Court, and the wiring section was never included.

1477. What is your section of the trade?—We embrace the electrical wiring, fitting, installing, etc., etc.

1478. Then apprentices were allowed in certain sections?—Some in the electrical fitting, but not in the electrical wiring or installing.

1479. And it is only recently that they have allowed us to take apprentices?—Not on the premises, but the firms in the suburbs were allowed.

1480. Apprentices were recognised in one section?—In the electrical fitting but not in the installing. The electrical fitter is one who makes up switchboards, winders, motors, etc. The electrical installer does the house wiring or the wiring in big buildings. There are two different rates of pay.

1481. You intended your words to apply only to the installing portion of the trade?—Yes.

1482. You have some remarks to make on the system generally?—Yes. To prevent any appearance of my bowing down to any pressure, we took just about two or three firms yesterday. We met at Mr. Cheflin’s office. The feeling seemed to be that those who were able to take on apprentices did not like to do so because they were not allowed for five years. They could not always see that there was that amount of work ahead of them. Furthermore, the boy would be liable to play up during those five years, and they did not feel it was right to do it deliber-ately. We have five years in which to learn the trade.

1483. In what way would they play up, besides giving check?—They would not give their attention to learning the trade. We have always had a large number of apprentices through our hands in the electrical fitting, and later in the installing, but we can only trace where three have stayed in the trade. The others were either incompetent or would not devote their attention to learning. Those have turned out we have hung on to. One was put in charge of the electrical appliances on the Wilson mines, another started on his own, and the other is still with us. The feeling yesterday was that a board should be created from which source we could draw our boys, or to which we could send them back if they proved themselves shirk in their work. The larger firms would prefer to hold the boys all the time. If the boys did not devote their time to the work and attempt to learn it, we could then turn to the board and say, “These boys are not fit.” At the present time we have two apprentices. We do not think they will ever become craftsmen because they will not devote their attention to the trade, and will not learn.

1484. Is yours a trade connected with which there is no board of reference to which disputes regarding apprentices can be referred?—I do not think it can be done. We are members of the Employers’ Federation. We applied to them for direction in the matter, but we were instructed that we would have to put up with the position.

1485. You are working under a State award?—Yes. And we found that the awards in some industries provided for advisory boards, or boards of reference, which could deal with disputes regarding apprentices. You do not think there is any such provision in your case?—I think not. The Employers’ Federation told us we would have to put up with the situation.

1487. If a system were evolved whereby you could make a complaint if an apprentice was inefficient or disobedient, and could have his indentures cancelled, would that be satisfactory?—I think everyone would then take on apprentices without hesitation.

1488. Suppose also provision was made in your trade whereby two contracts on hand or work to do, you could have your apprentices transferred or the indentures cancelled?—That would be satisfactory, but we are advised by our solicitor that such contracts will not take on apprentices, chiefly because they fear they may not see 12 months work ahead.

1489. If provision were made whereby, in the event of the employer having no work to do, the apprentice could be transferred, would that be satisfactory?—Yes. The provision for two contracts would be applicable in our trade or applicable to it. We have had our men scattered from Wizzeron to Albany and Men-ries. You may have two journeymen on two jobs and the balance of the work would be done by the apprentice. You cannot send the boys away. They would be required to do town work, or armlay work and so on. According to the union, if a boy is sent to a shop and is not an apprentice, we are liable. We are forced into the position that we cannot employ boys as shop boys or errand boys, because sometimes they will have to pick up a tool or do some little job that could have been done by the apprentice. They have to be apprenticed. A boy may help a journeyman in Subiaco and get the wires down from a wall. He may then go from there to Mt. Lawley and liv up the afternoon at South Perth. That boy does not see the job right through, and also loses two or three hours a day in travelling. We should be able to have one boy to each journeyman. This would ensure that the boy would see through the whole job, would be better trained, and at the end of five years would be a competent man, instead of, as at present, having to get further experience for another four or five years before he can be employed anywhere in a permanent capacity.

1490. Have you a shortage of journeymen?—Yes. We have tried to estimate that shortage?—But only by advertising in the paper and finding that we cannot get them. A journeyman, a young man, went to the Western States recently looking for men.

1492. How long has that been the position?—We have always had that difficulty. Even during the depression we were short of men. Since about 1927 or 1928, the shortage has been very noticeable.

1493. Who fixed the quota of one to three?—I understand the union did nothing about it.

1494. But you would have had a say in it, and it would have been done by conference?—I do not know. I have never been asked to attend a conference.

1495. You are satisfied with the quota of one to three?—Yes. We do not think that the men are being trained. No one is being trained to come on and take the place of others. A fool serves for five years, but we find that the boys do not always follow up the trade to which they have been apprenticed. They may drop out. Therefore, we do not always get three tradesmen from three apprentices. A boy starts at, say, 10, and in five years he is 21. He is not sufficiently experienced at 21 to get a permanent job, and he therefore knows about until he is 30. He may then be a competent tradesman, but at 40 he is probably looking for a poul-try farm or a caretaker’s job, either of which means dropping out of the trade.

1496. Have you approached the court to get the ratio altered?—We are in the Employers’ Federation. We have always been ready to take on more apprentices.

1497. If you can show that the trade can absorb more, you may be able to make out a good case for that?—We can show it in this way: Quite recently we have refused to quote for many jobs. I do not know if any local firm tendered for the electrification of the forts, but we did not tender. If we get an inquiry to tender, we have no fear about getting the material required, but our fear is that we are not going to get the men to enable us to do the work. The shortage of men is the first thing that comes into our minds. We cannot get a fair amount of switchboard work. A good deal of that work used to be done in the Eastern States. Our big boards went to Ballarat and other similar places, and they were always satisfactory, and the British General Electric and other firms have placed their business with us. Yet we cannot continue on and give them their plant in the limited time, because we cannot get the men who are required.

1498. Do you think your boys are going over to the new radio industry?—Definitely not. I do not know of one such instance. We lose sight of them altogether. They appear not to remain in the trade. Where they go to we do not know. Owing to the limited training allowed, they are not efficient. Of course if they are keen on learning, they will be efficient.

1499. What do you mean by an unlimited way in which you are allowed to train them?—When we have only one boy, he is from pillar to post and does not see a
job right through. He goes to the Technical School, and an electrical installer is there given work which is really some sort of an electrical fitter, or even above that. The boy does not get what is of very much help to himself in his particular trade—I am thinking of installers particularly now. The boy seems to be in the dark, getting the technical stuff that is required. We try to give the boys as much time as we can, but owing to the shortage of men we have all we can do with our costs off to keep the shop going. We have night-time. We cannot afford time to give to the boys. One firm suggested yesterday it might be a good plan if the firms were allowed to have more boys, and if journeyman or the loss stood off and gave the boys instructions on the job.

1509. I take it that most of you have your full ratio of apprentices to journeymen?—My firm has, but the other firms have not, because they have been afraid of not getting sufficient work to keep apprentices for the 12 months. The larger firms have their own full complement, but the smaller firms have not. If we advertise for a boy, we get a lot of replies from boys who want to do the shop work and not go near the work at all. Nearly all of them come in, and say, "I have been so many months in another firm, which really means that they have been working outside the Act. However, there is not sufficient work to keep them on for 12 months. It is a shame. The boy has put in nine or 12 months of his life, and then if there is not the work for him, he is dumped. We advocate one to one, because we feel that is the only way in which we shall get tradesmen. Tradesmen from the Eastern States are not sure what the position is over there, but I understand the industry is more or less up against a shortage, though not quite so badly as we are. In the East the firms pay all their men nominal wages, in order to keep the boys. Our journeymen are paid above the arbitration award rate so as to hold them.

1502. I think what you have told me covers the items in your notes?—Yes. I think everything is covered now. However, there is definitely an opening for boys in the electrical trade. It is only the conditions in which we now find ourselves that lead to their not being employed.

1503. What about the question of selection of boys? What selection do you make before you take a boy on? The point has been raised that many boys get into trades for which they are not suitable, but can your industry do anything to select the right type of boy for the trade?—Yes, we do; but we have come to the conclusion that it is not possible. We usually get a boy on as shop boy. Of course we have the ordinary wage, in order to keep the boys because there are no apprenticeship vacancies coming due for two or three years; but if there is an apprenticeship vacancy falling due and we have a promising shop boy we say to him, "All right, Bill, we will apprentice you. Go home and ask your parents what they think about it." Then the parents come in ereurnished. Bill is put on the three month's probation that is allowed, and he carries on in a manner that is not interfered with; but the moment the indentures are signed, Bill changes remarkably. If we could hold the fear of dismissal over the boy the same as before, Bill would continue to be a good boy. We send the boys to school in the ordinary way, and whether they pick up cobber there and get into bad habits we do not know. But they seem to lose all initiative the moment they become apprentices. They seem to go to sleep. The reports from the Technical School are an insult to anyone's intelligence. Those reports usually state, "Conduct good, attendance good"—the number of times they have attended is stated—and there is another item which is usually marked "fair" or "good." The possible number of marks is fifty, and the boys might get 48. Usually the biggest deduction we get has been the highest marks. I have the reports in the office, and can show you the figures.

1504. Are not periodical examinations held?—I understand they are.

1505. And are not the examiners supposed to be representative of the employers and the employees?—Yes. It is a thing we can never fathom. The electrical fitters section is on the job by a representative of the union and a representative of the employers, but the electrical installers get no examination at all. It is the electrical installers that give us all the work and it is in that direction we are really short of men.

1506. The comments you made a little while ago were addressed to the installing section, were they not, or were they addressed to the fitters?—They nearly always apply to installation, but they apply equally to the fitting section. In the electrical installation section, the lad gets away with the journeyman, who may not always be the right type for the boy to associate with; and it may take you three or four months before you find that out, and then the journeyman has damaged the boy.

1507. In your notes you use the term "improver." Do you mean improver in the strict sense of the term?—Yes.

1508. The improver is not favourably regarded by the craftsman as a rule. Do you mean an apprentice whom you can get rid of if he is not good?—Yes, I mean "improver" more in this sense, that instead of having an indentured apprentice you have someone who, if he does not shape favourably, can be returned to the board. We do not want to throw boys on the world after two or three years.

1509. That would be a bad principle, you agree.—Absolutely, and that is why we suggest the board. We do not want to be in a position to say, "Bill, you are blacked, out you go," and that to be the end of it, except that any firm ringing up about the boy is told that he is unsatisfactory. The board would quickly see on the job whether the boy was showing signs of not showing promise.

1510. You agree with the principle that practical experience should be continued as far as practicable?— Absolutely, and that the boy should put in more of his own time at the school.

1511. The term "improver" rather conveys what you did not mean to convey?—Yes.

1512. I would interpret "improver" as meaning a man who accepts a low wage to learn the industry and is under no obligation but can be put off in a week or two, just as the award provides. Summed up, your proposition is that there should be a board to which you can go for redress if any objection is made because the boy has no interest in his work, a board to which you can go if you find that you cannot carry out the five-years apprenticeship?—Yes. It really boils down to this, that you cannot make a contract with a boy, because he does not understand it. You must have the fear of dismissal in order to obtain results.

1513. What is your chief complaint in regard to boys out on jobs? Is it that they loaf or do the work inefficiently?—They do not seem to try to learn. They are not working at all; we do not know where they have been on their own time. The boys do not have practical education, and there is no supervision. We cannot interfere with the schools, and the boys have not a proper education. In the shops, they have no responsibility. When you think of the three or four years a boy is attached to you, and there is a great waste of money; the system is not working.
think those men follow the electrical side. They get a little more money as having something to do with the machinery.

1515. What is the first margin over the basic wage?—I do not know what margins apply. I think it would be £1 12s. 6d. at £12 12s. 6d., or £2 12s. 6d.

1516. That is the lowest?—No, I think that for the electrical installer it is £1 12s. 6d., and we pay £2. We are always 8s. to 12s. higher in our payments. There are a number of apprentices who serve their time, but they are not what you could regard as competent or capable men at the end of that period. We could employ them, and I do not think they really get the grounding that is required.

1517. Do you think that in most establishments the proper training can be given, even in the small shops?—Yes, I think the small shops are fair, because the man who is in business on his own in a small way must be fairly competent to enable him to remain in business at all. The boy would be with him all the time.

1518. So that in a small shop the boy would get all the knowledge that it was necessary for him to have?—Yes.

1519. You emphasised the lack of technical education. Do you say that they are not properly trained, and that after having served their apprenticeship they are not capable of being employed?—That is so.

1520. Then what do you blame for that?—I think a lot of the blame has to do with the boy himself. He will not devote himself to learn the trade. He accepts four hours per week in the employer's time to go to the Technical College, but he does not get up and going there for electrical installation, for instance. On the other hand, he may get instruction in phases with which he will not come into contact at all.

1521. But it does not blame the employer, does it?—Yes, I do not think they are catered for at the Technical College, particularly with regard to electrical installations. Such lads are driven from pillar to post and really become ruined boys. They are not on jobs to see them right through.

1522. Then would you say that before you could increase the ratio you would require to be sure that by putting some boys who you say are not fit to be absorbed in the trade under existing methods, would become employable?—We feel, rightly or wrongly, that if the fear of the sack were held over the boy, perhaps through a board, and that boy were required to appear before the board to say why he was sent back, we would get more good out of him. For instance, we have one boy who will not work amicably with one particular man. The moment you put the two together there is either a fight, or something happens on the job, with the result that the boy suffers and does not escape the boss, and so do the people for whom the work is being done. If that boy is put on work by himself he is all right, but put him with the other man, and there are troubles. We have approached the lad's father, but he does not seem to be able to do much with him. If that had had to go before the board with the other man, the fact that the committee know him, we feel that some good might come out of it all.

1523. You were advocating an increase in the proportion of apprentices to journeymen, but at the same time you say that a number of the apprentices, after completing their time, cannot get employment?—They can get employment in ordinary house-wiring. They get employment with 'spice' builders who run small cottages, but as for keeping young fellows in permanent employment on big jobs, it could not be done because the lads are not competent for the task. Too many dangers and perils. We have a lot of it to do with the boys themselves, because they will not devote themselves to learning the trade. Those who have set themselves out to learn have done very well for themselves. One of our apprentices, what with additional work and overtime, would average about £6 a week, yet we should be paying him only 14 15s. 6d. When we were building the lighting systems at the trotting ground, which was one of the biggest lighting installation schemes in Australia, we did not have an apprentice on the job as I could not put them there. The job was expected to last three months, and that would not entitle us to put apprentices on. On the other hand, we were paying from 20 to 30 tradesmen, and we knew many of the men were of a kind. We had three or four men only who were really capable, and they were made foremen in charge of the other men, some of whom were like the apprentices I referred to who were not suitable for the trade when they came out of their time.

BARON HARRY FRIEZE, Tailor, Perth, sworn and examined.

1524. By the COMMISSIONER: What are you?—I am a master tailor carrying on business at 144 William-street, Perth. I have been in business here for 25 years and at one time I was a large employer of labour in the tailoring industry.

1525. Have you had a very good apprenticeship through your hands?—Yes.

1526. You wish to make a statement on the apprenticeship system as you have observed it in this State?—That is so.

1527. What is your idea of the apprenticeship system?—For the tailoring industry it is perfect. That is my experience of the award delivered by the Arbitration Court in 1930-31.

1528. You are working under a State award?—Yes.

1529. What ratio of apprentices to journeymen are you allowed?—One to two.

1530. Are you in the order tailoring?—Yes.

1531. You say that for the tailoring trade the apprenticeship system is perfect?—That is so. I had 13 years' experience of apprentices before coming out to Australia, and I have had 16 years' experience as an employer of labour in Perth. At one time I was in control of two factories employing 100 people, but the war and other causes put an end to that. It would be suicidal for any industry employing skilled workers to do away with the apprentices unless it was the wish of the community to see the industry become extinct. After all, it is only by the employment of apprentices that the continuation of an industry can be assured, for if you do not employ apprentices it means that, in the course of time, the industry must become extinct. I know that the girls in the tailoring industry play rather an important part in after life when they get married and have children. I know a number of mothers of to-day who 35 years ago could not have existed, where they were taught to make baby clothes. For that and other reasons it would be better to retain the apprenticeship system than to lose it. We had a lot of trouble with the unions in 1929-30. There were several day strikes and a lot of irritation amongst. That was because we did not understand one another. As president of the Master Tailors' Association, in 1923 I received the idea of all getting together for the good of the trade in general and of the apprentices in particular. After three or four years of hard work by both parties, we arrived at a common basis on which we went to the court, where we put on paper certain regulations governing apprentices. Mr. Lynch has said that those regulations are the model in the British Commonwealth. Mr. Lynch has said that those conditions laid down in that when a child leaves school she becomes registered with the union.

1532. Are those regulations known as the 'Standard Regulations'?—Yes.

1533. Let me see the award, and I may be able to identify the regulations. Yes, these are the standard provisions?—Well, those conditions were the outcome of the getting together of the two unions. The child, on leaving school, places her name with the union secretary. Before she can be employed she has to produce a certificate from the schoolmaster, another from an oculist, and a third from a psychologist. With these certificates in order, the child is given a job, and during her three months' probationary period is registered in the Arbitration Court, after which an indenture is entered into by the parties. A syllabus was established laying down the work that the girl had to be taught during a period of six months. At the end of that period examinations are held by the Arbitration Court, one from the employers and another from the workers' union, carried out an examination to see whether the girl has been properly taught. If any child could not pass the examinations, the employer had to state the reason why. As a consequence, all the work is thoroughly efficient, and so could get certificates for their six months' work. If one of the children was found to be below the standard at the end of six months, she was given another six months to afford opportunity for her to reach full efficiency.
1534. Prior to 1907 there was no apprenticeship system in the trade?—No, but there were a few employers who were training their young workers. 

1535. Have there been a number of improvers in the trade?—Yes, it was very bad, and wrong in principle.

1536. How did their work compare with that of apprentices?—In those days an improver would be put on at 7s. 6d. or 10s. per week and kept on for 12 months, when he was actually taking a very good wage against other kinds of work. It was the thin end of the wedge for the production of a cheaper form of suit. To-day the improvers are called junior workers. It is only a form of the trade which is trying to introduce that sort of thing.

1537. So you have junior workers in your trade to-day?—No, they are prohibited in our trade and it is all working out very satisfactorily. Our one desire is to find work for the apprentices. In 1930, when we approached the Arbitration Court, we were given everything that we asked for. Our first appearance in the Arbitration Court. But in trying to establish a claim under that award, we found that the award was incomplete. Mr. Magistrate Craig, after hearing us, said, 'I know what you want, but unfortunately there is no intention expressed in the award, and therefore I must give a verdict against you.'

1538. What was the deficiency of the award?—There was in it provision for the classification of the making of coats, vests and trousers.

1539. Perhaps you can point it out in the copy of the award you have produced. Are the items for coats, vests, trousers, dress suits, etc, shown.

1540. What about the items 'Repairs and alterations'?—That would not enter into it. The court established the schedule in the award, and the idea was that everybody within the radius of 25 miles taking a measure had to make it to the schedule. The board, in their wisdom, omitted to mention the alteration. The result was that a decision was given against us.

1541. What was the case?—The Tailors' Association versus Gowland, 1932. A certain part of a garment was not made according to schedule, and we made a test case of it. We also took a test case against Charles Moore & Co., and failed, for the same reason. The only thing remaining to be done was to go to the Arbitration Court and get an amendment of the award. That is the principal part of my argument; the court could not give us the amendment.

1542. The award was made in 1909. Did you move too soon in order to secure an amendment?—Perhaps the document produced will explain the matter. I copied these items from a New Zealand award which declares it to be illegal for anyone to make a suit to measure unless it is made to the schedule.

1543. What do you mean by 'making a suit to a schedule'?—Do you mean according to specifications?—Yes, I mean that all the clauses in the award that have to do with the three clauses the court decided that it had no jurisdiction that relates to the matter of selling garments.

1544. I understand you were endeavouring to get the principle of finishing of garments not made in conformity with the award?—Yes, garments of which a measure had been taken.

1545. When you put an amendment to cover that type of person, you failed?—Yes, because the court decided it had no jurisdiction. Its jurisdiction affected only the trade in general; the sale of a garment was outside the court's jurisdiction. President Dyer, on the 13th June, 1932, said, if we have the power to deal with that matter, and I am not saying whether we have or not, your objective is to seek the help of the legislature by amending the Factories Act, and, if it is provided for in the Act, by having regulations made under the Act, in much the same way as they appear to have been made in New Zealand. If you cannot get your objective in the court, that does not close the door against you altogether.

1546. Who was making those goods?—All these measured goods are made in Perth by certain firms not complying with the provisions of the Act, and are made under unsatisfactory conditions. A lot of goods have been brought from the Eastern States, and are being sold as tailor made, although they are not tailor made.
the cheapest we could produce would cost about $3.10s. The reason is simply that thistles are made by machines, and ours by hand. They might have their advanced methods of sewing on buttons, but that does not count with me. If a man pays a deposit for clothes he should get what he is paying for. This, too, might be of interest to you: When the board delivered the order they said the first consignment was not right. They had not the words "Tailor made" printed in gold letters on the button holes. These words were afterwards removed and the words "Suits to measure" substituted. Those words may mean anything. You can pay six guineas, seven guineas or eight guineas for a suit made under mass production, and you would think you were getting value for your money. You would never think you were getting value if you were not getting good value. All that means keeping trade away from apprentices. I have told the Traders Hall people that if we could get what we wanted, we would be employing 1500 men in six months, no matter what it was or three years' time. It seems to me that there is something behind it all that prevents us from doing what we wish.

1563. In New Zealand to-day you can buy any kind of suit you want?—We have no objection to a person buying any kind of suit that he wants. If a man wants to pay $3.10s. for a suit of clothes he should be able to do so, but it would also be told that it is ready-made. The Chief Industrial Officer, Mr. Walsh, and his staff, would again be busy in six months, and you might as well do away with the Governmental department and have the manufacture of the trade not carried out in its entirety.

1564. You are regarding that there is no policing of the award, and there are no inspectors to enforce the award?—Yes. We want to enforce the award as we have to do in England. That is the main thing. As the clothing industry is smaller than the clothing trade industry, practical sympathy should be given to the tailoring industry. That is a tremendous difference. The amount of money the Government have had to pay poor people who are in the trade to help them is a tremendous sum, and it seems to me that that state of affairs should have to exist. We tried to get an assurance from the Minister that he would not be held responsible.

1565. That is another question. In New Zealand the award has never been in existence since 1926, and there has been no trouble. If a man wants a ready-made suit he buys it; if he wants a tailor-made suit he goes to a place where he knows he will get a really good job. There is no trouble. In New Zealand, the unions are the local men from manufacturing, but they have no effect on the tailoring section, because they cannot insist upon buying suits made to measure. Not since the award there has been no strike, not since the Arbitration Court said they were at fault. We cannot now compete with the Eastern States; it is practically an impossibility. In the Eastern States they have modern machinery, and in Victoria they have a most efficient clothing industry in Melbourne. In New Zealand we can give first-class work to any of them. In the tailoring trade, however, we are their equals.

1566. Are the operatives members of the one union?—No, distinct unions. One is the ready-made clothing section, and the other the tailoring industry. In the employment of workers there are certain firms employing about 35 and 28 workers making 30 suits a week. These are small goods to make an estimate of the making of 100 suits a week between 50 and 60 workers who would have to be employed. For each additional two additional workers we could employ in the trade the same amount. I am looking after what I want to-day. But unfortunately, for the reasons I have mentioned—Eastern States competition, etc.—the tailoring industry in New Zealand is suffering. There is a constant demand for the work. They pay the same wages as are paid in the tailoring industry, and 70% of the suits made under mass production. I believe that that state of affairs should have to exist. We tried to get an assurance from the Minister that he would not be held responsible. In 1932 I obtained particulars of the workmen engaged in the so-called shops. There were 111 engaged in making between 700 and 800 suits a week. We want to employ that number of suits. That is a tremendous difference. By the amount of money the Government have had to pay poor people who are in the trade to help them to live, it seems to me that that state of affairs should have to exist. We tried to get an assurance from the Minister that he would not be held responsible.
Murray's, said in the court: "We have been using the word 'tailor-made' for 30 years, and because of that we should be allowed to continue using it."

1570. It seems to me that such a word does not represent the nature of the article—Yes. I took Mr. Walsh with me one day to show him how things were working. He told me he had bought a pair of cream trousers for tennis at one shop for 2½s. 6d., but that after half-a-dozen wears the trousers had fallen to pieces. He then went to Charles Cogans, who said he would charge him three guineas for a pair of tailor-made trousers. Mr. Walsh bought those trousers eight years ago and can still wear them, whereas the other so-called tailor-made trousers could only be worn six times. In the case of the trousers made by Cogans, everything had been fortified by hand, the pockets were made by hand, the seams were done by hand, and the buttons put on by hand. If the Government were to pass the legislation I have suggested, it would immediately have a good effect upon the industry.

1571. I will consider what is contained in the extract you have put before me—Mr. Carter, Secretary of the Employers' Federation, on the same date as the President of the Arbitration Court made his remark, said:

I think I said at the original application for this board that this matter should be referred to the legislators of this country and not to this court.

Mr. Justice Higgins, in the High Court of Australia, also said:

A customer gives an order for a garment to be made specially. The order garments are dearer to the customer on the hypothesis that they mean higher wages. Suppose he is supplied with a garment not really specially made to measure but given out to a sub-contractor, and in fact paid for at lower working rates, the customer is defrauded and also

The Commission adjourned.

FRIDAY, 4th JUNE, 1937.

A. A. WOLFP, Esq., K.C., Royal Commissioner.


1572. By the COMMISSIONER: I understand you are a Master of Science of Melbourne University, holder of the Diploma of Education of Melbourne University, and Associate of the Australian Chemical Institute, and 1933-36 Australian Carnegie Fellow of the University of London Institute of Education—Yes.

1574. You have prepared some notes relating to youth employment and technical education. You may refer to these notes and read from them?—My prepared statement reads:

1. Youth Unemployment.—Although my office is described as Assistant Superintendent of Technical Education, my main duties are to act as Principal of the Perth Technical College. As this institution has a system of fees, the incidence of unemployment among the young people of the metropolitan area first presented itself in the form of application for exemption from fees. It became my duty to investigate the family circumstances of the applicants; and, in contradistinction to some evidence that has been given, I wish to state that I became impressed by the fundamental solidarity of family life. Parents or other adult members of families appeared to accept the idea of family responsibility, and their wages were used for the whole family when the parents or other adult members were unemployed. Again, this institution with an enrolment of over 4,000 individual students, is practically free from disciplinary troubles.

1575. That is a very good sign. It would appear that on the whole you get a good class of students at the school?—Yes. The students naturally come from that section of the community who are prepared to devote their leisure hours to improving their position. To that degree students come from the more responsible elements among the younger generation.

1576. Do you find that they are adaptable, and responsive to teaching?—Yes, the majority. Under the voluntary system you have a number of students whose educational attainment and innate ability are low, and who do not make that progress which we would like; but they do get some advantage out of the instruction.

In 1934 a small group interested in youth welfare met at the Y.M.C.A. each week to study the problem of youth unemployment, but the absence of any reliable statistical data made it impossible to base any conclusions concerning the matter. For this reason the census of Victoria Park was organized, with the aid of religious and social organizations in that area. The data is very incomplete, but did show that the problem was much more extensive than was indicated by the result of the general invitation to register with the local welfare committee for unemployment.

In England I was struck by the fact that in spite of the background of statistical matter obtainable from the Unemployment Insurance Scheme, there are similar difficulties.

In 1934 a census was made in Cardiff of all pupils who had left the primary or secondary schools during the preceding four years, in order to determine what additional centres for the training of unemploy- ed youths were required. The census was not
by the authority's school attendance officers, but
of 14,647 ex-pupils no fewer than 2,573, i.e., 11
per cent, could not be traced. The voluntary cen-
sus at Victoria Park indicated that 17 is a diffi-
cult age for the adolescent. At that age his work
can readily be done by a younger youth, and the
chances of losing his employment are very great.
As he approaches adult age, his services are again
in demand; but as soon as he reaches 21, he again
finds it difficult to retain permanent employment.

ANALYSIS OF THE 191 APPLICATIONS FOR TRAINING UNDER THE YOUTH AND MOTHERHOOD APPEAL
SCHEME.

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These figures are limited in value, not only because of
the small numbers, but because applications were
invited from a definite age range of 17 and 21, and also
in relation to specific courses. They do show, however,
that the age of 17 is a critical age, and that the prob-
lem extends into young manhood. They also show that
educational attainments increase the chances of retain-
ing a position. Of the applicants, 125, or 65 per cent.,
were below the 8th class standard; while, confining at-
tention to the 17 and 21 age ranges, there are 61 per
cent, below the 8th standard. Higher educational status
usually commutes that adaptability which enables a youth
to obtain and retain a position if it be available. Rais-
ing the school-leaving age is, therefore, one way of deal-
ing with this problem of youth unemployment.

1577. What do you think the school-leaving age
should be raised to?—Sixteen is the desirable age. As
I say later in these notes, in view of the fact that the
State confesses its inability adequately to maintain the
existing educational institutions, I consider that for this
State it would be better to introduce legislation making
part-time education compulsory on all junior workers in
industry up to the age of 18, but exempting from this
provision those young men who have continued their
education to the age of 16 and have reached a satis-
factory standard. But 16 is the desirable age.

1578. In your statement you proceed to make some
observations with regard to the position of unemployed
youth in Great Britain?—During 1935 and 1936 I had
the opportunity, as the Australian Carnegie Fellow at
the University of London Institute of Education, to go
into that matter, and I was enabled to travel through
the north of England and Scotland, to visit Wales, and
the southern parts of England. I studied the organisa-
tion and administration of technical education and,
because of my interest in youth unemployment, I made
the unemployed youth problem a definite part of my
inquiries. From time to time, whenever I was in any
of the depressed areas, I made unemployment my special
study. The present scheme in Britain for handling un-
employed youth is the result of a long process of evolu-
tion since November, 1918, when the problem first pre-
sented itself. In my statement I say—

The present British scheme for handling unem-
ployed youth is worthy of serious study in that it is
the outcome of experience of the problem dating
from November, 1918, when the large number of
unemployed adolescents disclosed by the returns of
the Insurance Commissioners caused an emergency
scheme of relief to be instituted.
The position caused much alarm because there was little
prospect of absorbing the youth. The energies of the
people were being directed towards the completion of
the war and, later on, to absorbing the demobilised
soldiers. In the circumstances, it was thought that
something special should be done. A Fund known as
the Lord Mayor's Fund was raised in London by public
subscription and from that fund out-of-work donations
were given to all youths who were prepared to attend
the training centres during the period of their unem-
ployment. To continue—
In February of 1929 the last centre under this scheme was closed as being no longer necessary. In September, 1929, youth unemployment again obtained itself and 76 centres were established under an amendment whereby 25 per cent. of the cost was borne by the central authority. In 1924 the Government found it necessary to assume responsibility for the welfare of the unemployed. Other schemes for dividing the cost were tried in subsequent years. In 1927 a National Advisory Council for Juvenile Employment for the whole of England was established, and in 1929 it is recommended—

1. The continuance of junior instruction centres to prevent deterioration and facilitate reabsorption of unemployed youths.

2. The establishment of centres and classes wherever numbers would justify such action.

3. That grants from the Ministry of Labour should represent 25 per cent. of the expenditure.

1928. In some instances they would be compulsory classes?—Yes, compulsory if benefit were to be obtained.

1928. In some instances they would be voluntary classes?—Under the Act it becomes compulsory, but England seems to have a habit of passing Acts of Parliament and not enforcing them. The various divisional employment officers complained that there was no one number out of the scheme who would not attend, but the Ministry for Labour would not take any action to make the youth attend. On the other hand, they were debarred from receiving any benefit under the scheme. That is in the Cardiff census, from which it was concluded that those not traced were those who were deliberately evading their responsibility to attend the industrial school. In the words of the Act, and in the words of the Act.

1928. You say later on, I think, that the scheme was worked to the whole youths from 15 years of age?—Yes. I point out—

In 1930 the Unemployment Insurance Act was amended to make young persons legally aided to take physical training or to attend instruction centres at the age of 14. The Act further admitted to the scheme all persons between the ages of 14 and 18. This scheme was to be ended in 1934, and the Act was further amended in 1932 to make the scheme universal. The school-leaving age at that time 14. The 1930 amendments to the Education Act make this age 14.

1931. What persons would not attend the school deburred from benefit under the scheme?—They are required to work for sufficient time to enable them to earn a sufficient number of credits to be able to secure the benefit.

1931. So there is a penalty if they do not attend the classes?—Yes. To continue my statement—

The present regulations provide for four principal activities, namely—

2. Educational training of unemployed youth.
3. Transfer of juvenile labour.
4. The earning of credits by remaining at school beyond the school-leaving age.

With regard to the choice of employment, I have made the following remarks:

The statutory school-leaving age is defined as the date of the end of the term in which a boy or girl reaches the age of 15—it was 15 in 1931—and as long as he is allowed to leave during the term. The drift from schools during the term is thus avoided, with subsequent increased school efficiency in organisation, as well as permitting economies to be made. This made it obligatory for local education authorities to provide instruction centres and pay 25 per cent. of the cost. The Act further admitted that the age of 14 and 18. The injury to the scheme of respect for employment for youths between the ages of 14 and 18. The Insurance Act was further amended in 1934 to make the scheme universal. The school-leaving age at that time 14. The 1930 amendments to the Education Act make this age 14.

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N.B.—The aim is not vocational, but "is to give the boys and girls a chance, to develop their minds and fingers active and alert, and their bodies fit, to teach them something that will be of real use to them, whether at home or at work, and without trying to train them for specific occupations, to give them the type of manual and mental instruction that will help them to become absorbed or re-absorbed into employment as soon as an opportunity may occur."

(3) Ex-school pupils are provided with special courses at technical and other institutions.

(4) Attendance: In 1934, 113,500 boys and girls passed through the centres, the average number in attendance being 18,000.

1589. They passed through the centres. That does not mean that the full number obtained employment?—Yes, it does. They stay in the centre until they do get employment. The average stay in the centre is about three months. What happens is this: the best in the school are combed out and immediately allocated to jobs, and the rest remain until employment is found for them. The others are kept in the school during the term, but during the course of the term the centre is being depleted until the numbers are very low. My statement continues:

(5) Youths over 18 are given vocational training in adult training centres.

About this there has been much criticism, particularly from the craft unions. The idea is to give these boys special training in various trades under ordinary commercial conditions.

1590. How are they selected for the training?—Partly as the result of the residue from the classes I have just referred to, but I am afraid principally as a means of relieving pressure. That is, you have the young men and young women going into the social camps organised by various public bodies, such as Toc H, with the aid of grants from the Ministry of Labour. These young people have their interest stimulated in the camps in various occupations. At the end of two or three months they say to the camp supervisor that they would like to learn such and such a trade. They have the camp atmosphere. People may demonstrate their aptitude for one or another trade. At the end of six months, if a boy wishes to get into a trade, he is drafted into it. But a feature about it which I do not like as much as that of this entry is that there are training centres being part of a definite scheme, it seems to be so limited in scope that it is only the youths that have become derelicts that are brought in through welfare associations. I do not think that part of the scheme would appeal to Australians.

1591. I take it that the goods they produce are sold?—Yes, or used. The building and carpentry work, with the supervision of the centre, can be used for public buildings. The types of goods that are going to be produced in this way will be for medical examination at all hospitals. My statement continues:

3. Transfer Schemes.

Surplus youths in "black spots" of the depressed areas are being transferred to prosperous areas where there is a shortage of labour, provided that—

(a) The employment in the new area is likely to lead to permanent adult employment.

(b) The authorities in the new area arrange adequate supervision of leisure hours (all hostels are under such supervision) and the active co-operation of welfare organisations is sought.

1592. What are these hostels?—Just cheap boarding houses.

1593. How are they supported?—They are just a commercial venture. The owners are receiving 25s. per week per head. That question is contained in the next section of my statement, which reads as follows:

(c) Employers agree to pay the wages to the junior employment officer who is responsible for paying board, and pays an agreed amount of pocket money to the juvenile, the Ministry of Labour making up the deficiency.

1594. So the places where these youths are living are under supervision?—Yes, by the Ministry, with the aid of outside organisations. In 1934, 1,361 boys and 3,512 girls were transferred under the scheme. The rate of transfer in 1935 was much greater, but I am unable to state it.

1595. These placed on transfer, I suppose, were absorbed in industry?—Yes. Birmingham and Coventry were receiving large numbers.

1596. You said the employers agreed to pay the wages to the junior employment officer, the Ministry for Labour making up the deficiency. Will you explain that?—The boy would be earning 51 per week, but instead of his receiving it, it would be paid to the junior employment officer, and the Ministry of Labour would pay the board money and supply 5s. pocket money. So the not less to the State on that transaction is 10s. per week. My statement continues:

4. The Credit of Contributions for Continued School Attendance.

These regulations encourage pupils to remain at school pending suitable employment being found. Ten credits are awarded for each full year's attendance, 7 for 18 months, and 5 for two years. The effect is that when those young persons who have remained at school do make a start in industry and take out an unemployment insurance book, their accounts are immediately credited by the number of contributions earned by their continued attendance. They are thus able, should necessity arise, to draw unemployment insurance benefit that number of weeks earlier than would be possible otherwise.

1597. What would those contributions amount to?—They pay 6d, a week out of their wages. This is an attempt to have a voluntary raising of the school leaving age. My statement continues:

Advantages of the English Scheme are:

1. There is a continuous supervision of juveniles, whether employed or otherwise, until absorbed into permanent employment.

2. It provides data for statistics showing the absorptive trends of the various industries.

3. The "Choice of Employment" work is tending towards the "Decentralisation of Juvenile Labour."

4. Public interest is maintained by the employment of public-spirited citizens on the committees supervising different phases of the scheme.

Disadvantages:

1. There was no provision for medical inspection of pupils at the centres.

In some cases I noticed girls being given exercises which, in my opinion, should not be written. In other cases, girls at a place like Liverpool were running risks; it was possible for some of them on entering to be infected with venereal disease. The advice was vague; it was merely, as the case was put, so that you have a rigid medical examination at all centres." My statement continues:

2. There is always a residue in the centres of dull and retarded pupils for whom no adequate measures have been taken.

At Liverpool, some boys had not the ability to retain a job. They had sufficient sense of duty not to infringe the law. They would have to remain there until they were 18 years of age, when they would be transferred to the other scheme. With greater elasticity it would be possible to give these people a undecided form of training.

1598. What percentage were in that category?—About 3 per cent. of the numbers in attendance there. My statement continues:

3. The scramble for jobs is not entirely eliminated, as many employers prefer to recruit direct by lettering applications, or by other means. There is no obligation on employers to obtain their labour from the juvenile or adult labour bureau. Such a requirement is contested now, but its absence militates against the effectiveness of the choice of employment. It is for this reason that many of the largest employers have not appointed because of vocational guidance, based on psychological tests. They consider that unless there is a regimentation of labour on continental lines, vocational guidance should be reserved for the problem cases.
The School Leaving Age and the Part-Time Education of Workers in Industry.

The 1918 Education Act of England provided for part-time education for all youth employed in industry between the ages of 14 and 18. Steps were taken to develop this scheme during 1920 and 1921, but it was discontinued during 1922 because of the necessity for economy, and the opposition of employers. Educationalists have been fearful that this might delay legislation for the raising of the school leaving age for full-time education.

However, some of the day continuation schools were continued on a voluntary basis, as the employers found that the continuance of general education one day per week a definite aid in developing that which is necessary if permanency of employment is to be ensured for their workers. Cadbury Bros., at Bournville, are staunch supporters of this scheme, and have continually extended education for all employees up to 18, and voluntary schemes extending beyond this. At Rugby the Orders-in-Council making attendance compulsory have not been with foster and attendance at day continuation schools is compulsory in that area.

1599. Why in that area only?—Simply because the principal employers in that town, manufacturer of electrical components, used their influence to ensure that the Orders-in-Council are not withdrawn. As the Act has never been repealed, the Orders-in-Council have continued.

1600. Does the scheme of education in those centres apply by Orders-in-Council?—Yes. Education is administered by the local education authority. The local education authority, when required for the Orders-in-Council to be passed applying to that area. Rugby was the first one to apply for the Orders-in-Council. This education is compulsory there, but not elsewhere in England.

1601. I thought it rather peculiar.—It is. It is referred to as the statutory day continuation school. It is only possible because the large employers in that industry find it of great value, but the other employers in the area find the cost too high, and they think it is not worth their while for the employees to give one day per week in order to attend that centre and continue their general education. Since those employers are not prepared to charge with modern methods, I think the point is worth noting.

1602. The peculiar feature is that if you have an Order-in-Council for one district and several firms in that district working under those orders, attendance up to a certain age, there might be a defect inasmuch as other employers inside the area might employ labour from outside. No. Any employee within the continuity area of Rugby must attend a day continuation school one day per week.

1603. Suppose an employer within that area wanted an employee who could be obtained from outside the area. Could it be under the act?—But as soon as that employer went to work within the area, he would come under the Orders-in-Council.

1604. More pressure in the area makes him amenable to the compulsory provisions?—That is so. That is explained in a report I have on the day continuation schools. It represents a real difficulty that has been overcome by successive Orders-in-Council; the fact of boys being employed within the area makes them liable to attend the centre. Only employers outside the area are saved on condition that they employ inside the area compulsory. I think the employers outside are suffering an advantage.

1605. The employer outside might steal some of the best dressed young men and women from inside the area?—Yes.

1606. That is the disability of having the Orders-in-Council?

I visited several of the schools. The curriculum is general, but there is a realistic atmosphere created by the relation of school topics to industry and the fact that pupils are playing a part, and so are able to realize the significance of certain subjects which formerly might have been quite remote. When the apprentices are established, they usually act as junior instruction centres as well as day continuation schools.

Rugby day continuation school acts as a legal junior instruction centre. It is unusual for any juvenile to remain in the school for more than one week before being placed in employment; the prosperity of that district is so great.

In my opinion, while so many existing educational and other social service plans are being inadequately maintained because of shortage of funds, a general raising of the school leaving age is not practicable at present. An extension scheme is needed for the Orders-in-Council that English 1918 Act would not be so costly, and could be made to function as centres for unemployed youths also.

The disadvantages to industry employing youths are those of part-time education, which are bound to apply to the part-time system. The employers who have entered into a contract of employment for the raising of the school leaving age to 18, are bound to see that education is received as in England.

1607. What would you say to a scheme that combined the principle of raising the age and the principle of compensation to attend part-time after a specified age? To put it more concretely, raise the age to 18 and compel the unemployed youths to attend part-time courses after 15 years of age?—This is just as necessary as the principle that the youth in employment should also be required to continue his education.

1608. Whether he is an apprentice or simply a junior worker?—Yes. In this State particularly, it seems as though a parent who tries to do his part by his boys and girls by sending them to a secondary school until they reach the age of 16 has a real difficulty in establishing them in a position. I think Professor Fisher suggested that the unskilled jobs and the work of a rural nature should be made difficult to enter. I think that is very sound. Applied to the problems of the juvenile, I think there should be definite advantages against the employment of juveniles—boys from 14 to 16 years of age for employment in a manner that the employer would have to send him to a school one day per week. Therefore it would be worth while paying the extra money, as is done, to a boy who would be exempt from any requirement to attend a school.

Apprenticeship.—Nothing so far, as far as I know, has been advocated with regard to apprenticeship. The Government is sending six months to engineering in the next instance. They are now in the stage of a four-year apprenticeship.

1614. So would you have control of craft apprenticeships for four years?

A. Yes.

In England, whilst that of female learners was given 60%, while that of female learners was given 60%, the number of male apprentices was 4,110,000. Learners are confined principally to the textile trade, and usually terminate at 18. In other respects the conditions are so different as to make comparison inapplicable. It was found that a large proportion of the apprentices and learners working either under verbal or written agreements instead of written agreements, there was little evidence of hardship through this elasticity.

1619. Where do you see the distinction? Are you referring to the apprentice who serves his apprenticeship at 18 and is employed as a journeyman, whereas a learnership starts at 19 and is usually for three years only. It makes a shorter term of apprenticeship.
1610. That is all it amounts to?—Yes.

In an English works an apprentice may be placed in practice, but him to undertake work not to be placed on production work as early as possible. In certain technical colleges, as at Leeds, a 'works' school is conducted for the benefit of small employers. In those schools the employers who are not capable of doing productive work is regarded as the function of the employer. In England technical instruction is carried on, but in the Continent, set out to teach a trade. This is regarded as the function of the employer. The school teaches the science, art, and mathematics underlying the trade, and in many cases practical trade exercises are given, not to teach the trade, but for the purpose of illustrating principle.

1611. It is the case that in certain cities such as Leeds the boy is educated for the benefit of small employers. Who supports the school?—The local education authority, which would be the local municipality. It is considered to be a service to the ratepayers.

1612. I suppose the funds are raised by rating?—Fifty per cent. of the finance of the local education authority, which would be the local municipality. It is considered to be a service to the ratepayers.

1613. It is not necessary for them to have a specialised knowledge of the craft in which they are interested?—No. In the English system apprentices are specially regarded as being required to work not only in the fitting shop, but the turning shop, the machine shop, etc., and to spend six months in each particular shop of the industry. Such apprentices are frequently described by reference to the industry for which they prepare, namely, 'engineer apprentices, building apprentices, etc.' These are being trained for apprenticeship, instruction, planning, and supervisory work.

1614. Such a man would not be a craftsman?—He would have to learn enough of craft to enable him to control craftsmen, but he would not have served his three years' apprenticeship as a fitter.

3. Student apprentices who are being trained for administrative positions.
4. Research apprentices—University graduates who are required to serve a term in the Works Laboratory before being admitted to full status.

In England there is a steadily growing number of employers who voluntarily allow apprentices, particularly those in the second category, to attend a technical education college a day a week. These employers consider it their duty to do so, but also feel that their business should also be made similar sacrifices in respect of their responsibility for the training of their apprentices.

Mr. Lynch has already referred to the fact that in Western Australia many unsuitable apprentices are trained in schools because employers do not always wisely select their apprentices. The larger firms have specially trained staffs for this selection work, but the smaller employers still engage on the haphazard basis that exists in Australia. The French system of "apprentissage" makes it a boulanger his apprentice to be selected and train his apprentices in accordance with the policy of the State. The industrial situation of France after the war was such that it was considered necessary to train the individual in the State to its maximum if prosperity were to be maintained. In July, 1919, the "loi Arreton" was passed. This compelled every employer to release his young workers during the ordinary working day for not less than four and not more than eight hours a week in order to attend compulsory school. Any employer who applied for an exemption were granted where the works made their own provision for instruction. This law imposed so great a strain on the public services that in 1925 the taxe d'apprentissage was imposed on all employers paying in wages more than a total of 10,000 francs per annum. The rate of this tax is at present 0.2 per cent. of the total wage bill, but it is fixed by the Ministry of Labour each year. Its total product is about 160,000,000 francs which must be devoted to the maintenance and extension of full-time schools for apprentices, part-time vocational courses, national vocational schools, and vocational guidance services.

1615. Does that furnish all the funds required for the purpose?—The State still continues its quota, namely, the amount it formerly expended on this work.

The employer, while retaining perfect freedom of action, may earn remissions of the tax where he is able to satisfy the Director of Trade that his arrangements for selection and training are satisfactory. For example, remissions of the tax may be earned by—

1. Recruitment of Apprentices:
   (i.e., Selection of most suitable applicants, in conjunction with vocational guidance and selection, and also recruiting a sufficient number of apprentices) . . . . 5 per cent.
   2. Workshop Apprenticeship:
   (a) Ensuring a methodical workshop training for all the apprentices to look after them) . . . . 5 per cent.
   3. Vocational Instruction:
   (The creation of a school for part-time vocational courses regularly attended by his apprentices) . . . . 20 per cent.
   4. The Certification of Suitably Qualified Apprentices:
   (i.e., if the majority of his apprentices are certified by gaining the "certificat d'aptitude professionnelle") at the end of the year. . . . 10 per cent.

The 10 per cent. is linked up with 5 per cent. the employer earns for recruitment.

1616. Are the remissions taken advantage of?—Yes.

The result is that in order to obtain the maximum reductions, the employers combine together to conduct these trade classes. They consider they can conduct their own trade schools at a cheaper rate than by paying the 20 per cent.

1617. That leaves it to the State to police the system through the schools?—Exactly.

One consequence of this tax and its remissions is that it is in order to gain the maximum reduction, employers in some cases conduct trade schools, either through their trade association or a Chamber of Commerce. The Paris Chamber of Commerce conducts 14 schools for the purpose of instructional training of workmen. Moreover, this tax has contributed greatly to the interest taken by industry in technical education. In the industry in the technical schools has been brought to a focus by the setting up of a body of industrialists consisting of about 600 employers and an equal number of employers, and the taking over of the schools and vocational courses throughout the whole of France.

Limitation of Apprentices:

An unlimited appointment of apprentices would be unwise. Industry is continually changing, and the training of unlimited numbers would mean that a large number could not be absorbed as journeymen, and the rigid system of apprenticeship training would interfere with the requirement of that adaptability which should be the aim of our
TABLE SHOWING THE TOTAL COST IN 1931 OF VARIOUS FORMS OF EDUCATION (EXCLUSIVE OF BUILDINGS) AND THE COST PER HEAD OF THE POPULATION.

<table>
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<tr>
<th>State</th>
<th>Population</th>
<th>Cost (£)</th>
<th>Cost per Head of Population</th>
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<td>Primary:</td>
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<tr>
<td>New South Wales</td>
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<td>Queensland</td>
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1618. On the subject of education by correspondence, Mr. Lynch seems to think that a lot could be done in that way. At the present time you are not doing that with regard to technical education?—In a limited way only, merely as part of the self-supporting scheme. Undoubtedly we should have correspondence courses, firstly for all apprentices employed in country workshops. Only yesterday a young man came to see me and had visited our display at the Industries Exhibition, and he had seen sheet metal and plumbing. He had had several years' apprenticeship and he did not know how to do leaky work, and asked whether...

CHRISTIE, St. 1631. This statement is correct. In determining the number of children of school age attending school, I do not include those who have left school on the advice of medical officers regarding special physical or mental conditions. I have not found in any other State any inquiries to the effect that the work done by those officers is not a proper one...
he could spend the rest of his time in Perth to learn something about it. A metropolitan plumber would not be required to have anything to do with work of the kind. This shows that some scheme of correspondence is necessary. If we had all these apprentices and junior clerical workers linked up by correspondence, it would be quite possible for them to do much more work by correspondence more real. In this State we cannot extend our operations to the country districts by establishing schools in the areas that is being done in Victoria, and there is no doubt that correspondence would be of great advantage. In Scotland they are faced with a somewhat similar position, that is, they say they cannot afford the large distance to technical institutions all over the country, and so they have arranged to conduct four central institutions and it is possible for any youth recommended by the local education authorities to receive the cost of travel from his village to the central institution. It might require a journey of 80 miles, but in these days of motor transport, that is not a serious matter. Scotland also grants bursaries to young workers in the country who are doing good work, and who may be handicapped in their progress by the strain of travelling. A boy there may be given a bursary which enables him to attend a technical institution for a whole year. With correspondence classes we could make a beginning to establish such a system, and workers, help them with their training, and then by means of summer schools assist them with trade instruction. That would give us the facilities which would enable us to develop our own system. The information you will secure will enable us to decide what we spend on technical education, and the cost per head of population. This amounts to 10d. We spend a smaller amount than is spent by any other State in the Commonwealth. If we were to take Victoria as our model and there is no doubt Victoria is in advance of the other States in its attempt to obtain technical education to lead modern industry—we would require to increase our expenditure to the extent of something like £50,000.

1619. The rate of expenditure, I suppose, has not increased over the years?—Through the restoration of salaries, all costs should have gone up, and the total amount has increased, but the relative distribution will remain largely the same. We thought it might be of some help if we submitted a questionnaire to the students attending the college and the other two schools in the metropolitan area—Fremantle and Midland Junction. We hope to be able, at a later stage, to give you an analysis of the 4,000 young people showing something of your national industrial history.

1620. Is that the number that has passed through the school?—Our enrolments for this year have passed the 4,000 mark. I refer to the enrolments effected since the formation of the college. I am hoping to be able to determine whether there is anything in my contention that a continuance of technical education does help to retain permanency of employment.

CHRISTOPHER EVELYN STORRS, Acting Warden, St. George's College, sworn and examined:

1621. You have been good enough to prepare a statement on various matters in issue in this Commission. You may refer to your statement in giving testimony. You prefaced your statement with some notes founded on information obtained in Great Britain. You may read them if you wish?—I should like to say that my statement is not meant to be political at all, but is only meant to show how in England, which is a country in which I have lived for 35 years, the position is. There is a very general organisation of the British Minister's remarks, which I quote here, regarding the establishment of branches of work in the field of national industries. I quote a few of these. It is the statement that 4,000 firms out of 5,529 were circularised on that aspect. I am not referring to the difficulty which some firms found in knowing what to reply. That is a different matter. I refer to the fact that they did not reply at all. The position is rather striking as showing the lack of group of the view of the importance of technical education. The British Prime Minister, Mr. Stanley Baldwin, on the 29th November, 1935, said:

From every point of view, from the point of view of our very existence, I regard the introduction of new industries in some of these areas as being the most important work and the best way in which we can use the man's desire to expend his capital and his brains for the benefit of his fellow men.

Of 5,529 firms circularised, 4,000 did not reply, 1,521 gave unqualified negatives to the possibility of establishing businesses as suggested, 386 gave qualified negatives, and only 12 were prepared to consider the choice of a site in the project.

1622. So the result was not encouraging?—No, in those special areas it is necessary to help in a broad-minded and patriotic spirit which will take a risk; just as one in business takes a risk for profit, a risk should be taken for the country. The matter cannot be left to the Government, with the idea, "We will sit still, and the Government will put everything right." The two organisations dealing in the largest way with unemployed problems in the depressed areas with which I am in contact are, firstly, the Commissioner for the Special Areas (Sir Malcolm Stewart), who has a Deputy-Commissioner in each of the three great cities of Cardiff, Durham, and Newcastle, and, secondly, the National Council of Social Service, which was formed by a group of men who have worked and developed, and co-ordinates all manner of community work among the unemployed, and administers large sums of money. I spent an afternoon with the Deputy-Commissioner in Cardiff. He took us on a tour of one farm experiment in which he was very much interested. The Commissioner is responsible for initiating many large schemes in industry, agriculture, and housing, involving over £5,000,000. The report to which I refer is the Second Report of the Commissioner for the Special Areas, England and Wales, 1936. (Exhibit 28.) The National Council of Social Service has a national committee. During its existence it has made grants to 600 clubs. I met the general secretary, Captain Mills, on several occasions, and asked him about the activities of their staffs in the various great cities. I produce a report on Unemployment and Community Service, issued by the National Council of Social Service, England, 1936. (Exhibit 29.) I saw something of various schemes, and of these I give brief notes, which can be supplemented by the documents attached to the report. The first of these schemes has nothing to do with the National Council of Social Service, being purely a Government institution under the Minister for Labour— the Government Training College in Newcastle. This is one of the most fruitful experiments that I saw. I spent a forenoon there, and had lunch with the management, and I watched the men at their work. There was a very real spirit of optimism and hope in the men, which was very pleasant indeed. The course is a six-months intensive course.

1623. What age group?—Under 25 years and over 18. It is a group of 500 specially picked men, because they have to do in six months what the ordinary apprentice is supposed to take three years to do. The management claim, rightly or wrongly, that they succeed. They had classes in all manner of things. I saw classes in bricklaying, house-decorating, plastering, oxy-welding, motor-body building, hair-cutting, and so on. Moreover, they have a system of frequent tests. If they find that a man is not "pulling his weight," he is not carried through. One of the chief points I noted in connection with this class of scheme is that those in charge more or less promise those participating jobs on the completion of their course. I gathered that the jobs procured were not necessarily permanent, but the scheme offers chances to the men to make a new start in employment. I gathered, too, that the unions had been a bit suspicious of such schemes at first, but that later on they had entered into the movement entheir.

1624. Is there any reference to that phase in the pamphlet you have tendered in evidence?—No, because that is not a national government scheme. It is a purely a Government scheme and the only reference, so far as I am aware, to it are embodied in the series of forms relating to application for training at the Government training centres, of which I produced. (Exhibit 30.) I have no doubt that they were not alert or skilful enough to make use of the Government training centres, another form of scheme
was established and was known as the Government Reconditioning Centres. The object of those centres was to provide shelter and a means for the unemployed men who wished for a change after a period of unemployment. They were encouraged to make themselves more fit. I do not think there was any apparent need for any of the eight reconditioning Centres in the work of the Government Reconditioning Centres as in the training centres. The object of the reconditioning work was to provide the means to get work and to harden men up. With the object they were provided with a course extending over three months at one of these wood-burning camps. Many of these men entered the camps extraordinarily confident that they would know what amount of money they would get. At the outset, be put on very light jobs. Generally the type of work was made more strenuous and the pressure increased until the men were fit to carry out full-time work on the roads or the soil.

1625. What type of work would those men have been performing previously? You indicated that they were rather unskilled men who wished for a change. Do you mean that they were desirous of changing over to hard manual physical work?—I am afraid I put that rather ambiguously. What I meant to imply was that they wished for a change in their environment. The reconditioning camps were placed in attractive surroundings and provision for recreation and games was attached to them. That is the kind of change I meant. I spent an afternoon at one of the camps and I was very favourably impressed by its lay-out. The site was really attractive. I inspected some of the quarters and they certainly justified their existence.

1626. Can you say how many men availed themselves of these opportunities?—No. I saw quite a number of the reconditioning camps but there are various training centres up throughout the country. At the reconditioning camps, which I inspected particularly, I do not suppose more than 50 or 60 men were involved. I remember one of the men telling me of the benefit he had experienced because of the good food available and the certainty of getting it. There was nothing dishonourable about them in a makeshift way, and all had put on weight.

1627. For how long were the men at the camp?—They stayed for three months.

1628. After that they would go back to where they came from?—Yes. Of course it led to nothing. All you could say was that the reconditioning centres helped the staff.

1629. They provided them with a period in more congenial surroundings?—Yes, and they represented merely a pedagogical. With regard to the transference of labour, in the Commissioner's report for 1938, he notes that 21,000 had been transferred either by the Ministry of Labour or by voluntary bodies, aided by grants, from the reconditioning camps. The standard work available elsewhere that way, roughly, 3,000 men, 4,000 women, 4,000 boys and 4,000 girls had been transferred. In South Wales I found during my visit something like dissipation, and unemployment at the end of the season. The impression seemed to be that the country was rapidly becoming a middle-age community. We went into one school and noticed that, where there was provision for 200 children, there were 60 in attendance. There were enormous classrooms that were quite useless. The reason for that was that there was wholesale migration from the district to other parts, hence the fear that the country would revert to the middle-age conditions.

1630. And later on practically become uninhabited?—Yes. On the other hand, some people pointed out that it was useless for the inhabitants not to stay there without having something to do. At Newcastle I spoke to an official of the Ministry of Labour and he mentioned this particular phase, which he called 'transition'. I asked him about the middle age, and young girls, and whether they kept touch with them. He said they endeavoured to do so, but when I asked him whether they would still look after them if they left one job and took another, he said he did not know. I rather gathered that in such circumstances the authorities would lose sight of the young people. The Local Mayor of another town, the Labour MP, was really impressed with the scheme and refused to have anything to do with it. So you will see that there seemed to be no difficulty of opinion regarding the matter either in the OP or in the OIE.

Then, again, there was the work carried out by the National Council of Social Science, with its occupational club scheme. I saw a number of those occupational clubs in different parts of the country, particularly in all parts of the three counties. The clubs were well attended. In some instances, of stone and brick. They were erected by means of voluntary labour drawn from the ranks of the unemployed. The idea of the building was that it was built of it came from the Government by way of grants to the National Council of Social Science for disburse- ment. An architect was appointed and the men were never supervised a job like that before, was directing the operations of about 40 men. From what I saw the men seemed to be quite enthusiastic with regard to the work. The club is placed under the supervision of the men's own committee. There is a small council of trustees in the background, because it is necessary to insist in the long run that the club shall be managed for the purposes intended, and not for any other purposes.

That is why they get the local schoolmaster or bank manager or doctor, or other local people of prominence, to help on the council. The central headquarters of the national council are ready to send round officers to help in instruction in the making of various articles. Thus instruction is given in golding, book-binding, upholstery, weaving, tapestry work, French polishing, designing, etc. There are for the men. For the women there are dressmaking, knitting, sewing, rug-making, basket-making, mat-making, and the like. One of the methods is to send picked men from the different clubs to centres to be trained in the various crafts in order that they can go back to their own to their fellow workers what they have learnt. Then they have "keep fit" classes, and football, and basketball, and discussion groups. I found also that there was a great deal of interest in the various listening groups, especially among leaders. It appears to have passed into a kind of science; not merely listening to the wireless, but to having someone qualified to lead the study of it afterwards.

1631. The wireless broadcast, a discussion circle would be appropriate?—That is what I found a great deal of that going on. Then they had their education classes: that is to say, not for crafts or technical things, but for general knowledge, knowledge of the economics and political science, and perhaps even philosophy. There were short courses of six lectures, and also courses of one day or a week. The national council, besides encouraging the formation of these clubs, helps to stimulate them by providing instructors in crafts and physical training, and guidance in club management. But the club's own leaders manage the club.

Then there are schools for club leaders, who are specially elected members. They have one-day schools on club problems, and fortnight schools for trade union subjects, such as club government, book-keeping, librarianship, and the wireless listening group leadership, with special classes for craft work and physical training. It appears three to four demonstration schools have been established. I visited one at Hardwick Hall, Durham, a beautiful place which I think was more of the purpose. Here the different clubs were encouraged to have three at least or four members each for a three-weeks course. Instruction in simple crafts which can be successfully carried on in the clubs is given in order to supplement the work of the technical instructors of the national council in woodwork, upholstery, weaving, book-binding, toy-making, and the like. They had talks and discussions on the management and development of the clubs, and the management of wireless groups. Then they had longer horological courses, including work in pottery and pig-making. These courses extended over from 13 to 36 weeks. There should work at a speed that in all these the expectations are taken to see that they do not conflict with trade union rules. So there is a rigid rule that no article should be made for sale or profit, also it is very dangerous of the people in the clubs.

Hence a certain number of employed persons are included in the clubs, and cooperation is sought with various institutions, lodges, labour councils, and churches.
1632. How would the manufactured articles be disposed of?—Things which he would otherwise be unable to buy would make up the man's own fortune. The repairing of boots was quite a feature of the work, but if a man made an article of furniture, it was made for his own family, or for the clubs, or for general use, with some scheme. Altogether there are some 60 of these clubs in the depressed areas. I have here reports on the Durham, Newcastle, and the South Wales centres. I will leave them with you.

1653. How was the unemployment dealt with?—Now the amenity schemes are simply another form of the same thing. Instead of building clubs they are transforming disused collieries or other waste ground into playing fields, children's playgrounds, open space and charming little parks, tennis courts, etc. I saw a colliery pit that had been transformed into a football field. All the work is done on a voluntary basis.

1654. Done by whom?—themselves. Yes. It is understood that the work accomplished must be for the benefit of the community, not for any private individual; otherwise the work would simply not be done, and, as I say, no private individual must get any special advantage from it.

1655. With men congregated together as under this scheme, there is a certain amount of work necessary to the maintenance of the camp. Who does that?—Oh, the hat is in the middle of their own locality; it is not out in the blue. Previously there was no communal place in which they could meet.

1656. And they have made these communal places?—Yes, they are not away from their own homes. Of course, they pay a small contribution to the club when they choose to. And the amenity schemes which I should like to mention. The first is an educational settlement at Maes-Yr-Haf, in the Rhondda Valley, Wales. I think it is run by Quakers, but I am not sure. I had dinner there, and I thought it was a wonderful place. They have a resident warden and a number of tutors, who are the inspiration of 55 clubs in the Rhondda Valley. They take the children in practical classes in biology, economics, planning, music, history and philosophy. It is a sort of university. Also they have a male voice choir, which is perfectly magnificent, and had been touring the country.

1657. They all live there, having been drawn from the various clubs?—The warden and his wife and the staff live there.

1658. And the members of the clubs come in regularly?—Yes.

1659. And stay there?—No, they do not live there.

1660. Then they just come in for cultural contact?—They come in to attend these classes. Also the tutors are sent out to the various clubs, of which they are in touch with 35.

1661. Is it a cultural centre?—Yes, and it is more than that, because the warden is a splendid man, and his influence is beyond. The settlement has a male voice choir and a women's choir, together with drama schools and physical training for boys. Grouped around the settlement are 35 clubs in every part of the valley. The next scheme I would mention was in Huddersfield, New Castle. There the gentry of an ex-miner has converted a disused power-house into a community centre, with a large stage and complete lighting effects. It is of tremendous influence, and is not only for the unemployed, but also for the employed of the district. The people who took me over the place said that before it was erected there had been no competition. It is not an effort to save localities, but that this ex-miner had built it up and transformed it into an important centre, including university classes in social problems, etc., and clubs. Outside the building, tennis courts and play are laid down, and the whole of the ground was being converted into a garden. The third scheme I wish to mention I heard of from Miss Cameron before I left Australia. It was in Lincoln, not in a depressed area, but there was a number of unemployed there. It was an idealistic scheme rather than realistic. Miss Cameron believes that the unemployed lose their self-respect because they feel they are not wanted. The fear that there are no positions in the community, that they are not wanted, is that she believes the way to get them on the move and restore their self-respect—until you can get them back into work—is to encourage them to do things, not for themselves but for the community. Therefore the amenity role at Lincoln—I went through four different departments—a man must be working not for himself, except incidentally, or for his children, but for the community. I saw several requests from several different clubs each week, not for their own children only but for the children of anybody who is unemployed or ill. They make toys at Christmas time, not for their own children, but for all unemployed men and women who had fitted out an infant school completely with furniture. The agricultural work they were doing was only incidentally for themselves; it was mainly for the club of which they were members, and therefore they got no share. That scheme is a little idealistic and it was on a small scale, but the men I saw seemed to be full of interest in their work and too busy to attend to me, which I considered a good sign. As regards land settlement I saw a number of small holdings, but not more than one or two of the schemes for settling people on the land permanently—whole-time holdings.

1662. Is there much scope for land settlement in the Old Country?—I think there is a good deal of scope, but the expense makes it rather prohibitive for large numbers.

1663. What is the type of farm on which they endeavour to settle the people?—I saw for producing wheat, vegetables, fruit and dairy products.

1664. They seem to connect with the types here?—I should think they would. The method of selecting and training applicants is important. The man in London told me they had a selection committee in the various areas who were very careful in their selection and made a point of visiting, not only the man but his wife, who was regarded as being of at least equal importance. After that the central committee interviewed the man. Then the man went for the best part of a year away from his family to a central training place where he received his food and 4s. or 6s. a week. The rest of the dole allowance went to the wife and children. Those selected were married men. Even if a man was eventually considered to be unsuitable, the expense would not have been spent in vain. The scheme had the great merit of eliminating the people who were likely to be failures.

1665. According to the description in the pamphlet you have produced, these were small holdings of 5 to 10 acres?—Yes.

1666. The number of families was about 40?—Yes. I went over one of the settlements near Cardiff. The men had good houses all around the central place.

1667. What does 40 families to one farm mean? Does it mean a sort of collective farm?—Yes, in the sense of buying and selling. The central farm has a warden through whom all buying and selling is done. In order to get the work done better and more economically the warden provides the appliances and the various tools needed.

1668. What is the average debt of each to the British Government?—Not £1,000. It is less than that.

1669. It would be a fourth share?—There is a fixed rent for land, house and permanent equipment. What it is I cannot say, but I think the details will be found in the pamphlet produced.

1670. A. If they work collectively through the warden to whom, I suppose, all the produce is sent for marketing, how do they share the expense of and profit from farming the various sections? Is all that shown in the brochure?—Yes. The stock and produce are partly given and partly bought without interest. The produce is paid per family to the State—that is, one holding—is £1,000. That makes the scheme prohibitive on a large scale, but, as was pointed out to me by the man I saw, three-fourths of the expenditure represents a permanent investment in land, house and equipment.
1650. Of course the equipment would depreciate fairly rapidly.—That is so.

1651. You would have to deduct something more before you could claim to have a permanent investment?

—Yes. On the part-time holdings, I saw more. They were used for men who were unemployed, and the holdings were situated quite close to their homes. It is rather difficult to find land close to the homes of a group of, say, 20 men. The whole point is to give them an interest in life and to provide them with extra food, such as eggs and vegetables. Probably a few of them keep pigs, some grow flowers and there are usually about 50 fowls per man. I was favourably impressed with the results. The men seemed to be keen on their allotments.

1652. You say there would be ten or 20 men with plots of an acre to half an acre near their own homes?

—Sometimes the occupational club gets a group of 20. That would be centrally situated in relation to the men’s homes. It is designed to be a clubhouse in those parts where the unemployed live, therefore when a piece of ground is found that can be used for the purpose, in some cases it has a connection with the occupational club.

1653. The expenditure is about £15 to equip each holding?—Yes. Of that £10 is a gift, and £5 has to be gradually repaid over a number of years.

1654. That is a recent scheme?—Fairly recent.

1655. Have you any information as to how it is working?—I produce pamphlets dealing with the matter. In my written statement I say:

I saw several clubs under construction and others finished and occupied. The men were cheerful and keen, but it is right to add that there seemed to be comparatively few men under 25 years of age who made use of the club’s premises.

One of the things that struck my friends and me was the absence of young men. They did not seem to see the making use of the wonderful schemes devised for their benefit. Most of the men in the settlement and occupational schemes were men of 25 and upwards, but I must say that the men we saw made us welcome, especially as they might easily have adopted a different attitude in the belief that we were patronising them. Although it is impossible for politicians-minded people to describe these schemes as palliatives, something simply to pass the time, I claim that they are teaching people to employ their time usefully, which is just as good a problem for employed as for unemployed men.

1656. I suppose a palliative is desirable until you find a cure?—My point is that these schemes are not palliatives, though we admit they do not provide a cure for unemployment. If we all received £20 a week, we would still have to spend our time decently, and the people making these schemes are striving men ways in which that can be done. This applies as much to me as to any unemployed man. It is of permanent value, apart from the aspect of unemployment. It is the use of leisure which is the problem of the age. There is one other matter I wish to mention. I did not see this scheme, but I had a talk with a Colonel at the New York War Department. It is the Civilian Conservation Corps, known as the C.C.C. I have the annual report for 1934, which devotes two or three pages to a description of the scheme.

He did not profess that the scheme was a great cure, largely because it took men only for six months. It, however, dealt with between 370,000 and 400,00 young men, members of unemployed families. They were put under the army, but there was nothing military about the training or about the treatment they received. The army was used to teach the men for such services as reforestation and public works.

The army conditioned them, organised them, fed, clothed and sheltered them, and the pay was also given through the army. This gentleman assured me that the work was done through the army, and a certain amount of physical training was given, the fact used and the methods employed were such as not to give the men concerned the idea that there was anything unusual about the nature of the organisation. There was no reglementation. It merely provided the necessary system for dealing with large numbers of men.

1657. For how long were these men kept?—Only for six months to start with. If a man turned out to be suitable, he might possibly be kept on for another six months. I think a year was the maximum.

1658. The scheme is not designed to give training to the men but to provide them with useful occupations?—To make them fit. An enormous difference was effected in the morale of these young men after they had had six months under these conditions. I am also told what familiar were with a scheme I heard about 25 years ago. It was an occupational scheme. The difference between it and any other occupational scheme I know of was that this one devoted itself partly to finding work for the men. The former did not. The men who were members of the club were in close touch with the big business men of Geelong. That is a town of 40,000 to 50,000 people, and the right size for a scheme of that sort. All day long people would ring up the promoters of the club and say that they wanted a lad for such-and-such work, and the lad was sent along. There was also a scheme whereby marks and preference were given to those who had been most satisfactory during the year. The club was designed for lads between 15 and 18 years of age. These lads received orders of merit at the end of each week, both for their attendance and for the work they did, and preference was given to them accordingly.

1659. Do you know if anything has been done since 1935 by industry in Great Britain to find work for the unemployed?—I know that in the North there was a general feeling that the depression was somewhat lifting, and that trade was gathering momentum, partly because of rearmament, but also because of a revival of the shipping industry, and because of other factors. I know of only one place in South Wales where a manufacturer had started new works. He took over an old pit which had been dismantled, and it was being cleared for new buildings. Some thought this was connected with bigger engineering. There was some suspicion in South Wales owing to the establishment of munition operations which had irritated the people. But there was extraordinary hopefulness in that quarter, and there was every reason to think that possibly several thousand men were going to be employed on the new works. I do not know of any other such place on a big scale.

The Commission adjourned.

TUESDAY, 8th JUNE, 1937.

A. A. WOLFF, Esq., K.C., Royal Commissioner.

ALFRED PERCIVAL FFAREINGTON, Principal Maddington Technical School, sworn and examined:

1660. By the COMMISSIONER: I understand you have prepared some evidence regarding apprenticeship conditions as you see them from the technical education side?—Yes. I see a good deal of the apprenticeship side of the Maddington Technical Workshops. At Maddington Junction I have 360 apprentices under my charge for three or four hours per week. I may say that I served an apprenticeship in a workshop for the five years from 1914 to 1919. Then I was appointed an assistant in the Perth Technical School, and was a part-time instructor at Maddington, and the remainder at Perth. Then I was in charge of apprentices for a few years. I think from 1924 to 1929.
at Midland Junction, in those days up to Grade III. Since 1929 Grade IV has been added, and I have had charge of the boys in the night school.

164. So that you have been through the mill yourself?—Yes.

166. What method of selection is adopted for apprentices at the Midland Junction Workshops?—We have little or nothing to do with the selection, which is in the hands of the Staff Selection Board. The board contains a representative local manager, a representative of the trade to which the youth seeks to be apprenticed, and the foreman of the shop requiring the lad. The method adopted, I believe, is this. Applications are called for, and it is directed to apply for his choice for trade. Not being a member of the selection board, I am not altogether familiar with the conditions; but I have seen what trade he desires to enter. A lad may apply for five or six trades in order of preference. That, I think, is a point worthy of consideration, with a view to avoiding subsequently square pegs in round holes. The selection is made by a more or less general questioning of the youth as to his personal qualifications and schooling. It is also based on his general demeanour before the board. Then the board make a selection, and the youth called is called to the trade.

168. Have you had any opportunity of observing the tests through which the boys are put?—At old times, I have been invited occasionally to come in and listen to what is being done. The tests given are mainly questions about the youth himself, simple questions in mathematics and some questions testing the general knowledge of the youth.

169. What test is applied to ascertain whether the youth is suitable for the trade, as to his dexterity, if you like, for the particular trade he desires to enter?—There is really no definite test as to that. The matter rests entirely with the boy. A lad perhaps having an aptitude for painting or drawing, his examples of his art work at school, his idea being to become a signpainter, or if he desires to become a fitter in the workshops, he brings along a few articles done at the Technical School or at the State school, and he may also submit a few mechanical drawings. It remains with the board to make the selection.

170. Do you think that the selection could be improved upon?—Yes. The board are as nearly as possible unbiased in selection, and with the ways and means at their disposal they do the best they can, but I have often advanced that the board should include an educationist who would be familiar with the exact educational stage of a youth who states that he has passed, say, the eighth standard, or eighth commerce, or eighth industrial. I am also of opinion that there should be a psychologist either as a member of the board or to work in conjunction with the board. Youth come along who are very clever. I would say that it is by no means for such lads to be apprenticed to the trade. The psychologist might be able to make further tests which are beyond the powers of a layman. As regards selection, it might be an improvement if applicants were given certain written tests. The Technical School or the Railway Department might set a general knowledge paper. I have still to say that some youths are unable to show their best under the conditions of a written test. I have come in contact with many youths of that description. Some youths throughout their apprenticeship never pass a test, but yet one knows that such youths are reasonably satisfactory. If I were about to select a boy, I would go to the Technical School and find out personally from the instructor of the classes about youths applying, and make a selection there.

172. You spoke about the probationary period. I have heard it said that boys key themselves up to their best behaviour during that period.—Perhaps some do. From my own position I cannot report that they do. My report is presented under the headings of conduct, attention, aptitude and progress, and general remarks. Generally speaking, I find that railway apprentices, these being the only section I am dealing with, are average boys. In bad times I have had occasion to ask some youths how they got into the railway shops. The reply was that it was a job. Some was then added, and rarely, the reply has been, "If I get into the shops, it is a job and I am safe for five years," Of course such cases are in a very small minority, perhaps one in a hundred. However, that is the individual whom the psychologist could perhaps detect.

173. But those cases are in a very small minority?—Perhaps not one per cent., but still theyloom up before us.

174. The allegation has been made that boys are on their best behaviour during the probationary period?—When taken in the mass, the objection is against the board as regards selection. I do not think I am suggesting as to boys being on their best behaviour during the probationary period refers to anything that is intentional, though there may be an odd case like that that I say that at least 97 per cent. of the boys reap some benefit from the schooling they receive. In many cases, when a youth has failed to stand up to his obligations that has been due to some social relationship or possibly to association with the man with whom the boy works. When I was apprenticed I well remember the foreman telling me that I ought not to be going to school, as I was only wasting my time there. That sort of talk does not encourage a boy. In some cases a tradesman in the shop who has been at the bench all his life without hope of getting away from the bench is inclined to discourage the youth from improving his status. Again, youths may be led astray by a little bit of gambling or late nights. When I ask a youth what time he got home the previous night, he may say that he got home with the milk. One can see the effect of that in class.

175. In what way would the tradesman in the shop discourage a boy? By belittling his work?—In isolated cases, yes. As I have said, a tradesman in the shop when I was an apprentice told me I was wasting my time by attending the Technical School. I do not say that is a general thing, but there are isolated cases. That might be the case.

176. Do you think that that might do a lot of harm where a sensitive boy was concerned?—Yes, and where a boy was easily guided. He has only to fall once, and then it is so easy next time. I often think that in isolated instances men have encouraged lads to gamble a bit more than they should.

177. You have been through the shops, and I would like to ask you what defects you can see in the system of teaching adopted there?—There is one big fault that applies to shops like the Midland Junction Railway Workshops that occur through the probationary period. The boys have been more or less on trial. Although they manage to get through, they should never have been selected. I do not think it is fair to say that it is by no means for such lads to be apprenticed to the trade. The psychologist might be able to make further tests which are beyond the powers of a layman. As regards selection, it might be an improvement if applicants were given certain written tests. The Technical School or the Railway Department might set a general knowledge paper. I have still to say that some youths are unable to show their best under the conditions of a written test. I have come in contact with many youths of that description. Some youths throughout their apprenticeship never pass a test, but yet one knows that such youths are reasonably satisfactory. If I were about to select a boy, I would go to the Technical School and find out personally from the instructor of the classes about youths applying, and make a selection there.

178. But the lads are apprenticed to their particular sections, are they not?—Yes, but perhaps I might explain that years ago lads were selected as apprentices as fitters and turners, but nowadays no shop fitter has touch the lathe, and the fitter man has nothing to do in the fitting line.

179. Suppose the boy is primarily to be a fitter, but it is of advantage to him to have some knowledge of turning. How is that to be arranged?—I am afraid that is the unions naturally object. In addition, the workshop men may object to a boy in those circumstances. Nevertheless, the situation is rather inconsistent, if a boilermaker were doing something in the way of fitting or turning, there would be an immediate outcry from those associated with that particular trade. On the other hand a man employed in an outside shop may be turned to, and he may be fortunate enough to get a job as a fitter. The employer may have no guarantee that the man is a fitter or a machinist, but if he can do the work the union
representatives are inclined to close their eyes to the fact that the man is a boilermaker. As he belongs to the union he passes the test. That does not show consistency on the part of the union. I believe it is the man who makes the trade, and the man who is trained in the trade, that should be responsible. I would not be satisfied with an apprentice who was not trained in the proper way.

1674. Would you advocate intense training in the boiler trade?—Not particularly, but I think it is necessary to give the apprentice a good start in the job through a technical training of a certain sort is done now, but it is more or less under the lip. It is not officially sanctioned.

1675. To which section of the trade were you apprenticed?—To the fitting section.

1676. And you served an apprenticeship extending over five years?—Yes.

1677. Do you consider that period too long?—No. For the average lad I think five years is just about right. That period would be required in order to give a lad adequate and varied experience. As a matter of fact, sometimes when I see youths I wonder if they will ever get through their particular trade in the period of five years. There are exceptions, and in some instances the lads are good as tradesmen in their third year, but I think the necessary experience. That is the type of youth that I would be inclined to reward by giving him experience in other branches with a view to his ultimately taking over an executive position, thus becoming a general engineer rather than a particular tradesman.

1678. Do you consider there is any reluctance on the part of the tradesmen to instruct apprentices in the mysteries of their craft?—I did not have that experience myself. Every man I worked with was only too willing to teach what he could. I think it all depends on the type of youth. A tradesman may regard a youth as objectionable, and may withhold information that he otherwise would be prepared to give. It must be remembered, however, there is no obligation on the tradesman to instruct the youth, and it is rather the responsibility of the youth to pick up what he can.

1679. Yet I am told—and I have heard it too—that there is a feeling in the trades that the craftsmen should pass on the knowledge of their craft to the younger generation?—Generally speaking, I think that is so, and it is only occasionally that you have experience in the coal fields and the mines usually are too glad to look after good boys.

1680. Then you lay it down as a general rule that the tradesman is willing to instruct the apprentice to the best of his ability and really does so?—Yes, I think so. I can mention one phase that comes forward from time to time. At the beginning of each year I have a long talk with the boys about the work they do, and I will ask them about their demeanour in the workshop, and their proper attitude towards foremen and tradesmen. I find that very often the tradesmen will allow a boy to become too familiar. It is another instance of familiarity breeding contempt. That enters into it a good deal. I have had lads come to me after they have been in the shop for a week or two, and say something about Charlie doing this or that. I ask who Charlie is, and they tell me that he is the foreman. I think that is not as it should be. It is a tendency to treat the lad more as brothers, and that is quite all right up to a certain stage, but it does not pay with some youths. With some there is no tendency to break down the barrier between instructor and youth because of that type of treatment, but some youths will take advantage of it. In my opinion some of the tradesmen are at fault because they do not adopt an attitude more of parental towards interest in the youths than they actually do.

1681. When you were serving your apprenticeship, I take it the same type of service obtained then as now, and you operated a day weekly to technical instruction in the employer's time?—Yes, right throughout my apprenticeship. I also went to night classes.

1682. They are usually one hours or taken to the system by which the training is undertaken in the employer's time?—That is a big subject. I have embodied a few notes on it in the brief statement I have prepared.

The Midland Junction Technical School is really quite well equipped. In fact, every technical school in the State suffers more or less from that standpoint. 1683. I think of one thing, regard- ing the technical schools in Australia that are well equipped?—At Midland Junction our equipment is very meagre. We have little or none. When I try to teach the mechanics of heat, I have no heating equipment unless I provide some myself.

1684. Have you no Bunson burner?—I have no burner at all. I have about 25. I deal with 30 apprentices in 13 classes, and that is a large number to look after. The board select 30 apprentices at a time, and they come to the Midland Junction Technical School for a period of one year's instruction. Some boys may have passed the sixth standard, while others have passed varying standards up to the ninth, or may have passed their Leaving Examination. As soon as possible I allot them to the classes I think most suited to them. We find that all apprentices require a certain amount of mathematics and geometrical drawing. As a rule, apprentices trained to the iron trades require a certain amount of mechanical drawing. In the time allotted that would take up two years of their schooling. So in the early stages the instruction is more or less general for all classes. As soon as possible within our limited scope, we transfer the youths to classes more suitable to their particular trade. We may have in one class apprentices to all the different trades required. We consider that during the first year or so all apprentices require the same standard of tuition regarding mathematics and geometrical drawing. The second year should be progressive. The boiller's apprentice should do mathematics and general drawing, and the mechanical engineers should do mathematics and geometrical drawing. He should know something about the mechanics of heat, and in the fourth grade he should go on to more advanced developmental work and geometrical drawing. He may do so. He should have some knowledge regarding plate work so that if he came across a job in sheet-metal work he could do it. We are improving the position regarding the training of apprentices quite a lot. I can remember when apprentice painters had to do mechanical drawing. The man who is in charge of the art class now is in first-class signwriting. While the apprentices painters are not apprenticed to signwriting, they are given a good deal of art work and signwriting, which will enable them to take an outside job if necessary later on. They have to pass their elementary mathematics and geometrical drawing. Apprentice painters in some instances are very reluctant to do that class of work, and want to go into the art classes straight away. When those boys passed their geometrical drawing and elementary mathematics they will be transferred to the art class. They do not seem to think it is worthwhile. They do not seem to think it is worthwhile. They are not apprenticed painters there is no obligation on the department to teach them signwriting.

1685. What do you think of the principle of the apprentice going to class in the afternoon?—I think it is quite right. Each apprentice, if he is to be trained thoroughly, must be allowed to attend some classes in the employer's time. I think that is an obligation on the employer. 1686. You would not advocate making the apprentice take all his technical training in his own time? No. Still, as a certain amount of reward for the employer on the boy, I think the boy should be prepared to attend school a few evenings a week, and even compelled to attend. The obligation should not be solely on the employer. I must say that a majority of the apprentices are prepared to attend the evening classes.

1687. You put up reports on the boys, as to their behaviour and their work in the school?—Yes.

1688. Who makes out the report?—It is on a printed form, and is very brief.

1689. Is there any difficulty about reporting any bad conduct on the part of a boy?—We have very few cases of really bad conduct, but should there be such cases we do not hesitate to report it, for obviously
it will prove an example to others. I have had to report bad conduct, but only in isolated cases. Generally speaking, the conduct of apprentices in the school is really good. Of course we strive for it by trying to train the apprentices properly and humanely, and so gain their confidence. I guarantee that if you went to my school you would not find any writing on the walls. Yet it is perhaps five or six years since last the walls were touched. The boys who used to deface the walls used to be much more maddened with writing. Generally speaking, the attention of the apprentices is quite good, and, as I say, their behaviour also is good. Their attention is still centered on drawing, and, of course, a few who are instead of sitting and thinking, just sit. I should say that the aptitude of the apprentices is generally good. I would put it this way: In point of aptitude quite a few of them are good, most of them are fair, while two or three per cent. of them are deficient in aptitude. Generally speaking, their progress also is fair. Of course if the aptitude be fair, we can justify expect progress to follow. If we think a youth is lazy, we put down a mark to that effect and report it. The department then consider the report and, whenever the report is unsatisfactory, the apprentice is called to account. These school reports are added to the shop reports, but not infrequently they show a disparity. The leading hands are responsible to the foreman for the shop reports and the foremen hands then go to the department. The leading hands are members of the union, and this brotherhood that goes through all union associations is evident in the shop. I have asked a leading hand to report on an unsatisfactory youth, and he has unhesitatingly replied, "Oh, you have to report him as being good." So the shop reports have been what might be called highly satisfactory. Perhaps it is not of the same sort as the report to the department. If you have a lad, and it is only fair that the employer should be satisfied with fair progress from that lad; if the boy has not exceptional aptitude and attention, the employer should not expect anything more than fair progress from him. On the other hand, if the boy has good aptitude, I would expect good progress from him. In practice, however, the worst boy in the shop will get a report almost as good as the report secured by the best boy in the shop.

1900. I did not know that they had in the shops a system of periodical reports!—Oh, yes, they have; I think it is more a term blotter, a "please explain." These school reports are added to the shop reports, but not infrequently they show a disparity. The leading hands are responsible to the foreman for the shop reports and the foremen hands then go to the department. The leading hands are members of the union, and this brotherhood that goes through all union associations is evident in the shop. I have asked a leading hand to report on an unsatisfactory youth, and he has unhesitatingly replied, "Oh, you have to report him as being good." So the shop reports have been what might be called highly satisfactory. Perhaps it is not of the same sort as the report to the department. If you have a lad, and it is only fair that the employer should be satisfied with fair progress from that lad; if the boy has not exceptional aptitude and attention, the employer should not expect anything more than fair progress from him. On the other hand, if the boy has good aptitude, I would expect good progress from him. In practice, however, the worst boy in the shop will get a report almost as good as the report secured by the best boy in the shop.

1901. Is that report made to the board?—No, it is made to the Works Manager. The Railway Department is different from outside shops, insofar as the department is more or less a power unto itself, and so departmental officers go to the department. The apprentices board go around to the outside shops to inquire into the progress made by the various apprentices. The Railway Workshops more or less originated this scheme, and the Arbitration Court copied the scheme for apprentices generally.

1902. How many classes have you at the school?—We have three of Grade I, four of Grade II, three of Grade III, three of Grade IV, and one building instruction class. During the years of depression, unemployment was prevalent, and if the workshops called for 10 apprentices they would have applications from 400 or 500 boys. There was a period of two years during which no apprentices were taken on at the workshops. Then, when we called for apprentices we had a competition outside so keen that only the best boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certain a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us. Certainly a number of those who applied for the lower classes and competition outside was so keen that only the boys available had got the jobs, and so there were only the pocher-class boys left to come to us.

1903. Have you tried to trace them?—From time to time they have returned to say how pleased they were with the helpfulness of that class. Such boys have told me they were working on buildings doing carpentry and general construction work, and they all seemed to be doing reasonably well.

1904. You would not say they were turned out as finished tradesmen?—No, but a fair percentage of them following their line. You might call it specialised carpentry. If such a lad is proficient with his tools and is taught how to cut beds, etc., for roofing work, he has a reasonable chance, after a little experience, of becoming proficient outside. After passing Grade IV at Midland Junction, the lads, on recommendation, proceed to Perth to attend the advanced classes. There are no classes at present, together with a few youths who are taking special trades, such as plumbing. Apprentices who have passed the building and farming class after passing Grade IV, go to Perth for special work. Electrical apprentices, after passing Grade III, are privileged to go to Perth. The Grade IV lads who attend Perth attend the possible diplomas in practical mechanical engineering II, and practical mathematics II.
Mechanical engineering II, is usually taken by an Associate Professor of the University, and the boys do practical work at the University in the evenings. I tender a (Exhibit 31.)

1696. This is a class syllabus covering all apprentices at the Technical School at Midland Junction.—The first part relates to Midland Junction; the second earth week is devoted to the methods of plumping in clay pipes. Ball pipe is not used in this class. My idea is that apprentice plumbers should receive special instruction in the use of ball pipe, but that apprentices with apprenticeship in the mechanical work would perhaps do more useful work. If it were possible to have instructors for each one of these sections, that would be the ideal.

1697. Much of the instruction you give to one section of a trade is no more useful than another. If, for example, you are to teach the boys the theory of an equation, is it not better to teach them the practical application of it? When you go to a problem, is it not better to teach them how to apply it to a real-life situation?

1698. How would you speak to such a boy?—Persuade him, in the best way possible, that such type of work is not for him.

1699. I should say he would be of no use in the merchant service. If I asked him to make a calculation in bookkeeping, he would probably be able to do it there. Most of the work in bookkeeping is mechanical and is not essential to the trade. The apprentice is in the iron trade. A majority of the apprentices are in the iron trades. I do not think that there are as many in the fitting, machine and boilersmith's shops now, because of the class in which they are placed, as there would be if it were not for the apprenticeship system. There are also fewer apprentices in the iron trade, because of the class in which they are placed, as there would be if it were not for the apprenticeship system. However, there are more apprentices in the iron trade, because of the class in which they are placed, as there would be if it were not for the apprenticeship system.

1700. Some of the apprentices have told me that they have to work for five years, which is a long time, because they are not receiving any pay. I should think that the apprenticeship system is always reluctant to take such a step. The case of such youths, however, these over them generally look forward to the period when they have finished their time. While the foremen about them have indicated that they are looking forward to the time when their apprenticeship is over. If such youths are reported, put them out of their work. The foremen and leading hands who would report such apprentices might not only belong to the union concerned, but would have to work with the union all the time. The result is the apprentices are not reported.

1701. In six months it should be possible to say whether a youth is going to be a good worker or not. If I am to say so, it should be possible very soon to tell whether a youth is going to be a good worker or not. It is possible to tell what youths are likely to get on. Some will never make tradesmen, and have no idea of the work. I should not think that would exceed 1 per cent.

1702. What could be done with a boy like that? The report on him may not be in accordance with facts?—The probation period should be allowed to be extended to three years. Such a boy would not expect the department to provide him a job. He would have been prepared to show that he was worth it.

1703. If you increased the probationary period would that overcome the difficulty with respect to reports from leading hands and foremen?—Yes. A probationary period would be a go-between, a connecting link between the apprentice and the department or the apprentice and the master. He could be styled welfare officer or arbitrator. He would see that the boy was hired, and take personal interest in the boy. The. The foreman would be on him to report to the boys, and attend to the transfer of the youths from one particular section of the trade to the foreman. The apprentice could go through a dozen shifts in his apprenticeship, and the welfare officer would see that he went through these different shifts. He could map out the period allowed for each section. In conjunction with the foreman he could see that the lad obtained a shift at the right time. A youth might be very poor at his work, and no one would want him. He might be put on to some dirty job and given no chance to qualify in the trade. The welfare officer might say that this lad must pass on to the next shift, and in that way encourage his being given a chance. A probationary period would establish the standard of proficiency as the apprenticeship. Whether the youth availed himself of the opportunity would be his own affair. He might be met with a wall of silence in respect of getting information from the foremen. Probably the leading hands and foremen would be glad to be relieved of the trouble.

1704. Would you have the indenture to be cancelled? The indenture had to be cancelled. The welfare officer would have to give firsthand information as to the misbehaviour of the boy.—I spoke to a foreman who said that he used to give them information. He found he was being used by correspondence department, and sometimes had to make a definite charge in writing against the offender. I understand that they have now put their heads together, with the result that the apprentices all appeared to be good. They take the time of least resistance.

1705. Would the position be any better with a welfare officer? Supposed a foreman told him all about a boy. What would happen if a definite charge was made?—There might be some difficulty, but it would probably be settled by correspondence.

1706. How could the indenture of a boy who was really bad be cancelled? By correspondence.

1707. There is a small percentage of lads who fail on the job. That may be due to the life they lead after taking up the trade. This may be to blame in some respects through allowing the youths to keep too much money. Some of the boys may have more money than is good for them. They may drift into illiblind saloons and take up horse-racing. In other cases they may take to drinking. I know of cases where the youths who started in the shops or the school have been quite good lads. One boy, for example, four years ago after passing his Junior in eight or nine subjects. I started him in the second grade, and he is now only in the third grade. He began with a flair, but of late has been getting home at midnight, and cannot be expected to do his job. He is a really smart boy, and has been a talk of the town. There is a small percentage of lads who would be better occupied if they did not attend the school. I should say that 97 per cent. of them do benefit from the school work. Our syllabus is more or less rigid, but we try to adapt it as much as we can. Some apprentices take the apprenticeship in their work, and are interested in something. Many of them who are not interested in their school work could be given practical work. We consider that five years' training at the trade should be sufficient. There are some who do not even learn anything in the
shops. There should be plenty of gear in the schools for the lads to work on. That would not involve much money. At Midland Junction we have one engine-driving class, and have a buttern by which to teach engine-driving. We ask that in that direction, and have not even a boiler in the place. The instructor is a well qualified engine-driver, but we have no gear. We say that the lads must gain their experience on their own time. All the lads have either been borrowed or engaged. We have no proper equipment for the classes. In mechanics and host we have no equipment whatever.

1709. What would it cost to bring the classes up-to-date in this respect?—When I took over in 1929 I was invited to send in a requisition for materials. I wanted engine-driving, as well as for grade, used in mechanics and host. My first requisition was for £500 worth of equipment, but within a month I was told to curtail all expenditure owing to the depression. Since then we have had nothing.

1710. Where did you get the plant that you spoke of having engaged?—I have an advisory board of which Mr. W. D. Johnson, M.J.A., is the chairman. The board discussed the matter and decided that Mr. Johnson and I should interview the various firms, and from those firms we have worked in getting some gear. For instance, Mr. Kerr, the manager of the Texas Oil Co., gave us a couple of engines. The Railway Department has allowed us to use one of its hold-jugs, which, by the way, has been condemned. That department has given us some equipment, and the Midland Railway Co. has done likewise. Western Farmers Ltd. lent us a Case tractor, and it has been on loan to us indefinitely. The instructor is Mr. Kent of the Midland Railway Co. He has a garage, and has given us a couple of engines that he had on the place.

1711. What staff have you?—I have a full-time assistant. Actually, he is attached to the Perth staff, but he spends a week each month with me. I also have one part-time instructor, and I have had some domestic classes for girls, and I have 11 part-time instructors, who teach commercial subjects, art, and Midland drawing, as well as woodwork, stationary engine-driving, motor mechanics, and so on. The school is handicapped by having to share a building with the railway institute and that institute has a billiard table on the premises. Naturally, that does not improve my school at night time. The Superintendent of Technical Education has time to time put up recommendations for a new building, but the possibilities of securing a new school are not very bright. Next week my advisory board proposes to arrange a deputation to the Minister regarding accommodation and equipment at Midland Junction. We are really overcrowded and have no room for expansion. The maximum in the apprentice classes, in my opinion, should be 24, but at times, when there has been a rush, the number has been nearer 40.

1712. If you had a system of intense training, you could do away with the necessity of binding boys to a trade?—In connection with some trades employers are doubtful about taking apprentices on security of their services.

1713. Do you think there are some trades which would lend themselves to a system of intense technical instruction, which instruction would obviate binding in the industry?—There is no agreement on any matter. The building trade, where a builder is unable to employ a lad all the time. If the lad were to go back to school, to continue vocational training, it would be better for him than if the whole of his time were being spent on the job.

1714. It would be of use, you think, in those trades where employment is seasonal or spasmodic?—Yes, I do. Of course there is the difficulty of being apprenticed to a board of control. Experience has shown, in many instances, where lads are apprenticed to a board that they more or less take little notice of the employer.

1715. Are you thinking of instances here or elsewhere?—I am speaking more particularly with regard to the building trade. The employer may say, "If you could give an apprentice we would be able to give him a certain amount of experience in another trade. I do not think the period of apprenticeship should be shortened, and I am inclined to think that the number of apprentices to tradesmen should be greater. At present it is one to two. There should be more. I have often asked lads what prompted them to become apprentices. They have replied, "My parents thought I should always have a trade to fall back upon." That means that if they get an opportunity they will leave their trade, and they do so. So, whilst the trade may be overcrowded, the surplus must find work in other directions, and the fact that they are tradesmen should not affect them in any way.

1716. The criterion one might level at that proposal is this: First of all you say that the present ratio is not high enough. You can see that the ratio ought to be fixed with the idea of getting trained just the right number of youths the industry can absorb. Then, again, you propose the system whereby you select a lad who is suitable for the vocation. Assuming that the system were perfect and you selected the right lads, it would not be wise to train too many?—The principal object in the minds of most people who put their lads to a trade is that if those lads get the opportunity of dropping into something better, they will seize it, and they will always have the trade to fall back upon.

1717. It is a wrong outlook; you admit that a majority of people, once they get into a trade and practice it for some years, do not want to change to other work?—Actually, they should stay in the trade. On the other hand, if a lad served his time as an apprentice to a particular trade, and he was not a good tradesman when he finished, he would be too skilled, other employment.

1718. Is there a shortage of tradesmen to-day?—I understand there is. If there is a shortage of tradesmen, there must be work elsewhere for them to do. During the period of the depression we had tradesmen of all sorts doing nothing in their particular vocations. Take the cases of lads who stayed at their trades after they had finished their term of apprenticeship. Perhaps not 50 per cent, of them remained at their trades. Of those who were apprentice at the same time as myself, there are really very few still in the trades they were learning. Many lads go into business and some go in for commercial life. I should say that those who are not occupied in the trades which they were apprenticed would number about half. Quite a number have gone to sea and become engineers on vessels.

1719. That is a fact that must be borne in mind when fixing the ratio.—That is so.

1720. How long has there been a shortage of labour?—Only since times have improved. The Midland shops cannot get first-class tradesmen just at present.

1721. One does not know how long that is going to continue?—We cannot say that it will be like that always.

1722. Is it in fixing the ratio you have to plan not for the immediate demand but with a fair period of the future before you?—That is so. As regards penalties for misconduct, I prefer persuasion, by showing the boy the benefits resulting from better conduct. If a lad is punished, he will be inclined to have a grudge against his superiors, and to develop an inferiority complex. I would rather reward the good boy, than show the other class of lad what he can gain by better conduct.

1723. I have seen a system by which a good apprentice is given extra pay?—There is no better way of reaching an apprentice's heart than through his pocket, for either punishment or reward. In some private shops an apprentice is rewarded by houses for good quality of work. On the other hand, he is punished if his job is not a success.

1724. At your workshops there is a job ticket system, is there not? The apprentice's time is hooked to a particular job. That is the record of his success or otherwise. Suppose an apprentice is doing sine fitting and messes up the job, where does that fact appear?—I do not think it would be shown. In such circumstances the finding hand is formed by the principal apprentice, and have the thing rectified. There might be punishment by the foreman saying, "Thats boy is not be put on to that job again."
By the COMMISSIONER: You have had experience of the steel and iron industry—Of the structural engineering industry, in which I have been engaged for about 20 years. I was trained as an engineer. My experience in the engineering industry commenced in 1898. Originally I was trained in mechanical engineering, and then I went to maritime engineering and entered the structural engineering industry. The training was pretty wide and comprehensive. In my mechanical engineering experience I already had gained a great deal of the technical knowledge needed for structural engineering. I have never served indentures, but I served an apprenticeship. When I was serving my time, as it was called, in New Zealand, there were about 100 boys in the shop. So far as I know, only two or three of us were not indentured, or had not paid a premium.

What were the legal obligations of your association with the employer? Were you with him for a period?—While of good behaviour and diligent at my work.

After what period of time were you deemed to be properly trained?—Five years.

It seems that you were more what we now call a journeyman. It is not in the South Wales scheme the position would be called trainee. We termed it apprenticeship. From my knowledge of the trade in Britain, a similar system existed there for many years in this trade. For example, a gathering during the cross-examination of witnesses in the Arbitration Court here, probably 90 percent of those witnesses, who are similar, a similar apprenticeship as is in this country, in ship building yards and engineering works in the Old Country. When, during argument about the apprenticeship system, the question was put to them whether they had served an indentured apprenticeship, they replied in the negative.

You have prepared some notes on the general position with regard to youth employment throughout the State?—Yes. My statement reads—

Question No. 1. The position generally with regard to youth employment in industries throughout the State:—The depression period, 1929 to 1934, revolved to the public what employers had been stating for many years previously, namely, that industrial legislation had taken away the right of youth to employment.

In my opinion, industrial legislation is too far advanced and is a penalty on industry. Secondly, industries in this State are not at a sufficiently advanced stage to stabilise to bear the burden of industrial legislation now on the Statutes. I consider that there should be a restriction on this industrial legislation until industry is sufficiently established, otherwise to carry the burden.

Question No. 2. What practical measures could be taken to ensure the training and absorption of youth in primary and secondary industries?—In my opinion, as long as the existing legislation is in force, the avenues of employment for youth is more and more restricted. The present apprenticeship regulations and the extreme limitation of employment of junior workers in secondary industries prevents the employment of at least two-thirds of the youths who are anxious to be trained in secondary industries, leaving only the primary industries for employment of youth.

Would you advocate any restriction at all on the time of employment of youth in industry, as regards the ratio between juniors and adults?—No. I realise that there is a psychological fear amongst adult workers to-day of losing their jobs. However, the present ratio could well be advanced. It should be one to one. Many who work in an occupation for a few years, fall by the wayside, the reason being they are not employed, and entered the occupation he spent the first few years of his industrial life in learning. Large numbers change and drift away. Some may have ambition and liking for the work at the commencement, but they grow stale or tired. After that they may strike out on new lines altogether. I know of numbers of such cases. The prevalent idea that after a boy has served five years at, say, bookmaking, he is to be regarded as of no use, as a seaplane, unless he adheres to the trade, is in my opinion altogether wrong. Training in any practical work is good education for a youth. He can apply what he learns in that way to any other avocation.

When speaking of a one to one ratio, are you referring to your own trade in particular or to trades in general?—To the engineering trade generally, but more particularly structural engineering, in which I am interested.

You are not referring to other trades outside?—There is big variation between some trades as regards the proportion of apprentices to journeymen. Generally the limitations are more severe in the open shop. The question of apprenticeship does not affect the closed shop.

Would you agree that the ratios should be fixed bearing in mind what the trade can absorb and making allowance for wastage that takes place?—Certainly. I wish it to be known that I am not in favour of the employment of youth as a means of preventing adult employment. However, if I do think every youth should have an equal opening in our employment. Under existing conditions there are restrictions. Let me give you my logical conclusion on that aspect. Suppose there was only one trade, and suppose that as a general habit of Western Australia there were 100 men each of whom had a son. It would not be argued that only one out of every three of these boys would have the right to employment. Such a view I consider fundamentally wrong.

Assuming that you fix your ratio correctly, gauging it as best you can with statistics in mind, you assume you consider that a position will be left if he cannot get into an industry? If there is a tendency to rush into a particular industry, it is just as well that youths should be prevented from entering it?

Yes. I refer to the position, in the ship building yards and engineering works, in the Old Country. When, during argument about the apprenticeship system, the question was put to them whether they had served an indentured apprenticeship, they replied in the negative.

Sectionalisation?—Yes, and that is rather pertinent to my case. When Ford introduced his system he was held up as the saviour of the world, a great industrial magnate, the formula of a new method of work. It was regarded as his system on which he could afford to pay high wages with shorter hours. Nowadays, however, the general opinion regarding sectionalisation in England, America and other countries, is that it is a very monotonous business and should be abolished as soon as possible.

What Arbitration Court awards cover your trade?—Two awards. The boilermakers award and the engineers award. The latter is No. 10 of 1923. The boilermakers' award is No. 40 of 1922, and the last amendment to this award was made on the 29th June, 1929.

I understand provision is made in the engineering award for a certain number of junior workers. That applies in both awards and is in the general engineering industry. Our trade is divided into sections, and we find it comparatively easy to train men of ordinary intelligence and aptitude to do part of the work. In other words, we have come down to the Ford system of one man one job.

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1739. In your statement you have said that in your opinion as long as the competition remains restricted—that is so.

1740. Do you blame the present industrial laws for the rate of unemployment amongst youths and adults generally? I am of the opinion that the legislation covering the employment of youth, as prescribed in the Arbitration Court awards, is for too restrictive, and with modifications there would be openings in secondary industries for youths. At present the openings are comparatively limited and leave no opportunities for general ascension. Of course there are workshops and factories, and people consider that they do not represent trade. Nevertheless, a boy who goes into them has an equal chance to rise and become his own master. At any rate he learns something that will be of use to him in after life.

1741. Have you any criticism to the question, which you say is not right?—Yes, and also to the conditions of employment. The apprenticeship regulations are such as to make any one chary of employing apprentices.

1742. I have been doing some reading in connection with this problem, and I find it is the same all over the world. Unemployed.

1743. It occurs in countries where there are no restrictions at all. Yes. As I have pointed out, we will never achieve Utopia, but it will always have difficulty in the same way. There are greater opportunities for youth employment.

1744. In your statement you refer to the position generally with regard to apprenticeships throughout the State. Yes, I have made the following comments.

The existing apprenticeship regulations are undoubtedly deterrents coming from engaging apprenticeship. A certain amount of general apprenticeship regulations a sacred right was regarded in the early days of the Commonwealth Arbitration Court as a great advance in social legislation. I think that at the introduction of this apprenticeship scheme Mr. Justice Higgins' optimism was shared by the majority of citizens. No doubt the enthusiasm and optimism of the community was fanned to bursting heat by the zeal of the industrial apostles of the time. By referring to arbitration cases in this State, it is interesting to read Mr. Justice Burnside's remarks regarding the abolition of improvers from the industrial ranks in this State and the raising of the social status of the apprentice. No longer was the apprentice, on completing his period of apprenticeship, to be paid at the rate of 25/- or 30/- or 40/- years at his trade.

This advancement of the status of the apprenticeship is both satisfactory and accordingly, if the regulations controlling the employment of apprentices are such that numerous employers are not desirous of engaging them.

During the period 1924-1929 as examples of the inelastic regulations working to the detriment of the apprentices as well as the employers.

The system of classification at present embodied in arbitration awards deprives many employers of an opportunity of engaging apprentices, as apprentices can only, in the engineering industry, be paid at the articulated division that carries the tradesmen's margin above the basic rate.

1745. Will you explain that?—In both the boilermakers' award and the engineering award, to which I referred before, there are clauses relating to apprentices. In the boilermakers' award there is the following:

Apprenticeship: (a) The employment of apprentices shall be governed by the provisions of Schedule II, attached to award No. 19 of 1923 (general engineering award) as amended the 28th June, 1922; (b) Apprentices may be taken to:—(i) boilermakers and the same shall include all1 appliances and (ii) first-class welding. In the engineering award the paragraph regarding apprentices is as follows:

Apprentices may be taken to:—Pattern making; electrical fitting; fitting and/or turning; first-class machinist; first-class welding; electrical installing; automotive electrical fitting; motor mechanic; brass making and finishing; fitting and polishing; blacksmithing; woodturning; scale making; code fitting; locksmith; battery fitting; in the proportion of one apprentice for every three or fraction of three tradesmen: Provided that the fraction of three shall not be less than one.

These directions in which apprentices may be taken represent only a small proportion of the classification of labour employed in the industry. To continue my statement:

Firstly, the apprenticeship regulations provide for a probationary period of three months. Many boys are apprenticed to work which is not congenial, but under the influence of their parents, who, due to the anxiety to secure five years' employment for their children, probably give more attention to their behaviour during the probationary period than for the rest of their lives.

1746. I have heard some evidence on that point, but I have been assured that such instances would occur only in a minority. Yes, I do not make the statement suggesting that every boy is like that. There is that tendency behind it all. We are all human. We know that there may be somebody living in the neighbour-hood. The people are a fine type of the working class, and they wish their boy to be employed. They say, 'You know so-and-so,' and suggest putting in a word. Many people will be found to know the boy for so long and that they can recommend him. In many instances the boys do not want to engage in that particular class of work. I can quite understand the anxiety of parents for their child's natural. Nevertheless, it is from this position that the boys in industry, and those misfits make employers very chary as to what they are going to do. I can see the lack of interest in the boy by the parent.

1747. Before you leave that point, you spoke about a better method of selection?—Yes.

1748. Would that prevent this sort of thing from happening?—Yes, to a great extent. I am not optimistic enough to suggest that it would improve the position 100 per cent., but it would be a step in the right direction, and would be worth trying out.

1749. Would you suggest lengthening the probationary period of three months?—No. Of course that is quite an arbitrary period. Personally, I would not care if the period were done away with all together. I was not given any probationary period in my time. I would not be shocked death to be done away without the probationary period?—Yes, and it might be better for both parties. When I was at Home in 1923 I made some inquiries, but I am afraid that it largely depended upon the behaviour and diligence of the boy.

The first three months represent a very difficult period for a boy. He is running about doing odd jobs and really doing menial work. During that period there is no opportunity for him to give any indication of his ability or character. You can generally find out in the first week or so whether the youth is willing or not.

1750. Except that one was put in a negative lad to settle down—that is so. I would suggest a month for the probationary period. On the other hand, I am open to the conviction that a boy sometimes makes a very slow start but eventually turns out to be a really good youth. I do not think the probationary period is of any great value.

1752. Then I take it that, in your opinion, a period of three months is not too short?—No. If anything, it is a bit long. My prepared statement continues—

Too much responsibility is thrown on the employer in regard to the teaching of a boy. As far as I am concerned the employer has paid the apprentice whilst he is at the Technical School, excepting in places where instruction is given after the ordinary working hours, insufficient to enable his leisure at technical study is lost.

My experience nothing damps the spirit of a youth more than over supervision.
1753. In your industry the boys get off one half-
day a week?—We have no apprentices. I have refused
to engage apprentices. I have here a copy of a letter
forwarded to me by the Arbitrator of the Industrial Court in
1890. (Document handed in.) I might add that in the
Arbitration Court they pointed out to me that under
Section 156 of the Act they could only employ an apprentice
for one half a day a week. Still, I feel that I would not be
doing a fair thing to the youth by taking an apprentice.
In our industry, unfortunately, it is neither fish, flesh,
or good red herring. The boys get their wages as
high-class tradesmen, the men do not seem to care. But apprenticing a boy to it would be
a very different thing. We have turned out boys who have
actually trained themselves in the shop. One of the
things that can be the finest welder in the State, and
both of them are favourably employed at Case.
1754. This letter you have handed me, (Exhibit
32.) It is a copy of a letter dated the 26th May, 1936,
from the witness to the Industrial Registrar of the
Court of Arbitration, Perth. You say you have turned
out some good boys, some of whom are earning good
wages?—Yes. During the time we did not dismiss
all our employees, but held the nucleus of the staff.
Both these boys I spoke of were with us, and we did
not put them off, but kept them. The wages those
boys are earning now are higher than the wages of
new-comers. I do not know how to improve the matter, and I advised them. On
my advice they went to a private school and also attended
the Technical School. I allowed them both to
take their junior examination. During half a year I would lend them plant and scrap
material to practice on, and in due course they de-
veloped into first-class men. One of them, before he was
21 years of age, was being paid the maximum wage of
men's wage. The standard development in welding does not take five
years to learn, although, on the other hand, it might take
time for some to learn it. The technician's viewpoint is
different from the viewpoint of the
tradesman. This welding is one of the machines that
somebody with common sense and a little
experience can operate quite well. As far as a tech-
nician applies to practically all of
the machine productions. That is one of the problems in
our industry; the machine does all the work and the
old-time manual trade is the thing of the past. Dur-
ing the time I went into munitions work. If you
listened to a skilled tradesman and his talk of machines,
you would be apt to doubt whether women were read-
into munitions. Not that we know that they were,
and that they delivered the goods after a very brief
training. I am a believer in good wages, for a man who
cannot earn a little over his subsistence requirements
is not worth much use to his employer; but by
tightening up classifications and closing the avenues of
employment against youths and others merely because of
all this talk of union, or what is misrepresented as
skill. I am quite sure the union is quite wrong.
1755. Then you think that your section of industry
is one which does not require a high degree of skill?—
Quite likely.
1756. Therefore, you think the system of apprenticeship
in such an industry is not justified, but you would agree
that apprenticeship is justified where a lad has to learn
an industry which entails a great degree of skill?—Yes.
One curse of apprenticeship in this State is that there
are so many industries, and the awards cover so much. For instance, take the difference between a tradesman's
assistant and a labourer. The labourer automatically
transfers himself into a tradesman's assistant as soon
as he kicks up a spawner. That means extra pay. Unfor-
fortunately, under this present classification of wages,
there is no return of the time and energy that went into
the classification and often loss chances of
gaining employment. Many apprentices learning an in-
dustry to-day do not have a dog's chance of getting any
where ultimately. The Buffing Union covers a
structural steel worker, and you can hear it and in
fact that a structural steel worker is not as good as a
ballroom waiter. Most of my best men have been trained
in our own shops. In one case I had an ordinary labourer.
Of course you must have a skilled man to supervise the
work, but most of our work is machine work. The boy
ever gets a chance.
1757. If you admit that you cannot teach an appren-
tice, the supervising body should not allow you to have
one?—Yet it is the other way round, and they urge me
to take apprentices. If the regulations were liberal-
ised, we could take apprentices and train them. At pres-
ent we have six boys, actually seven, but there should
be more boys employed there. Do you think that a boy has worked
four years under trade shocks, and there is no longer
work for him in the shop, still he is a better-equipped
boy than one who has had no training in that branch. You can
have no juniors and discharge them if the work fails, but
you have to maintain the apprentice just the same, even
at the cost of dismissing journeymen.
1758. But under the apprenticeship regulations, you
can make application to the board and get the incen-
tives cancelled. Have you availed yourself of that?
No, I have never had apprentices.
1759. In the care of the work as was so seriously em-
phasised by having to keep my apprentices on during
a bad time that the poor man went mental. Of course,
I agree that we must have justice.
1760. I am in favour of the idea that whenever an
application is made on the ground of shockness of
orders to cancel an apprentice's incentives, it has been
dealt with expeditiously, and in many cases has been
cancelled. Yes, I believe that is so.
1761. Well, what more could be asked?—There has
been quite a number of applications for cancellation or
other relief which have not been granted.
1762. Have grounds been shown why the applications
should be granted? The board has dealt with the
applications?—Yes.
1763. Have you any particular cases to which you can
direct attention in which you think an injustice was
done? If so, I should like to look into them?—Per-
haps you will be able to get evidence from the employers,
or from the unionisation employing employers
in particular. The Employers' Federation could give
you more definite information than any individual employer.
1764. I am in favour of the suggestion by the
Employers' Federation, and will cover the point.
Still, you were criticising the system and pointing out
the difficulty of getting a cancellation of incentives
without the prior case that I should have liked to receive particulars from you?
I referred one case. I know of other cases. The fact remains
that what I say is correct. There is a human element that enters into an application for incentives. The
master and a boy disagree about something. Any board, I should say, would be very
careful to cancel incentives unless there was an opening for
the boy to go somewhere else. In many cases the incentives
would be deprived of his occupation. That is what
it means, and it would have to be some very serious
disagreement to lead the board to cancel the incentives.
There are instances of that kind which will probably be
an instance of that kind, and I believe the incentive
was framed in very crude form?—The form of the
court has now to be used.
1765. I understand the incentive form nowadays
makes provision for every party to be called in. Would
the right for cancellation by the board, and that
the rights of every party to be considered? Should
an incentive be necessary?
1766. I have heard some discussion on what you have
spoken of, as being the incentive form today has
to rely upon his organisation. One slip renders
any such incentive liable for heavy penalties. That is one of the
reasons why I believe that industrial legislation should
be very, very careful with the organisation. Many great
industries. Speaking for myself, we contemplate
that part of the incentive to be included in the award
under present conditions there will have been
the chance of getting pay for return for the money invested
last year.
1767. Do you think you could have any better incentive
than one of training a lad in the correct technical education at school?—No. I do not think
that incentive is a fair thing.
Given practical experience, and provided a boy goes to the trouble to ascertain at school, or through his own reading, the fundamental principles of the work in which he is engaged, he should make steady progress.

1760. In this position you have a bright field to show aptitude for the work, and you are doing your best to train him. In his theoretical work he shows that he possesses more than normal ability. After three years' training he will take all the trouble to train him, that boy wishes to leave you. What would you say?—I should say that the boy had a right to go. If he were induced to continue I would not. Although I am an employer, I realise that the only thing an employer can sell is his labour, and he should have a free and unrestricted market for it. The only reason why we have restrictions is that we have the clever man or the clever boy, but to protect the drones and the help, men who might work for less than the amount the average employer is prepared to pay.

1770. In the circumstances I have put, if some unscrupulous employer took that boy, you would be too pleased?—I cannot see any reason why an employer should have to train a boy. I say in my statement.

The present-day apprenticeship regulations impose more restrictions upon the youths than were imposed during the old craft guild days, without any compensation to the employers or teachers. It is a question whether it is wise for an employer to train a youth to obtain higher wages than the youth is prepared to train himself to obtain.

In the guild days, the master received a premium for teaching and training. To-day there is no such thing as teaching and training a boy under the apprenticeship system. Ask a journeyman to teach a boy. There is no remuneration. Unless a boy is diligent and quick, he will not learn the business. When boys are supplied, they are not wanted to do the practical work, he will never learn the business. When boys are supplied, they are not wanted to do the practical work, he will never learn the business. In the days when Mr. Justice Barraud presented over the Court, improvers were employed, but the reason they were employed was because it was the proper thing. Now the improver is something that is at the back of the workers' minds. Many of the things done in the Arbitration Court are hocus-pocus and all beside the point. The proceedings represent an attempt to justify the claim that the men are not paid an adequate wage. It does not matter whether boilermakers or chimney sweeps are concerned, they want a rate for doing the hypothetical skilled work that they claim must be done, and that is all.

1771. You proceed in your statement to discuss the Apprenticeship system. I am not favourably disposed to the establishment of an apprenticeship board in every industry with uniformity of conditions, as the conditions of industry may vary to too great an extent to make this practical.

1772. Whatever system we had, whether the trade system or the present apprenticeship system, would you advocate some sort of body to police the training of youths?—I am not able to offer any suggestion on the question of doing without such a body. To be just, the youth needs protection and the employer also desires a fair deal. I have closely read the actual report of the New South Wales trainee system. If a trainee board or a commissioner were set up here, I should like to see all reference to the house of employment cut out of arbitration awards so that the house would be subject to one control, but without indentures. If the trainee system engaged junior workers, it would open up an avenue of employment. I mean by this statement, without that application of indentures, and the need for providing work for a set period of years. I would be prepared, with some proviso, to be registered as an employer of a trainee. I think employers need protection in that way. I would feel sorry if a dishonest employer in competition with me were employing a boy at a lower rate of pay.

1773. That is the difficulty. If you had an unscrupulous employer taking advantage of a boy in that way, not only the boy but other employers would be prejudiced?—But what about the honest employer who does a fair thing by the junior workers?
the national control of industrial legislation would be preferable to State control. State conditions and peculiarities could be cared for, as for instance in the district allowances made to Commonwealth officers. Wages were not generally increasing without justification. I believe a few years ago there was competition between the courts to satisfy the workers on this and other points. One must look at these things in cold blood. I have had experience of strikes in this State, being given an award by the State Court, and of this award lying dormant for many years. The union then applied to the Commonwealth Court and obtained a substantial increase in wages, as well as a reduction in hours. Of course the men would not then work under the State award. Only a few employers who were cited in the Commonwealth Court came under the Commonwealth award. Others were able to contract out of it. The union had the award policed, with the result that no one worked for less than the Commonwealth rates. We know what happened when an application was made for a 44-hour week. That went against the union, with the result that there was a seven-months strike in the engineering industry. Very little attempt is being made to get a 44-hour week by industrial legislation; it is all going through the unions. These are irritation tactics. Attempts are made to coerce the men to cease work. Of what use is it to prosecute under such circumstances? It is only farcical to do so. If anything, pests are likely to find such cases can be broken and that the men will be ostracised. Some years ago a Minister caused a fine to be inflicted upon a union. No one has the courage to do such a thing to-day.

Based on personal experience I am of opinion that there are considerably more youths offering for employment in the engineering industry than could be apprenticed. I receive applications on behalf of boys that has been going on for a long time. I have difficulty in expiating to parents that for many of them it is merely a dead-end. 1778. It is one of the most fashionable trades to put a boy into. What you say emphasises the necessity for some quota system of selection?—It emphasises that a greater opportunity should be afforded to youths by reducing the quota from three to one to one to one. 1779. The difficulty is to arrive at the correct quota. I am told that these quotas are fixed at conferences between employers and employees?—That is so in some cases. The unions have a fixed objective and no one is allowed to reason with them. The employers show a little more reason in these matters and are not so hidebound in their decisions as the unions are. It is thus difficult to secure uniform action.

I have had the experience of being offered a premium to apprentice boys. Parents and guardians of boys have paid tutorial fees for boys to be apprenticed and not only have they lost their money, but the boys have not received the training. These facts impress upon me the necessity for amending the existing regulations.

Is it right that people should have to adopt a subterfuge in order that their boys may obtain employment? That is one of the reasons why this Commission has been appointed. The restrictions are altogether too great.

To meet the tendency of Arbitration Courts to make awards with ever-changing classification the employers have installed more efficient plant. With the introduction of modern machinery in factories the work is in demand. A normal man can be taught to operate a machine in a few weeks. The machine does the work with the result that the old-time manual tradesmen is not required. My experience has been that practically all our employees apply for their sons to be employed in our business. Practically all who are employed as junior workers are the sons of men engaged by us. One of the difficulties encountered is to prevent parents giving their sons work to do which they are not entitled to do under the award.

When in the position of parents interested parents are apt to forget their responsibilities under the award. By stating certain things before the court the sons are prevented from getting employment as apprentices, and yet when an award is given men will commence things being done that should not be done under the award. If there is collusion between one or two employers an employe may be fined without opportunity to get redress. The authorities should look at the individual angle in all industrial legislation; otherwise there is likely to be a crash. I should be sorry to see industrial legislation absorbed by legislation in the standard of living, but I believe that unless a change is made in the present position the whole system will be destroyed.

The question of the law relating to apprentices and junior workers is more a national one than a State one. When the Arbitration Act was introduced employers and employees proposed industrial millennium. To-day only those without any practical experience in the working of industrial legislation can see any virtue in the existing system. Whilst it does theoretically protect the employees from competition from dishonest employers, that is not true in fact. This statement is supported by the number of industrial court cases that are reported. Union representatives in the court admit they cannot police awards to the advantage of honest employers. Unfortunately, they can create stop-work meetings, call irritation strikes, and break the law in many respects without any redress to the employers. The wage-earner is protected by law and enabled to earn a minimum wage in industries covered by the Act, but the employer can be fined heavily if he breaks the law by paying less than the current rate of wages. This is definitely binding. There is, however, no necessity for a worker to offer himself for employment at such a rate. On many occasions workers employed in factories in various industries have simultaneously come to the conclusion that they will not work for the minimum wages, and they do not receive any redress of their decision. The employer then has either to pay the increased wage or wait until the worker is prepared to work for the award rate. Since the inception of the Act this has been happening time and time again, and has been termed a strike, but there is no legal redress for the employer.

1780. Have you experienced that yourself?—Yes, the seven-months engineer strike.

1781. Did that dispute go before the court?—It did not go before the State Court. It was dealt with by the Commonwealth court, which struck off the register the Western Australian section of the union, where they had been working for 48 hours instead of 44. We were already under the award of the State Court. The union cited certain of the employers and after the first time in the absence of the union legislation an award was made which provided that the wages were to be paid retrospectively from the date of the hearing. We paid 4240 in retrospective wages, and there was very little chance of collecting them. When the second judgment came out in the Commonwealth court the hours were increased, and immediately there was a strike. That strike went on for several months, and there was no redress at all for us. The open door of the State Court was ready to receive them and give them their blessings and issue a new award. They stood to lose nothing. I remember the case where the men refused to load the tankers on account of the wages being paid. The work was taken away by another firm and we lost the business. We have been asked to tender for the construction of tanks and I simply will not accept the contract because of the concerted action of the union in demanding pension rates. At present grave difficulties face the nations. With the advent of union bargaining in Australia and the advance of industrialism in the Eastern
countries, particularly Japan, India and China, international trade is becoming much more difficult and expensive.

We read now that America is in the very throes of what Australia has been through. The export markets of nations are being closed by an imposition of tariffs and we see signs of a terrible boom-breaking effect, and it is definitely pointing to the fact that each and every nation will be more and more self-contained. This industrial condition will vary according to the currencies of the nations, and to sustain the secondary industries of this country, it will be necessary to increase production to the extent that there will be sufficient primary producers engaged in their occupations at equally remunerative rates as those engaged in primary industries. The position will be tested on account of the export of our primary products being considerably lowered through other nations becoming more closely self-contained, and the markets for our primary products will be confined, practically, to our own country’s territory.

In other words, conditions will be made more artificial than they are. We know what will happen as the result of the Indian Bill, and we know what Japan’s doing. China, too, is coming on quietly and the next 25 years will make an enormous difference. These people will never live up to the ideals we have. Their instinct will be self-protection, and they will lower the standard, which means that we will be artificially self-contained. The purchasing power of the worker of four pieces of paper per week will never intercept the Chinese at all.

Until all nations arrive at the one level of living conditions, there will be great fluctuations in money earnings and consequent variations in wages and cost of living. When other countries of the world produce their own foodstuffs, wool and cotton to clothe them, and do so on a lower scale of living than we do, our export market to those countries will be closed. Any goods purchased for export would have to be sold at below production cost of the country.

We are approaching that stage and if we teach our youths more trades, or at least give them an equal opportunity of obtaining employment, we will be better able to meet the position.

1783. May I summarise your views? Your first proposition is that there should be an Apprenticeship and Trainee Commission? —Yes, independent of the Arbitration Court and to control the engagement of junior workers and apprentices.

1784. Secondly, you suggest improvements to be made in the system. The system of indenturing for a period should be abolished, and in place of that you advocate the trainee system, whereby employer and employee are free to contract with each other if either desires. That is how we think we can dispense with the services of the other, if that is desired? —With restrictions. If an employer is registered, there would be only another registered employer to engage through the commissioner.

1785. That all youths to be trained in industry should take their technical training in their own time? —Yes.

1786. That there should be a better method of selecting youths for industry, so as to avoid wastage being done by youths being taken into industry when, in fact, they were not adapted to enter into industry; that the system of quotas needs to be revised, and that there should be a more scientific method of adjusting the ratio of junior and senior workers in each industry; that the basis should be the fixing of a ratio which will ensure the greatest possible accuracy; that there are enough artisans to satisfy the demand in the labour market, we do not think we will ever get that at peak points, but it is what we are aiming at.

1787. Your proposition is to get as near as you can to the actual requirements of the market. If the market is not meeting its demand, the employer should look elsewhere; that the employer should take wages in low times, and that the fear at present is that the market will be over-supplied in bad times, and that there will be a scarcity during good times.

1788. Your fourth proposition was that we should have one national wage-fixing tribunal, which necessarily would mean the abolition of the State Court? —Yes.

1789. You do not suggest that if we had all these improvements, the position we now have would do away with the present unemployment problem amongst youths and adults? —I do not think we will ever see Heaven on earth in regard to the employment of youth, but I do believe we can improve the position by liberalising the conditions. I am speaking from experience. I go back to 1929, which was a bad period, and which showed up the weaknesses of the system. I do not believe that legislation will ever settle the question altogether.

1790. Suppose we adopted your proposals in their entirety, would you suggest that they would make relatively small inroads in the situation? —I think they would make hardly any inroads at all.

1791. We go to other countries in the world and find that those places which have not the system of wage-fixing we have here are in a worse position with regard to unemployment than we are in Australia. The conditions are far worse. Therefore I ask myself, and you too, why should this system that you propose to me in a large measure cure the unemployment we have with us? —As an employer of labour, I can tell you that if people want me to give work to boys, I should employ more boys if there were a liberalisation of the legislation. Since the end of 1935 I could have employed 26 boys. In other words I could have increased my quota by two. Other employers might be in a position to do that, too. That would have a marked effect upon the position regarding the boys. I dare say it would not suit some, and it is not an easy position. I do not say that my proposal is a panacea, a cure-all. I am not stupid enough to suggest that, nor do I think it would have that effect. The problem is too grave one and we can merely hope to ease the position somewhat.

1792. The present position seems to have reached this stage: There is work to do; the numbers are decreasing; there is no work; there is not enough to go round? —That is the position.

1793. So I am faced with a much larger problem really, than the difficulties you have referred to in some instances? —Yes. My evidence is merely offered with a view to suggestions to ease the position. I do not by any means offer a panacea.

1794. That is why I questioned you as to whether you thought it would result in a large easing of the position or a small one? —I can speak merely for myself; other employers should speak for themselves. I can tell you that I have received applications for employment from youths and if I had availed myself of the opportunities to secure youths, I could have employed at least six times the number I am entitled to have.

1795. All the same, you could not have employed all those boys? —I could have employed twice as many as my quota. At the same time I do not believe in taking boys on in a dead-end occupation. I take them on when I can see that when they reach the age of 21 years they will be able to earn for themselves, and place themselves on a better footing somewhere else.

PERCIVAL JOHN TRAINER, General Secretary Australian Labour Party, Western Australian Branch, sworn and examined:

1796. By the COMMISSIONER: You have studied the terms of the Commission which I am considering? —Yes.

1797. At the beginning I would like to ask you a few questions in connection with the apprenticeship system. How long have you been associated with the Labour movement in Western Australia? —Nearly 20 years.

1798. And with the Trades Hall? —Eighteen years.

1799. During that time you have had, I take it, a great deal to do with apprenticeship legislation in Western Australia? —Yes. I was secretary of the Plumbers’ Union for a period of 14 years, and secretary of the Coalminers’ Union for a period of 11 years. I was also president of the Building Trades Executive for a number of years.

1800. Speaking now in general terms, do you consider that the present apprenticeship system is a good system? —I do. I say that without hesitation.

1801. That, then, means that the system of binding a boy to an employer for a term of years is, in your opinion, a system that can be improved? —Yes.

1802. The system that you believe can be improved? —Yes.

1803. What, in your opinion, will make for improvement? —In my considered opinion as a consequence of my long association with the trade union movement.
Again generally speaking, do you find that employers are in favour of the present system?—Yes. There are, of course, a few cases where reluctance is exhibited, and other hands are employed who are quite enthusiastic in regard to the existing system of apprenticeship.

Now I will enter into a discussion of some of the special conditions relating to apprenticeship. A good deal of criticism has been levelled at the ratio system, the fixing of the ratio of apprentices to adult journeymen. Have you any complaint to make in that regard?—Yes. I deal with that phase of the subject in the statement which I have prepared. My view of the matter is that in regard to apprenticeship one is dealing with the capacity of an industry not only to train youths but to absorb the youths when trained into employment afterwards. For instance, if a trade increases in a period of years by, we will say, 10 per cent, then those who are charged with the responsibility of fixing ratios should pay strict regard to the ratio of increase. There is another point in connection with this, that as a consequence of the, shall I say, usual modifications which have taken place in respect of apprenticeship conditions here, employers who are working at the trade are in many instances counted as part of the qualification in the ratio for the taking of apprentices. I would say that if you allowed apprenticeship conditions to obtain without any strict ratio, you would find in the event that you would be placed in an impossible position. That is my firm viewpoint in regard to that phase of the question. I consider that you would be placed in a difficult position if you allow that ratio there. There is another important phase, from our point of view. The trade union movement has been blunted to a large extent and has been adversely criticised both in the Press and by employers because of the influence on the ratio that the existence of the union has had. But I would point out that that ratio comes as the result, first of all, of a properly constituted arbitration authority, which hears evidence without any restrictions. On that evidence the arbitration tribunal makes a determination. On that point I would like to refer to a statement made before this Commission by a witness named P. Hoare in question No. 1067, on the transcript of evidence. You, Sir, asked him how many journeymen he had. His answer was—

I have three journeymen, and to get two apprentices I have to call myself a journeyman. While on that question I may say that I have had another letter, which is addressed to me asking me to take him on, and I have taken him on. He is a bright lad, well educated, and a lad that should get a chance in life, but I cannot apprentice him.

Here, obviously, is a man giving evidence who has been working as a master plumber in Western Australia for a number of years, and who should be thoroughly acquainted with the law in regard to ratio. And this is a union man. The boy must sooner or later go out of the industry if the employer cannot qualify to take him; and the trade union movement will get the blame for that. The trade union secretary, while carrying out his duties as chairman of the union arbitration committee, assembles all the evidence and finds that this employer has in his employ a boy to whom he is not entitled. The boy then has to get rid of. In such a case the Secretary of the union calmly tells the trade union secretary has been along and said he must be put off. Obviously the blame is not attachable to the trade union secretary, but to the original sin of the employer for taking on a boy who, knowing he is entitled to take him on. I thought I would make that point clear, because I do not know what impression may be given to your mind, and I would like to make reference to another phase of the same evidence. The same witness, Mr. Hoare, is questioned and replies as follows:

Do you think the five-year apprenticeship is too long for the bench hand?—No.

But the six for the fitter or the other section?—Yes.

What does the stock hand, which is the other section, do?—He goes to the machine with a piece of iron, turns the machine over to it, and makes it conform to the shape required. The machine does everything for the stock hand. If anyone can persuade me that a lad doing that work requires to be apprenticed for a period of five years, then it is a poor lookout for him.

There is an obvious error. Boys under the existing sheet metal workers' award are divided into certain sections. The award deals first of all with what is known as the bench hand, who has the ability to strike patterns and do work in sheet metal. There is another section, carrying a lower rate of pay, known as the stock hand. In that award there is a section dealing with the use of gas with gas meter making, and a section dealing with stove and range making, all coming within the scope of the one award. But when a boy is taken as an apprentice, he is taken to be a bench hand; but if after he has finished the time he is employed as a stock hand, he does not follow that stock hand work, the boys work in another trade. The boy is apprenticed to be a bench hand, and not a stock hand. There are no apprentices to stock hands, and no apprentices are taught to be stock hands. I repeat, they are taught to be bench hands. In my opinion it is desirable to clear up that point with the Commission. Dealing with the same thing, there is another piece of evidence that was tendered to you and which should be given some attention. On page 153 Mr. W. L. Brine gave evidence. Here there is obviously a very patent error which is made familiar with the actual circumstances attached to the case. On this page he gives the various trades, plumbers, joiners, plumbers, sheet metal workers. There is another important point is one you will be having probably from Mr. Corson, the Secretary of this association, who will go into the detail of this thing; but in the meantime I have one point to make dealing with what is known as the canister-making section of this award. It is urged that apprenticeship is not requisite or necessary. But out of about 100 engaged in this trade there are only seven or eight adults employed, all the remainder being apprentices. It is urged that apprenticeship is not requisite or necessary. But out of about 100 engaged in this trade there are only seven or eight adults employed, all the remainder being apprentices. It is urged that apprenticeship is not requisite or necessary. But out of about 100 engaged in this trade there are only seven or eight adults employed, all the remainder being apprentices. It is urged that apprenticeship is not requisite or necessary. But out of about 100 engaged in this trade there are only seven or eight adults employed, all the remainder being apprentices.

1894. What would that remainder be; how many?

About 100.

1895. Can you give me an idea of the wages paid to the skilled man?—About £1 10s. a week—I am sorry, but I have not got that. I will see to it that Mr. Corson has that evidence for you.

1896. I should like to know whether, when you are fixing the ratio, you consider that you have all the data at your disposal which you should have. I have heard complaints that statistics are lacking, and that the data are not fixed on a scientific basis—Is that the fact?—I am afraid that I do not know of the importance you attach to this question, for I have not got it out for you. Some years ago we got out a scale indicating the number of adults, taking into consideration the number of apprenticeship, the number would have been turned out in a certain year, and in succeeding years by compiling it you are able to show that by varying the ratio from the point you would be training considerably more than the industry could absorb. At 1897. Wherever I have gone in Australia I have heard it said by unions and all others that the method of fixing the ratio is not satisfactory. They say they have not the proper information to go upon to secure the absorptive capacity of the industry with any precision—that may be secured by a process. If you take the plumbing industry, the ratio in one section of the industry...
and in the other section one to three, taking the last-named, so that if you went into the figures and took the number of journeymen and the number of apprentices trained, you would find that the ratio is something like 1 to 3. The other number is that whilst you fix the ratio at one to three you must bear in mind that the employer working as a journeyman counts for part of the qualifying number.

1808. In some instances—quite a few. We might originally have had some objection to that, but there does not seem to be any objection to that. It is a very desirable thing that an employer is working at the trade there is no reason why he should not count as a qualifying number.

1809. One witness, whilst admitting that there was no employee of average age in his industry, suggested doubling the ratio. It would be obviously wrong to do that. I would like to know the method by which the Arbitration Court has fixed the ratios in the awards they have delivered, but I think that some regard would be had for the capacity of an industry to bear it. If it is not many years in the history of a principle without a review and you have the right to appeal for a review of the situation. If there is any new evidence in regard to the rapid growth of an industry I should imagine it would be dealt with by taking the side of the employer and the right to appeal for a review of the situation. As though it were fixed and left for 10 or 15 years; there is a rapid review, a very quick review, made, and if it is taken as an industrial character, the Court must have regard to them.

1812. No one who has been here has gone so far as to say that ratios should be abandoned, but the evidence has been one to give you the long term of apprenticeship. In some cases by apprentices would pass into a trade, starting at 14 years of age and coming out in 21 years of age, having served a period of five years. Some of the witnesses in this State where the period of apprenticeship exceeds five years, I know of only one or two. I have no idea what the position is in this short-term arrangement whereby a boy during his period of learning as a journeyman would be moved from one employer to another. I regard that as bad. First of all, a boy: He is most impressionable, and these days workshop psychology is a most important factor. If you took a boy out of one workplace where he had been for six months it would be a considerable time before he got the atmosphere of the new shop, and that of course would have some effect upon his power to absorb the teaching given to him. Five years is only a reasonable period. Then there is another phase of it: Employers may urge that the period of five years is too long on the ground that they cannot look ahead for the period of time, and they might find themselves handicapped by certain financial obligations and responsibilities. I submit that under our Western Australian Arbitration Court regulations we are far removed from the old system or apprenticeship. We have already had evidence of the modifications that have taken place in our system in Western Australia, proving the fact that there is reason for protection both for employers and for apprentices. It has been laid down that an apprentice shall have access to the Arbitration Court with an application temporarily to set aside the apprenticeship conditions. You cannot have anything more reasonable than that. I insist that the definite term of five years is perfectly reasonable.

1814. One witness suggested that when a boy came through his period of apprenticeship and reached 21 years of age, some provision should be made in the wages scale to allow a certain margin between the wage paid to the boy, for lack of experience, and the adult wage. He thought that a boy who had reached 19 years of age and completed his indentures, should not get the full wage. I disagree with that. You have there the danger of classifying work. It is to postulate that a man who has been five years as a journeyman should have a bigger wage than one who is only just one of his time. If you provide just out of his time is a fully qualified tradesman. He cannot have the experience, but that is inevitable in all occupations.

1815. The witness did not advocate applying that to all cases, but only to special cases where a boy did not show that he had full capacity as a journeyman. There is provision in the Arbitration Court regulations that if a boy is not qualified at the end of his period the increases due can be withheld.

1816. But that is something different. The witness was suggesting that a boy might be taken after ten years a period of time it did not necessarily follow that he had the experience which entitled him to full wages, and that there should be another authority to say whether he should be kept on at something below the full adult wage. I disagree. My experience leads me to believe that after a boy has been in a job for three or four years, in some trades he is in a way as a journeyman. It is common practice to charge the customer the adult rate for that boy's labour. That is quite a common practice, and I do not see why you should penalise the boy, especially in view of the fact that in a large number of cases the boys are doing work charged for at the adult rate.
A close watch can be kept upon the time and conduct of these boys to determine whether the employment of additional apprentices by registered employers know that a boy is a profitable proposition to them. On the other hand, other employers well able to teach boys will not take them.

1820. Do not know to what extent avenues exist to put boys that are in mountable places in proper places. You say there is any amount of room with employers who could properly teach these boys. There is not. Employers will not take apprentices at all; on the other hand, some employers will take any number of apprentices. What we have to do is to pay regard to the law of averages. The more competition there is to bring to bear, the more likely are you to see the success of the scheme. Generally speaking, we show our best attributes in voluntary matters. If we indulged in introducing all sorts of regulations, we might destroy our system. The system here has worked fairly well up to the present, and I see no reason why we should disturb it. There may be one or two places in connection with some of the existing economies of human skill that might have been, but that is a question for special consideration.

1821. We were told that few industries have advisory boards. I think Mr. Somerville gave that evidence—Yes.

1822. Do you think it advisable to have an advisory board in each industry?—The more you can do to establish that regard between the apprentice and the employer, the better it will be for all concerned. For some years there were apprenticeship committees in existence at the Technical Colleges. The question of organs was not satisfactorily considered, and the technical committees, used to discuss apprenticeship matters as they affected different trades. I think that arrangement was all to the good. It would create a more sympathetic attitude—Yes.

The question of apprenticeship and youth employment is not a new problem. Its cause and its ultimate solution is irrevocably bound up in the economics of society. Society has no use for youths if they cannot be profitably employed. Once the youth is employed in more than ordinary numbers, we begin to regard youth as a social problem. I know that the Commission cannot do anything to stop the existing economies, but any success you have before you a problem due to our being heirs to the consequences of the existing capitalist system. We have a youth problem because of the fact that youth cannot be profitably employed in industry.

All sections of the community are agreed that the problem of youth employment is social in character. This postulates that the solution of the problem is social and should apply with equal force over all sections of the community. We, the workers and trade unions, are heirs not only to the blame but the evidence of our own wrongs, and we have therefore to carry the economic burden of the problem, because the great majority of the unemployed youth are the sons and daughters of our membership, and whatever happens during the industry, this phase of the question will not, we hope, be forgotten.

It is common knowledge that involved in the trade union movement in this State are anything between 35,000 and 40,000 people. There must be a large number of the progeny of these people who are out of work. It has to be assumed that a trade union could not do anything to improve the economic future of the sons and daughters of its members.

Industry and avenues of employment are not concerned with the number of apprentices in the industry. The problem is the responsibility for the economic future of the sons and daughters of its members.

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employment because of having reached an age when more pay should be given to him. If necessary, I can give you the names of certain firms, quite a number of whom practise this system.

1326. I should like to have both names and numbers supplied to me.—The secretary of the Shop Assistants’ Union will have evidence. The situation exists also in other trades.

1327. The same position exists in some of the other states. For all the solution offered, except the suggestion that ratios should be fixed in the various age groups—I believe that in some of the awards there are ratios in respect to youth in employment, whether we are in that for the age groups, I do not know.

1328. They do not go further than to say there shall not be an excess of working minors of certain ages over those of other ages.—The whole thing has its basis in profit.

1329. You say that industry absorbs those numbers at those wages at which it is profitable to absorb them!—Yes. When they are thrown out of industry they become a social problem, a charity on the State.

1330. It follows from what you say even if we did absorb the employment in certain age groups there would still be an overplus, that part of labour which could not be absorbed by industry!—Arbitration has never attempted to impose upon the employer any compulsion as to whom he shall employ, and in what numbers. He is a free agent. That is part of the system. If a man or boy ceases to be profitable, that is the end of him in that industry. I have already dealt with the question of temporarily setting aside the arbitration regulations which make provision for apprenticeship. It was in Victoria I do not know whether you noticed that there existed there the old improver system. This has operated for many years. Within recent years, however, the Arbitration and Industrial Relations Commission, and the point I want to make is that the authorities in that State had the improver system, which some people believed should be given effect to in Western Australia. As the result of long experience, Victoria has abandoned the improver system and, in turn, has gazetted each trade that comes within the ambit of the Commission. Instead of Victoria departing from the apprenticeship question, that State departed from the improver question and took on the responsibility of apprenticeship under the act of a Commission. So that the development there is not as has been suggested by some people; it has gone from the improver to the apprenticeship system, and it has been modelled somewhat on Western Australian lines.

1331. There is this difference, that instead of isolated boards, Victoria has a Commission which has jurisdiction over all the boards!—They have power to gazette any particular trade.

1332. I think you have already asked you whether you consider that boards would be more satisfactory, and whether there should not be some central authority even over the boards?—Take the building trade Apprenticeship Act. The Act has been done up to date by voluntary labour. That is wrong. If that phase of arbitration activity is extended in any way, it should not be done on a voluntary basis. There is enough work there for all the people who could be given a considerable time, and devote much energy to it as well. In my comments I also make observations setting out that our system has stood the test of time, and that any alteration made in it by the court after evidence has been tendered by interested parties.

1333. I understand that during the depression a certain number of applications were made to the court to cancel the registration, expressly mentioned that the common-law rights of the articles were in force, and when you tell me something about that!—I appeared in quite a number of cases on behalf of apprentices when the applications were made to the court for the termination of articles, and the court invariably gave to the employer redress, that is, that the apprentice should perhaps be put on one day a week. On the other hand, I can say that it has appeared to me that the days exhibited by the default reluctance to break down apprenticeship conditions. Whether the court considers it is something that should not be interfered with, I do not know, but that is my belief. The court says, too, that the apprentice has his common-law rights. We have to remember that a boy is in a vastly different position to that of the employer. An employer may be 40 or 50 years of age, and is getting well on in life, whilst the boy is only beginning. Surely that boy has a perfect right to expect the law to protect him in respect to his future. There have been cases where the court did cancel registrations.

1334. I cannot understand in what respect, if the court exercising power to declare that the articles are null and void, there could be any rights!—There is another phase with regard to that on the rights of an apprentice, and it is dealt with by me later on. You have already asked me with regard to the position of an employer to teach, whether there should not be some control exercised over that question. An employer might take a boy and continue him in an occupation for two or three years. Then, all of a sudden a financial catastrophe happens and the employer becomes bankrupt. In such circumstances, what is to become of the boy? Surely he has some rights. I should say that, taking the subject by a large, the public have nothing to cavil at and they should be proud of our system.

1335. I understood you to say that, generally speaking, both sides were satisfied with the system!—That is the common experience. I should also like to make some reference to the question of the school-leaving age. I think that should be increased. Our State platform for dealing with education, our State policy is the maintenance of free education, free provision of schoolbooks and requisites, the raising of the school-leaving age to 16 years, continuation classes, the establishment of technical education, free University, adequate provision for efficient technical education, and so on. What I regard as being the most important of all is the raising of the school-leaving age. Another phase of the question which I have not dealt with in the reduction of the hours of labour. I have had rather an uncommon experience in respect to this question, particularly during the last 12 or 18 months, and have for many years given it close study. The question of the hours of work has had a good deal of attention from all classes in all parts of the world, and its development is going to be watched in the hope of modifying—I do not say curing—the existing difficulty of shortening the hours of labour, and in that way spreading, without any reduction in the standards of work, the amount of labour available among all employees. This would, of course, include unemployed youth. Some people believe that we have not mechanisation of industry in this State; but it is certainly here, if in a modified form.

1336. Before you get away from the question of the 40-hour week, I should like to ask you whether Australia is a party to the Convention!—Yes. The Convention carried last year when we were in the hope of modifying our public works. Our record, so far as ratification is concerned, is not a very edifying one. We are definitely bound by it, but the Commonwealth Government has exhibited a certain amount of reluctance in ratifying the Convention in the past. As is the practice of the International Labour Office, a questionnaire is sent out to each Government, but the matter of a shortening of the working week is to be raised only in the event of an international contact; it is entirely the responsibility of the Federal Government, because that Government has the power to ratify, and the State Government has not.

1337. It would tend to create an anomalous position if one State adopted a 40-hour week and another State worked 44 or 48 hours!—The State or the Federal Government have to take the courage in its hands in a matter of this kind, and clearly indicate they are on the side of progress in respect of such an important question.

1338. If a State want its way and adopted a 40-hour week, the same course would be the only one that we can take in the case of the Eastern States might become more acute were the more employment here!—I have my own views with regard to interstate competition; I think it is largely acted out by interstate competition. The man who is defeating, to some extent, any possible advance in respect of setting up better standards in Western Aus-
tralia. I do not know whether it would come within the scope of this Commission to further allude on that, but I certainly have my own private view on the question and the so-called interstate competition is nothing more than a commercial bogey.

1889. Anything relevant to the unemployment in industry may be spoken about before this Commission?—Present. South Australia as being a State which is in competition with Western Australia. Reference is also made to the difficulty employers have in finding labor with that State, and figures are used in support of the statement. One must of necessity have regard to equipment and the thousand and one different things associated with it. It is not just simply a question of labor competing with another, as two separate and distinct units both operating under identical conditions. That is not so. In some of the States which do compete with Western Australia, the competition is owing to the fact of their having better equipment and so on than we have here. On the other hand, it is urged that arbitration conditions in respect of hours have their effect. They may be somewhat slight in respect of hours and wages work for I do not think they have much effect in respect of this matter of interstate competition, which I regard largely as a bogey. I remember that in connection with one trade it was urged here that a certain type of article was coming from the Eastern States. I accidentally discovered that the article was being made in another part of Western Australia, and the Eastern States and the country districts. In the Arbitration Court it was urged that these articles were coming over from the Eastern States, whereas in fact they were being made in the Great Southern district. That is not at all the case. Then, too, there is the thing about dumping. It may occur to some slight extent, but there again the basis of dumping is equipment. Take the sheet-metal trade in Western Australia. I could take a couple of class figures in that respect and point out to you what is made in the Eastern States and what is made locally, just after a most cursory glance, simply because all that which is made by automatic machinery, dies, or all that sort of thing, the Eastern States, where they have that expensive equipment, and therefore can produce cheaper than we can here. Further, if you run your mind's eye round the commercial world, you will see that a large number of Eastern States firms have exact branch counterparts in this State. Obviously they do not compete against one another, but they simply work for I do not think the good of the firm in the whole of the State. I could mention a number of firms of that kind. That is my viewpoint. Interstate competition has been used as a lever for keeping our labor or wages down. Another important phase is limitation of overtime.

1890. That is a subject which has exercised my mind. I should like to be able to get some figures on it. Figures of the wages worked in industry, etc. I presume we could get them from the Factories and Shops Department?—Yes. You will find in the furniture trade award particularly there is an arbitration condition, in view of the increasing cost of the furniture trade. The secretary of the Furniture Trades Union will be giving evidence. I insist that the limitation of overtime is a most important phase of the question with you are dealing. Mr. Commissioner. First of all I would say that within the 40, 44 or 48 hours per week in a given award a man should be guaranteed a living. His living should be guaranteed him within those hours, and he should not be called upon to work systematic overtime. One cannot help working overtime now and again. It occurs to you, Sir, and to any one always with your ordinary work. But generally speaking, a standard should be set guaranteeing a man a living within the 40 or 44 hours per week.

1891. Have you any figures showing the cost of overtime?—Yes, in a way at least, I cannot measure the cost for you. The wages cost could be assessed from the aspect of the penalty rates provided in the various awards.

1892. That is what I am referring to, the actual monetary cost which one could see at a glance. Have you any figures relating to that?—I have not. I may mention that there is a modern study of the question of overtime. People who have studied the question of industrial welfare have proved conclusively, to my mind, that the working of overtime is uneconomical, from the respect that it is dear to the physique of the average employee, and that output suffers as a consequence. That is quite a new phase of industrial pathology.

1893. What I am wondering is just how many persons at the present time out of employment could be absorbed into industry if the money expended in overtime was expended in paying them. Then, would the result be the same. And whether the result could be achieved by keeping other persons in industry? There are difficulties associated with another, in two separate and distinct units both operating under identical conditions. That is not so. In some of the States which do compete with Western Australia, the competition is owing to the fact of their having better equipment and so on than we have here. On the other hand, it is urged that arbitration conditions in respect of hours have their effect. They may be somewhat slight in respect of hours and wages work for I do not think they have much effect in respect of this matter of interstate competition, which I regard largely as a bogey. I remember that in connection with one trade it was urged here that a certain type of article was coming from the Eastern States. I accidentally discovered that the article was being made in another part of Western Australia, and the Eastern States and the country districts. In the Arbitration Court it was urged that these articles were coming over from the Eastern States, whereas in fact they were being made in the Great Southern district. That is not at all the case. Then, too, there is the thing about dumping. It may occur to some slight extent, but there again the basis of dumping is equipment. Take the sheet-metal trade in Western Australia. I could take a couple of class figures in that respect and point out to you what is made in the Eastern States and what is made locally, just after a most cursory glance, simply because all that which is made by automatic machinery, dies, or all that sort of thing, the Eastern States, where they have that expensive equipment, and therefore can produce cheaper than we can here. Further, if you run your mind's eye round the commercial world, you will see that a large number of Eastern States firms have exact branch counterparts in this State. Obviously they do not compete against one another, but they simply work for I do not think the good of the firm in the whole of the State. I could mention a number of firms of that kind. That is my viewpoint. Interstate competition has been used as a lever for keeping our labor or wages down. Another important phase is limitation of overtime.

1894. Dealing again with the 40-hour week, what do you think of the 44-hour week as in force?—Sir Frederick Stewart's work, if it is carried out fairly, and with a very properly working system, is running 40 hours a week. In a paper of last week I saw some reference to a firm introducing the 44-hour week in the Eastern States. It is not very common.

1895. At Mt. Isa in Queensland it is in force, and also in the gold mining industry of Western Australia?—Yes. My firm, comes from this State and the companies of various other countries of the world, greater purchasing power. It has been proved beyond the shadow of doubt that if people have more money, working class people do not need it. There is not sufficient of it to hoard. They spend it. It soon finds its way back into industry again. It acts going an economic cycle which has the effect of stimulating and hence should be.

I consider that that is a most important element in the problem which this Commission is investigating. There is just one point I forget to mention, the question of the increase of the mining industry. The increase of mining industry is re-adjustment, so far as we are concerned, of the basic wage in Western Australia. Section 121 of the Arbitration Act provides that the Arbitration Court shall establish a minimum standard of comfort for the employees of all persons to whom it applies. In 1926, at its first basic wage inquiry, the court set a standard for a man, his wife, and his two children under 11 years of age, which is one of the ironies of the existing system that whereas a girl cannot go into industry—I do not say that she should—in a factory until she is 15 years of age, the basic wage makes no provision for being attained the age of 14 years.

1896. Have you considered any steps that might be taken to special problem of present multiplicity of youth? I am now speaking of the special problem. We have in one community to-day which owing to the depression has really lost its chance. That section is not adaptable for absorption into industry as the age youth leaving school. You know the section I refer to, do you not?—Yes.

1897. In dealing with the unemployment of youths, the question is to be able to prescribe some means—

For that particular section whose need is so acute.
1856. Have you considered the setting up of some trade commission whereby employers and employees alike should participate in the solution of this problem?—For a long time I was a member of the Economic Council in this State, which was a body working along similar lines to those you have just visualised. Good and useful work was done by the various industrial courts of the State—educational, commercial, industrial, and so on. We spent very considerable time in discussing between us like brothers. We had numbers of people before us. We ran newspaper campaigns, and so on. But, like Omar Khayyam, "We came out by the same door as we went." I do insist, Mr. Commissioner, that it is an economic problem. You cannot solve it, do what you may. The whole thing is bound up in a profits and wages system. That is a matter beyond the terms of this Commission to alter, I believe.

1819. If you had known the identity of the youths you might have been able to do better.—Yes, that is true. One or two attempts were made to take a census. For many years we tried it in Victoria Park, but it did not pay out too well. There are no available statistics that will furnish you with a guide in any way. It is certainly a very difficult problem. The raising of the school age is one way by which you can deal with it, but even if you got 16 years of age or over, the boy could be taken into industry provided only he was a payable proposition to someone. I do not like to adopt the rule of undue pessimism, but that is my outlook at the moment.

1850. There seems to be a greater scope for industrial arbitration amongst the smaller size of business on the scale practised to-day?—I agree with you there.

1851. If that be so, that could be worked on, and it would provide some solution of the problem?—Yes, if we were living in an insular community, but we are not.

1852. Tell me why you say that?—It is urged that so many million pounds worth of staff is imported from the Eastern States whereas the goods could be manufactured here. I see no reason why that should not be done, provided we have the requisite raw materials, machinery and agencies of production necessary for the production of those goods. But we are an Australian community, and, while solving the problem in this State and providing our youth with employment by setting up factories, it will simply put people out of work in other States of Australia.

1853. It is a law of self-preservation that you shall look after yourself first?—Yes, and that is what I meant when I said that if we were living under conditions of insularity, I would agree with you. On the other hand, it is unwise to spend $2,000,000 or $3,000,000 elsewhere for goods that could be manufactured in this State. But that will not solve your problem.

1854. We could at least solve our problem and let others solve theirs?—You will have my blessing if you can.

1855. Perhaps I should say that we could at least attempt to do so. Yes, kind sir, and we should try to do so. I believe that by using the resources of the State in the way they should be, there is no necessity for anyone to be out of work. Nevertheless, we are not permitted to do that unless we can show a profit.

WEDNESDAY, 9th JUNE, 1857.

A. A. WOLFF, Esq., K.C., Royal Commissioner.

JAMES LAMPARD PATON, Chartered Accountant (Australia) and Acting President of the Perth Chamber of Commerce, sworn and examined:

1863. By the COMMISSIONER: You are the acting President of the Perth Chamber of Commerce?—Yes. In 1864. I think you have prepared some notes on behalf of your Chamber to submit to this Commission?—That is so.

1865. You have dealt with each of the issues before me as Commissioner, and I see the first series of notes relates to conditions generally in regard to youth employment in this State?—Yes, we took it that you were looking for evidence of that sort. In 1866. Will you please point out any defects in the system and make suggestions for improvement?—Before reading my prepared statement, I should like to
1867. These are the State figures. They are the figures for the metropolitan area. We have made a statement that they were only partly true for boys 14 or 15 years of age to secure employment, principally in manufacturing enterprises, and we feel that these figures rather bear out our contentions. For instance, the average age of boys 14 years of age employed in industry was 232. Of that number at the 30th June, 1933, 35 were unemployed. The number of boys 15 years of age usually employed was 578, of that number 30th June, 1933, 535 were unemployed. From that age forward, the percentage of unemployed youths begins to step up, until of boys in the twenty-first year 1,935 were usually employed and of that number the 30th June, 1933, 535 were unemployed. These figures were prepared just following the worst of the depression. It appears to suggest—I do not know whether I ought to give this evidence at this stage, for it really comes later on—however, it appears to suggest that unless the population is reduced the greatest number of unemployed male youths that we have to deal with in a depression would be about 3,500 in the metropolitan area. At the present time, when conditions are far better 400 youths would not be a great burden from the national standpoint. We realise that training and education should not be confined to unemployed youths, that young people other categories of youth as well, of course, that if that were done for very large numbers, the financial burden would become very much greater. Now there is just one observation I would make. I do not believe the Government Statistician will give evidence on these figures, but I got in touch with Mr. Bennett and secured his permission to quote these figures as an illustration to our case. In considering these figures of the average number of youths unemployed, it must not be forgotten that a number of parents financially able to do so kept their children at school for longer periods. Probably some hundreds of boys were kept at school for not under two years longer periods. Some boys are kept at school for three and four years longer. We have to keep in mind these conditions. From the office employment point of view, in the opinion of the Chamber, the best age at which to take a boy into an office is 16 years.

1872. You may state it as an opinion, if you wish?
—I do not desire to do so, but would withdraw that portion. My prepared statement begins—

Members of the Chamber of Commerce have consistently complained of the low average standard of efficiency, in a commercial sense, of youth entering business. To particularise, our members generally find youths deficient in ordinary grammar, spelling is deficient, and in many instances youths unable to make simple calculations with any degree of accuracy.

1869. How long does it take to throw off those deficiencies?—It takes two years classes before we can drive a sense of office discipline and need for accuracy into them.

1876. How can you do it? Do you make them attend night school?—Our members encourage all youths to undertake study, sometimes night school, sometimes private training classes. If a youth will sit down and conform to the ordinary system of organisation and procedure in an ordinary commercial enterprise, it is no alternative to dismissing him and finding someone more efficient. From the point of view of a factory, the three points I have enumerated are not so important. So long as he is active and reasonably intelligent, and shows willingness to pick up the routine, such a youth appears to get along quite well. If he goes into the store, he might be called upon to do simple calculations.

The youth leaving school at 14 years of age is too young to have mastered thoroughly an elementary course of instruction, which is probably most practical to give to youths of that age any specialised training, but it is easier for a boy to enter manufacturing enterprises at this age. The youths of 17 and 18 entering business have had little or no specialised training in a commercial sense.

1871. I suppose that, generally speaking, boys entering business at that age are recruited from secondary schools?—Yes.

Generally, they possess a wider cultural background, but too often their elementary training has suffered in the process of achieving this background.

By elementary training I mean the things already mentioned—simple rules of arithmetic, grammar and spelling.

The youth who, through force of economic circumstances, must leave school at 14 years of age, has seven years in which to adapt himself and absorb the qualifications for a particular employment. A boy is very often handicapped by his employment and lack of facilities for study.

That particularly applies to the younger boys.

1872. I am inclined to think some of the trouble may be due to the boys being put into a strange atmosphere. Are we definitely of that opinion, as I shall show later in our evidence. We shall suggest a remedy.

Consequently, the average youth of this category falls into the rut of routine and is apt to have his initiative and other commercial qualities blunted, too often being put into a rut of recovery.

The youth of 17 or 18 years of age who usually enters business is at a disadvantage because, although he has had a broader cultural background, he has also had really valueless training, and, in the ordinary course of his employment, there are no opportunities, and less time, in view of Arbitration Court acts prescribing an adult wage for such as the younger boy, that his employment and lack of facilities for study and recovery.

1872. Do they catch up?

No. In some instances they do, but generally speaking they do not catch up by the time they reach 21 years of age. To lead some point to that remark, let me say that one of our members recently received a communication and paid a representative to visit Australia and organise its particular business throughout Australia. That representative was only 21 years of age, and he said, speaking four languages and having had a university efficiency, I do not pretend to quote that as an average case, because we are not in a position to say, but we have reason to believe that, in America, to a lesser extent in England, and certainly in Germany, a great deal of emphasis is laid upon much time spent to specialised training up to university standard, even before allowing those people fitted for the broader side of commercial enterprise to the broader range of commercial enterprises.

As regards Western Australia and probably Australia generally, perhaps we cannot say, but the existing system of things, such as the Arbitration Court awards, which must colour the views of a man on these matters. An employer naturally not willing to take a youth of 18 or 19 or more.
unless he has had training, he is not worth the wages that the employer is bound to pay.

1874. Can you suggest any remedy for that situation in view of the existing system?—I think we might introduce something like probation.

Youths are selected for the available positions in a haphazard manner by employers, haphazard in the sense that choice is limited to youths who happen to apply for a given position. Personal acquaintance and social qualifications are apparent at short notice play a large part in the selection of a junior employee. If a youth has entered a calling which later proves unsuitable, it is very difficult for him to move into other vocations successfully.

We shall also make a recommendation arising out of that paragraph. We use the term "haphazard." If an employer has a position to fill, whether in the store, factory or office, he might approach one or other of the schools—sometimes a State school, sometimes a secondary school—or, as more often happens, he inserts an advertisement in the Press. He gets a certain number of replies to the advertisement. The selection for a given position is limited to those people who happen to see the advertisement or become aware that there is a vacancy and choose to apply for it. That leads to the need for vocational guidance, to which I shall refer later.

1875. A difficulty arises with a big company. Positions become vacant, and it cannot be denied that selection is very arbitrary. Exercise influence on the management to give those positions to relatives?—In some instances that may be so, but I am safe in saying that only a small minority of youths would secure employment in that way. Probably during the depression shareholders were able to exercise a greater influence in that direction, but even so, I believe that the youths in question were a small minority.

1876. Still, some good jobs are filled in this way; jobs which need ability which should be thrown open, and for which employers should have the widest possible field to pick from. Do you think that, yes, from a broad point of view that is probably correct. On the other hand, the employer's choice of selection is improved because he is able to find out a good deal more concerning a certain youth because of his personal associations. I should doubt whether any employer made an appointment to one of the more important positions merely from the point of view of sheer influence. Competition has become so keen that a youth must possess some degree of efficiency in order to back up an application. I make that statement with some confidence. Apart from my practice, I am associated with a number of companies, and have seen something of what happens. I am connected with 15 or 16 companies and know that younger men quite well, but I cannot say that I know of one case where a youth during the depression secured a position on absolute influence and nothing else.

In periods of prosperity, obviously it is comparatively easy to absorb youths, whatever their standard, but in periods of adversity the youth with some training or experience is practically the only one who can be accepted. That summarises the statement I have just made.

Employers generally are not able to provide adequate practical training facilities on the one hand, and on the other hand economic conditions and pressure of work make it impossible for them to do so without assistance.

I am, of course, speaking from the Western Australian point of view. The portion of our evidence will tie up with a later recommendation.

To sum up, the Chamber believes that employment begets employment, and that opportunities for employment will open up more readily if proper attention is given to the establishment of efficient training classes.

With greater efficiency we would probably have less actual bankruptcy, and fewer people opening up business enterprises on a large scale on inadequate training, and either making a partial failure of undertakings, or retiring from the field, thus creating unemployment. The direct cost of this cannot be expressed in terms of money as representing the capital loss. The loss of capital is a commercial loss, and I doubt if it is possible to trace such lost capital back into the particular section of industry concerned.

As to the practical means that could be taken to ensure the training of youths and their absorption in primary and secondary industrial nature, the objective stated in our answer to Section I can be achieved in a practical way as follows.—

The establishment of an employment bureau in each of the largest centres in the State. This is necessarily a Government function, but we think that Government functions in such a bureau should be supervisory and not of a control nature. If you wish to secure the support of all sections of industry, trade unions and the like, they should be given an adequate voice in the working of such a bureau.

The number of centres required would be fixed by experience. These bureaux should be administered by an advisory committee on which the employers, trade unions and employers, educational authorities, and industrial unions should have representation.

We do not suggest that the members of such an advisory committee should be remunerated. We think that those sections of the community concerned should be prepared to do a certain amount of work, particularly work of that nature, in a voluntary manner. We do not, however, want the administration of the bureau to suffer because of that voluntary aspect. For the actual working of the bureau there would have to be a paid staff.

1877. You want continued administration!—That is essential.

The most important functions of the bureau would be—

(a) to set up a vocational guidance service (there are several systems in operation in the Eastern States).

We were able to get some information from Victoria and New South Wales, but that information is not sufficient to justify in public expenditure.

1878. I have that information myself!—I had a talk to Colonel Cohen who has paid a lot of attention to this kind of thing in Victoria. He was enthusiastic and profuse which have been achieved in that State. He admits that their system may be subject to criticism, but they are getting somewhere, and are gradually evolving a scheme. We have no intimate information concerning how South Wales, but have been informed that the scheme there is more comprehensive than that in Victoria. As a Chamber we feel that our members would be helped very much in securing satisfactory employees if vocational training were instituted here.

(b) the development of vocational training;

(c) the placing of youths in employment.

South Africa set up a number of such centres to serve a European population of 2,750,000 at an approximate cost of £20,000 per annum in recent years.

We have no further information on that score.

The controlling bureau would be situated in Perth, and the remaining centres would be regarded as subsidiary centres which would follow the principles laid down by the Perth bureau. That is a matter of importance from the point of view of the organisation, and the principles that are laid down and brought into force.

These proposals foreshadow a considerable extension of the type of training at present carried on in technical schools. The limits of such an extension will depend on the funds available but, obviously, the system is elastic. Side by side with technical school training, the bureau should endeavour to institute practical training with industrial and commercial organisations. This will undoubtedly lead to further expenditure, but in the opinion of the Chamber such expenditure is vitally necessary. We are informed that there has been a considerable amount of practical vocational training in England where the accepted form of staff instruction has been departed from, and that it combines a small amount of class instruction with a considerable amount of specialised training in factories, etc.
The practical application of such a principle to this State is dependent upon investigation, but appears to me a matter of the strictest urgency. We have not had time to consult our individual members on the point to enable us to make any concrete suggestions. I am personally engaged in a fabrication concern and very active in an educational organization established in the city of Portland, which is the American Society for the Promotion of Education. I have been associated with this society for many years and have had the opportunity of observing the results of their work. It is evident that the practical application of such principles is essential to the progress of the country. We are not seeking to establish a monopoly, but rather to encourage and facilitate the development of the individual. We are not seeking to impose our views upon the public, but rather to present them in a clear and concise manner. We believe that the practical application of such principles is essential to the progress of the country. We are not seeking to establish a monopoly, but rather to encourage and facilitate the development of the individual. We are not seeking to impose our views upon the public, but rather to present them in a clear and concise manner. We believe that the practical application of such principles is essential to the progress of the country.
this State, from the financial angle, firms are definitely handicapped. However, as time goes along and the local businesses establish on a proper base and are able to build up their own reserves, we shall be able to look for the establishment of such a scheme.

Firms could combine to institute some form of scholarship scheme.—To give some guide, in 1892 the members of the Perth Chamber of Commerce founded £1,200 towards the endowment of that University college as a result of the Chamber Travellers' Association fund; I think; and one accountancy institute founded £500, and then two other accountancy institutes guaranteed payments of a number of £25 a year each.

1888. If there is a fairly liberal scholarship scheme of that kind, you will be able to look not only to those who win scholarships but also to others who have come down on the estate of the firm. That is so. If I may express my personal opinion, I consider that activity of that description in their best sense would come better from the University, where there is qualified teaching and so forth. At the same time I admit the absolute necessity for combining theoretical training with practical training. It may be possible for firms here to provide facilities for some form of practical training. But that would be a matter for inquiry of each individual firm, I think Mr. Allingham's organisation has some such scheme.

1889. I had in mind Mr. Allingham's company amongst one or two others when I mentioned the matter. It always struck me as an excellent thing it was to have Mr. Allingham as a model, as far as I know that the interests of good many boys are centred on these scholarships. Now I should like to ask what touch do you as a Chamber know the Education Department?—From a practical point of view, we do not keep any.

1890. It is desirable, I should say, that you should keep in touch with the Education Department.—We have always felt that with a given problem we could go along and consult the Director of Education, but such consultations have been extremely few over a number of years. I do not know if you have any such consultation.

1891, At any rate, if you did keep in touch with the Education Department, you could ask the Director know your requirements, even if he was not prepared to give you any guarantee that he would take it up.

1892. You cannot have a proper linking unless you make contact in that way.—We have suggested a contact in the set-up of this advisory bureau. I should like to say that there is a section of commercial and industrial thought which alleges that the educational system, as at present constituted here, is completely out of touch with the requirements of commerce. That section of thought says that the educational authorities make no effort to bring their training into line with our needs. It is felt by a number of members that the educational training is too far from the requirements of commerce. A Chamber does feel that there should be levying of the purely educational viewpoint with the purely commercial viewpoint, and then that that reconcilliation could take place through such a bureau.

1893. Take, for instance, a boy who is in his post-primary course at the age of 13 or 14. What subjects do you think should be taught in a way to make him suitable, in a general way, to enter a commercial establishment?—My personal opinion is that a boy should be absolutely proficient in grammar, simple arithmetic, spelling, ability to construct reasonable prose, and handwriting. The handwriting is more important than the educational authorities seem to think. We all suffer grievously from poor handwriting.

1894. All those subjects are taught from the time of boys entering school. The question is the intensity of such teaching, then?—We feel that the intensity of that teaching suffers because of the widening of the curriculum at a comparatively early age. On the other hand, I admit that from the viewpoint of broad citizen ship a boy of 14 who leaves school proficient in those subjects to the age of 14, and then should be given every possible facility and encouragement to study right up to the age of 21 at least, after leaving school.

1895. Do the boys take in after they have left school the proper age, many of whom are indifferent spellers, whose grammar is not correct, whose writing is a factory, ever get rid of those adverse qualities?—I am afraid that, what with the pressure of work in offices, they do not satisfactorily overcome those deficiencies, and very often those boys finally enter one or other of the handicrafts or the ranks of unskilled labour. 1896. My observation is that if a boy is deficient in grammar and speech, he seldom picks up in after-life—It is certainly a grave handicap.

1897. The question of grammar and spelling is of utmost importance; yet you do find certain boys who can never acquire a group of grammar and do not seem able ever to spell?—Such boys are better catered for in one or other of the artisan trades than the attempt to enter the commercial side, unless possessed of other outstanding qualities.

1898. A proper method of selection might prevent that.—That is what we had in mind when we suggested vocational guidance and training.

1899. I think you will admit there is a great difficulty in rubbing the rough edges off a boy who comes into your establishment with a half-baked education?—Definitely.

1900. And then again, some of the boys have not been able to absorb the education offered them in their school lives?—Yes, in some instances because of some physical disadvantages.

The Chamber realises the difficulty of applying these suggestions in toto to country conditions, but they are practicable in part from the outset. Experience would point the way for training. In any case, it should be possible to do something with correspondence classes, which may eventually lead to annual centralised training camps. We understand that during the vacation period many of the agricultural schools at Muresk and Nattrig have instituted special training classes, and encourage farmers and farmers' sons to attend those classes in subjects that suit their peculiar vocations. That training at the moment is limited to day classes, and some of the courses last for a week. That is what we were visualising when we mentioned the possibility of annual centralised training camps. It might be possible to use the State farms that are situated in various parts of the State for extending that form of training, and preferably, in due time, occupational processes in agricultural subjects should be introduced in the courses available although they are primarily agricultural. All members of the Chamber of Commerce suffered during the depression through the financial troubles of the farmers, and without seeking to fix the blame in any way, it will be agreed that if farmers were trained in ordinary commercial practices, they would be better farmers, and better able to conduct their affairs. In our view, a simple course of training of that description should be possible, and we regard such a development as desirable in every sense. The Chamber feels that there is so much potential in the sponge camps may be absorbent to a good many parents, but a properly conducted camp is not only a place for instruction but also of pleasure. If a youth enters such a course with a well-developed attitude of mind, he will be able better to fit himself to the task in hand. With regard to the remaining matters respecting which we were asked to give evidence, and particularly with regard to the position generally as to apprenticeship throughout the State, and also the school leaving age, my statement proceeds—

The Chamber considers that the raising of the school leaving age would have a profound bearing on the present apprenticeship system and its relation to existing Arbitration Court awards, etc., and particularly to employees in the basic wage. We believe that the raising of the school leaving age is not nearly as important as the provision of adequate opportunity for study, in order to bridge the gap between ordinary education and the requirements of business and industry.

As a Chamber, we are by no means convinced that it is necessary to raise the school leaving age. From a purely industrial point of view, the present school leaving age would be tremendous, and the dislocation that would follow could not easily be set down. The youth who is ready to start work at 14 years of age should go to work at that age; only to be merely rust if compulsorily kept at school to a later age. We must take care of the youth who will not study and not let him become a factory drudge or a factory drudgery, ever get rid of those adverse qualities?—I am afraid that, what with the pressure of work in offices, turn
that have been suggested will point the way over a period of years. There are other matters relative to this problem, such as the employment of females and males. The Chamber does not desire to express an opinion regarding the employment of females in relation to males. That is bound up with the question of equal pay for the sexes. We feel that the whole question is one, and the economic side of ability to live is so much bound up with it, that it would be dangerous to attempt artificially to interfere with such a matter.

1901. Do not desire to press you for your personal opinion if you do not care to give it.—My personal opinion agrees with the view of the Chamber. I would say that it is quite likely that it would be very quick to take these opportunities if reliable data could be supplied at the present time a firm "X" deciding to start an enterprise "A" may or may not make investigations. In most cases investigations are made into possibilities and the like. Our opportunities for getting reliable data are very limited. I have had some experience in trying to get data, but I must admit that whilst in some cases it is possible to get it, in most matters you must hit out in the dark.

1910. One witness who gave evidence before this Commission deplored the fact that a lot of mining machinery which years ago was made in South Australia now comes from Victoria. There must be opportunities here to make that machinery, and if they are here would it not be advisable to avail ourselves of them?—Dealing with mining machinery there is an enterprise here which turns out this requisite. The particular enterprise is reasonably efficient, and has gone to a great deal of trouble to better itself. People who have been engaged in mining matters often have not had themselves with taking reconditioned mining machinery, and as that reconditioned machinery emanated principally from one local concern it created a certain amount of dissatisfaction. That encouraged the introduction of a considerable quantity of machinery from the Eastern States. Of course the mining plants from the Eastern States are of much higher grade, and moreover cases, is controlled by patents. This applies particularly to mining machinery. I think, however, the local industry, in relation to mining machinery, will work out its own salvation. Several mining machinery established themselves in Western Australia in recent years.

1911. Do we make picks here, for instance?—I do not think so.

1912. The problem is whether it would pay a company to make small tools?—It is so much a matter of output.

1913. I am putting these questions because I have heard it said that there is not enough capital for starting out, not enough fluidity?—We have had ample indication that Eastern States firms are prepared to launch out here if given sufficient encouragement.

1914. Someone suggested that they were not entering enough, that they wanted to be assured before they would risk their capital here?—I would not subscribe wholly to that view. I have had experience here of two or three of Eastern origin working here for a couple of years. Before they set out they had spent seven or eight years on the drawing board and had been to London. They were then able to embark on encouragement and the growth of population. Of course, we are undoubtedly at this disadvantage because the more wealthy organisations in other parts of Australia are able to set up industries in this State, which is a very good thing, as it creates employment in this State. But that sort of thing does not permit the formation of purely local houses to be developed so well. At the same time, I must admit that organisations developed from the other side are probably more equipped, financed and technically engaged in those industries than any local company could be for some years to come. I think economic conditions will work out that problem.

1907. Looking back over the last 20 or 30 years, or there have been a number of industries established here?—Yes.

1908. Do you consider that by practised economy we could have done more?—Practised economy would give us more control over certain enterprises, but there are definite dangers in undue restriction. A certain type of control may kill initiative and imaginative enterprise. We need to look to training and promotion of general efficiency to achieve the objective behind the question.

1909. Suppose economists told us that they had some department set up to watch the industries, a research department; do you think that might assist in creating new and successful ventures?—I think commercial firms generally would be very quick to seize opportunities if reliable data could be supplied. At the present time a firm "X" deciding to start an enterprise "A" may or may not make investigations. In most cases investigations are made into possibilities and the like. Our opportunities for getting reliable data are very limited. I have had some experience in trying to get data, but I must admit that whilst in some cases it is possible to get it, in most matters you must hit out in the dark.

LAWRENCE JAMES FRANCIS GRIFFITHS.

Quantity Surveyor and Inspector for the Timber Merchants' Association, 11 Chancery House, Howard Street, seven and examined.

1915. You have prepared some evidence for the Commission on behalf of the Timber Merchants' Association; will you quote from your notes?—Yes. My prepared statement reads:—

The business of the members of the association is chiefly the production and manufacture of timber flooring, mouldings, joinery and fittings, etc., required for structural and building purposes. In carrying on their business, timber merchants operate mills and joiner factories, equipped with a great variety of machinery. In addition, timber merchants employ large fleets of both motor and horse-drawn vehicles.
drawn vehicles to transport materials to and from their premises. The staff of the average timber merchant comprises the following classes of labour: Manager, clerks, stock-takers, bookkeepers, attendants, order-takers, sawyers, loaders, engine drivers, telegraph operators, telephone operators, and cleaners.

1894. All these would not be skilled artisans—Yes, machinists, sawyers, joiners, glaziers, tailors. A tailor needs to have a certain amount of training. He must have a reasonable amount of skill, and must be able to understand at least something about tailoring, and to be able to keep records.

1895. But is it nothing like a craft?—You cannot make a man a tailor without 12 months' experience in a tailor's yard.

1896. But it is not one of those occupations you would call as skilled?—As a matter of fact, a timber-yard labourer has a certain amount of skill.

1897. In the clerical staff you would, I suppose, need a certain number of skilled men?—Yes; most of these men are mainly employed on office work.

Except during periods of depression when there is usually a heavy shrinkage in the building industry and consequently little demand for timber products, timber merchants have a reasonable continuity of work as their business runs on more or less evenly from year to year. As a result of this continuity of work, the timber merchants have found it possible to train youths to the various trades operated by them under the indenture system.

It has always been the policy of the members of the Timber Merchants' Association to conduct their businesses to employ as large a complement of apprentices as is permitted under the various awards issued by the State Arbitration Court. This policy has been pursued with the view of the future welfare of the industry, in spite of the fact that the employment of an apprentice is generally a financial disadvantage in comparison with the employment of a journeyman.

1898. In what sections do you train apprentices?—In woodworking, machinery, and in joinery. My prepared statement continues.

The bulk of the apprentices trained as joiners by timber merchants usually take employment with builders as carpenters when they become journeymen. At the present time the members of the Timber Merchants' Association have 38 indentured apprentices and five probationers to joinery, 13 indentured apprentices to woodworking machinery, and 13 indentured apprentices to glazing.

1899. Have you room for any more?—The number of youths available, but we are only able to engage for a full complement for a minimum number of tradesmen. We may be able to take on 1 per cent. of apprentices. My prepared statement continues.

Youths are protected from entering certain fields of employment owing to restrictions embodied in Arthuritun Court awards. For instance, youths are not allowed to drive lorries employed by timber merchants as drivers, although most timber merchants could employ one or more youths in this capacity to deliver small and urgent orders. Again, there are certain positions in the average timber merchant's factories and mills where junior workers could find employment without reducing the number of adult workers—provided they could be employed at reasonable wages.

1900. What are those positions?—The youths could be employed in a number of ways, under the direction of the adult workers; and, again, running messages, preparing gins, the yard, by making the men's tea. My statement continues.

Although the timber merchants generally have encouraged the training of as many youths as possible to become journeymen, it is found that other sections of the building trades are not training any appreciable proportion of tradesmen. On the books of the various timber merchants are the names of upwards of 2,000 builders who are engaged in building construction throughout the State. Application to the stonemasons' hall on the 27th May, 1927, revealed that there were only 218 apprentices registered to the six building trades—plumbers 47, pointemen 29, carpenters and joiners 108, stonemasons 16, bricklayers 18, and plasterers 16. Thirty-eight of these apprentices are bound to the State Agricultural Association, leaving 180 apprentices to 2,000 builders, or averaging one apprentice to any of the above six trades to every 12 builders. In other words, one plumbing apprentice to 3 builders, one carpentry apprentice to 23 builders, no stonemason apprentice to 2,000 builders, one bricklaying apprentice to 11 builders, one plastering apprentice to 125 builders.

1901. Could you refund us a rough classification of these builders; how many are big city contractors, and how many are the other categories?—The Building Contractors' Association have to date 150 to 200 members. These are mostly big builders. An enormous number of builders are not members of that Association, although some are large builders. I should say that about 1,000 of these are because their business is on the small side, such as joiners and renovators. We had 3,000 of those people on the discount list, but reduced to 2,000 the names of those who are really proper builders. My statement continues.

The records of the State Arbitration Court show that on the 31st December, 1936, the registered union membership of the above six trades totalled 2,670 members exclusive of 375 builders' labourers. This is equivalent to one youth in the building industry to every 14 adult unionists. The above figures do not include the large numbers of tradesmen scattered throughout the State who are not members of unions. The latest figures available at the Statistical Department are for the year ended the 30th June, 1933, a depression year, and show that the number of tradesmen employed in building in Sydney is 3,600. These figures have probably doubled since then, but taking these conservative figures and the latest registrations for apprentices, we have one youth to 27 adults in this industry.

Specialisation in the building industry has brought into existence the sub-contractor—commonly labelled 'pieceworker' by careless-thinking people. These sub-contractors take over certain sections of the building work from the general contractor, say the whole of the plumbing, brickwork, plastering, painting, etc., for a definite fixed sum of money. These sub-contractors as a rule do not employ apprentices as they find it cheaper to carry on their contracts by the employment of journeymen, sub-contractors, or day or hour at current rates of wages. To sum up, the reason why so few youths enter the building industry is because of the conditions of trade under which the average builder or sub-contractor cannot employ them.

1902. What do you think of the piecework system?—There is a lot of careless thinking on this subject. There has been a tendency amongst certain sections of the builders to try to corner the building market and get a registration of builders. They have let it out that they would take a number of apprentices if they got a registration of the builders. However, I am afraid that it would mean the building costs going up by 200 per cent, and would not help the youths to any great extent. At present a sub-contractor has a sub-contract for plastering at the Colonial Mutual flats job on the Exhibition, Perth, a sub-contract of L30,000 worth of pounds. He is supplying all the materials and the scaffolding. His men are paid journeymen's rates of pay and I understand he has even one apprentice. On the same building the painting is let out by the general contractor. On the last contract the general contractors (Concrete Construction, W.A., Ltd.) said they sublet the work of the stonemasons hand in hand with the stonemasons, and on this contract the stonemasons had the stonemasons. He made a start on the contract and it meant that for a short period he will have work for 20 stonemasons. I am acquainted with the stonemasons and they are on very good terms with the stonemasons, and are paid very good wages.
ters come back again, and after them the plumbers. So there is a variety of these tradesmen engaged for varying periods of weeks. Although the contractor may have job after job without any disruption of his business, the position is not the same as for ordinary contractors. In short, the brickwork is so much more per thousand, a piece worker, very often that man is employing journeymen at trade union rates of pay. There are other cases where, perhaps, two bricklayers will form a sort of partnership and do piecework.

1928. But what about the relationship as between master and worker?—If the sub-contractor is paying his men trade union rates of wages, you cannot say that the workers working for him are pieceworkers.

1929. They are working on day wages, but you can hardly expect wages when the man employs them and quotes by the piece is still a servant of the contractor?—Coming to stone foundations, we find that the man refuses to quote so much for the job and employs his own tradesmen. It is the same with the pointing. If there is any real piecework it does not represent more than 5 per cent. of the work done by sub-contractors.

1930. From what you tell me I deduce that where there is a sub-contract the sub-contractor is a man who could not take an apprenticeship. That is so.

1931. The board has always looked to the general contractor to take an apprenticeship. Does the method of sub-contracting work in conjunction with an apprentice? It is a kind of specialization that has entered the building industry. A sub-contractor can concentrate on his special class of work. If he is a bricklayer, he knows practically all the bricklayers available, and he knows those who can put an arch better than can others, and can do the work cheaper than can a general contractor.

1932. It is impossible to pick out certain men who are concerned in carrying out sub-contracts for buildings. You might get a man sub-contracting for plastering, another man sub-contracting for brickwork, and another mason. Let me give an instance of sub-contracting. At the new Ebenezer Brewery a man is doing the brick work for so much per thousand. It is employing about 25 journeymen at trade union rates of wages and has two apprentices.

1933. How much supervision is exercised over that man by the general contractor? The point arises whether the man is really working for the general contractor or whether he is a sub-contractor. It does not follow that because he employs other labour he is not working for the general contractor. He has to carry out the work to the satisfaction of the architect. He has to carry out any section of the work to suit the convenience of the general contractor. But the general contractor has no authority over the men employed by the sub-contractor. The general contractor could not say, "Sack this or that man." 1934. It seems like a contract, though I suppose an argument could arise as to what the real relationship was. You understand that the difficulty of giving a lump sum price for work is that of measuring to determine how much work there is. A general contractor pays two thousand and fifty thousand pounds of brickwork at £8 10s. a thousand. That makes up part of his total price. Other trades are priced in the same way. We are discussing are made on a similar basis, namely, if the building were to be doubled, the general contractor would have to carry out the work at the same rate.

2. What practical measures could be taken to ensure the training and adoption of youth in primary or secondary industries? A general easing of the conditions governing apprenticeships is required, as the present system is causing concern to many employers desirous of taking apprentices from doing so or employing youths.

While the licence system of apprenticeship between employer, guardian and apprentice should be retained, this should be supplemented by the training apprenticeship system as established in New South Wales. Apprenticeship of junior workers should be permitted to every trade or occupation which does not require long periods of training to gain proficiency as in the case of many specialized industries.

An apprenticeship council and apprenticeship commissioner should be appointed to deal with all matters in connection with youth employment.

1935. Have you had any conferences in your industry? —I think there is, but its principal function seems to be to watch the examination of 21 and it would enable us to accommodate those youths and give them perhaps 12 months in which to finish their training as journeymen.

1936. The training system in New South Wales applies only to certain industries. Does it apply to your own industry?—I understand that it applies to the building trade.

1937. Not to the timber industry?—I am not sure, though I thought it applied to the timber merchants as well.

1938. In your remarks you said there was continuity of work for apprentices. If there is continuity of work for apprentices, you could keep the apprentices on for a term of years. —Yes.

1939. What would make you wish to dispense with the services of an apprentice? You advocate a system under which you could put a boy or a girl on at will? —We want the training system as well. We have periods when we could take on more apprentices, but the work does not continue. I suppose we may have 12 months in which to finish their training as journeymen.

1940. Have you worked out how many youths you could accommodate without disturbing existing employment? —I believe we could employ another 30 or 40 per cent. of youths.

1941. How would that affect the adult employment? —It would affect the ratio, which is one to two in the industry and one to four with the machinists. I take it we would still be under the same restriction, and we could not have more than one apprentice to any one of the sub-contractors.

1942. You are at present prohibited from employing junior labour!—Entirely.

1943. But your apprenticeship quota is fixed. —Yes.

1944. So you must be right up to the quota in the matter of employing junior labour!—We are not sure of what you might describe as our general number of adult employees.

1945. I cannot quite see how you could take more. We could not keep any more in regular work, but there are periods, perhaps for 12 months, when a certain amount can take more apprentices.

1946. Yet you could keep the adults employed without disturbing them!—That is so.

1947. You mean that employment for the trainees would be more or less seasonal or spasmodic? —The experience is that one merchant is usually busy when another is slack, when one is slack, another is busy. The other is at the end of his orders. The other might be busy for 12 months, and when he runs out another is busy, and the training whose services have been dispensed with by one firm could go to the other firm which has got the business.

1948. Who is now doing the work that these would take on?—I suppose it is being done by adult journeymen, but what is being employed, I suppose.
1952. I cannot follow how you could keep the same proportion of adults and take this extra component of juniors. You say more men are employed for-day, and that they are doing the work juniors would do if you could employ juniors?—We can see certain work for which juniors could be employed, not necessarily as trainees, and some of the machinists. Instead of an apprentice knocking off his work to clean up, a junior could be used to make the place more comfortable and clean.

1953. Have you put that argument to the court in your applications?—I understand this sort of application has been made and has been refused.

1954. I am sure the situation generally with regard to apprenticeships throughout the State.—The conditions under which apprentices are to be taken are too favourable to the employers and may involve him in any expenses which his profits are not great enough to bear. For example, let me mention sick pay. An apprentice may become sick and be absent from his employment for short or long periods, and his employer liable to pay him up to one full month on sick pay per year. Under the existing regulation, this could occur without any possible check by the employer on the genuineness or otherwise of the sickness. The regulation provides that, unless the period of sickness exceeds four days, the apprentice is not bound to give a medical certificate relating to the sickness. As the contract is for five years, a delinquent apprentice could impose upon the employer by taking, say, seven or eight days off a year, and the employer be forced to accept the word that the sickness was genuine. If the sickness exceeds four days, the employer is entitled to fix towards the cost, he may demand a medical certificate.

1955. Do you find many instances of their staying away on the ground of being sick?—Yes; it might be due to a lack of the necessary discipline.

1956. If you had time, could you prepare a list of instances?—I would have to collect the particulars.

1957. Are you alluding to all cases of sickness and not necessarily to cases that you consider are not genuine?—We are of opinion that an apprentice should not get better conditions than a journeyman receives. The month's pay would amount to one-twelfth of the time when the apprentice should be at work, and if he took full advantage of this concession, he would increase his pay by one-twelfth. This condition places an apprentice at an advantage as compared with a journeyman.

1958. If it is an evil, I should like to know the extent of it. Can you secure some figures for me?—I will endeavour to collect some figures for you. I know that all the merchants are complaining. They held a meeting, and I was instructed to inform you that the merchants object to this regulation. They are paying out heavily, and apprentices are provided with an excuse if they want a holiday. A youth may not be sick, but that is the end of it. Nothing can be done. The whole reason why apprenticeships are so unpopular lies in the conditions attached to them. The youths are to have time off to attend the Technical School, for a month for sickness. These things operate against the interests of the apprentices.

1959. What time off must be given apprentices to attend school?—Four hours a week.

1960. That represents one half-day a week?—Yes.

1961. The month allowed by the regulation is too long. We see no reason why the period allowed should exceed six days. In all later awards of the court payments to sickness is limited to one half-day per month of service in each year.

1962. Have you brought this matter before the Arbitration Court?—These matters are dealt with by Mr. Curtis of the Employers' Federation, so I do not know if the matter has been brought before the court.

1963. Probation period: The existing period of three months is too short, and the clause permitting an extension for further three months upon application is unsatisfactory. No apprentice should be permitted to be indented until six months' probation has been served. Parents generally press for their children to be indentured as soon as the three months' probationary period has expired, but very often the boy has not had sufficient time to gauge his liking for the particular occupation. Further, the employer cannot estimate a boy's character in three months. A youth may be of good behaviour for three months, but unless this is a natural habit any defects in his character will generally be obvious before six months have passed.

1964. Unnecessary inducements: Greater freedom is required in terminating inducements of unsatisfactory apprentices. Under the present system, the employer who desires to apply to the court for the cancellation of registrations of an apprenticeship is forced to wait his turn on the court list. In some cases this involves weeks of delay. It is true that he may suspend the apprentice, but if the court rules against his application he is thereby run a risk of being forced to pay wages for the whole period of suspension.

1965. Can you give me instances of such delay?—I would have to collect them for you. The firms say they are involved in this trouble if they try to get rid of an apprentice.

1966. Technical training in employer's time: While this may be permissible in the first year or so the apprentice in his last two years of apprenticeship should attend technical training in his own time, as by then his wages are getting larger, and his absence causes his employer greater inconvenience.

1967. Why draw a distinction between the first year and the last two years?—This is a matter for the timber merchants. They think that youths when they finish training are not so well able to get about at nights, but that when they get older they are better able to take care of themselves. Meanwhile the wages are mounting up and become a heavier burden on the employer when it comes to the question of release for a period. They think there should be a little give and take between the apprentice and his employer.

1968. Proportion of apprentices to journeymen: Youths are often prevented from becoming apprentices owing to the restrictive proportions embodied in Arbitration Court awards. In the machining or sawing trades only one apprentice is permitted to every four adults, whereas in the question of release for a period three would be more reasonable and would not result in any adult worker losing employment.

1969. When was the award last before the court?—The last Timbersiders' award which I have is dated the 27th June, 1965.

1970. It will be up for review soon?—Yes, probably.

1971. Was this ratio objected to in 1965 by the employers?—I understand so.

1972. Did you propose the ratio you are now proposing?—I had nothing to do with the original proposal. The timber merchants usually work through the Employers' Federation. I should think they would have endeavoured to get a smaller ratio.

1973. Can you demonstrate your proposal of a proportion of one to three?—We have never had any apprentices. If we could employ more apprentices probably one would be set to the particular machine so that he might assist the journeyman. They are big machines and it is not easy for one man to keep them going. It would be handy to have an apprentice with the journeyman, and the apprentice would be able to learn the trade.

1974. Would he be an apprentice in the fullest sense?—Yes. There is no scope for trainees as is in the machine section of the industry.

1975. If it could be demonstrated that youths could be absorbed in the industry to a greater extent it would be an advantage for the young people. These machines are operated by journeymen, and it would be convenient to attach an apprentice to a journeyman. The journeyman may be handling material and the apprentice could help the journeyman in oiling, setting up and feeding the machine.

1976. The apprentice could be kept constantly at that machine?—Yes.

As to specific heads relating to the foregoing matters:

(a) The desirability or otherwise of establishing apprenticeship boards in every industry with uniformity of conditions.
It is desirable that an apprenticeship board and an apprenticeship commissioner should be appointed to supervise and conserve the interests of apprentices and junior workers generally. Boards should be established to supervise the apprenticeship and make recommendations to the council as to the conditions which should apply to each particular trade of an industry. Uniform conditions governing all trades in an industry is likely to be satisfactory. Some trades do not take so long to learn as others, and in certain trades it is better if the youths are a year and a half old when commencing their training.

(b) The question of whether apprentices should be apprentices to such boards or to individual employers.

Instructed apprentices should be bound by contract between employer, guardian, and apprentice in accordance with existing legislation. Trainee apprentices should not be bound by contract, but should be compelled to get the authority of the apprenticeship council and comply with conditions identical with those in force under the trainee system in New South Wales.

It is our opinion that we have a trainee system similar to that as in New South Wales, when the employer ran out of work and the apprentice was put off, he could go to some other employer and seek employment. If youths had the right to seek employment we think they would benefit. The average builder and subcontractor is too busy to bother about going to court and hunting for unemployed youths, but if the youth had a legal right to one of these employers or someone there would receive employment only if for three months a time. Thus the youth would be placed in the same condition as a journeyman.

(c) The introduction of tests of vocational training before apprentices. This is a matter for educational authorities, and may have some use in selecting the proper type of youth to be trained to any particular trade or calling. Timber merchants do not experience any great difficulty in selecting suitable types of youths as apprentices.

(d) The need for vocational training before apprenticeship. Timber merchants generally are of the opinion that if a youth had a reasonable grounding in primary education it is all that is necessary prior to his becoming an instructed or trainee apprentice. Practical and technical training received during apprenticeship is sufficient to turn out first-class tradesmen.

1971. You are satisfied with the training given at the technical school?—We think it is reasonable.

(e) The trainee system as compared with the apprenticeship system. While the indenture apprenticeship system may be more or less satisfactory when employers have a continuity of work, the trainee system of apprenticeship on the other hand has a marked advantage where employers have no regular continuity of work. The trainee apprentices can readily transfer to another employer when a former employer runs out of work. In the building trade the trainee system of apprenticeship would have a greater advantage over the indenture system, in that apprentices would gain greater experience and training on different classes of work by migrating among amongst builders specializing in different classes of building construction. It would be a good policy to have both systems in operation conjointly so that it could be optional for the apprentices to be registered under either system. Timber merchants may have only sufficient regular work to warrant his taking one indentured apprentice there may be long periods when he could employ one or two additional youths as trainee apprentices.

Awards covering conditions of apprenticeship. These should not be granted to unions or form portion of awards governing journeymen. Most of the conditions of the existing apprenticeship award issued by the State Arbitration Court have been in favour of the particular union concerned and against the interest of the industry generally. Awards governing apprenticeship should be made on the application of some board or council representing and responsible for youth training and employment.

1975. You suggest that the Arbitration Court should not fix the conditions for apprentices?—That is so.

1976. You suggest that the whole job should be done by a board or some other responsible authority?—I have had experience of the difficulty of getting workers, and it is getting older, whilst the youth is young and full of vigour. If there are too many about the older men feel that there is a possibility of apprentices leaving their training and going away on sick leave, and send the particulars to the Secretary?—Yes.

WILLIAM KINANE, Accountant, and President of the Catholic Youth Employment League, sworn and examined:

1978. By the COMMISSIONER: I understand you occupy the position of President of the Catholic Youth Employment League, and are giving evidence in that capacity?—Yes.

1979. The League was started in March, 1931?—Yes.

1980. Was the League approved by the Church?—Yes.

1981. I understand that as the League could not erect work, it functioned as a placing organization. That is so.

1982. Will you deal with the statement you have prepared?—Yes. It reads—

For a commencement we had our own office and a secretary typist. We obtained finance from subscriptions of members, donations and small grants from the Lottery Commission. We make no charge whatever to employers or employees. Our registrations during the period we have been functioning were 629 boys, 342: girls, 297: and our placements were 398—174 boys and 294 girls.


1984. I was interested to ascertain what effect the partial lifting of the depression had on your figures?—We went down, of course, because the depression had not been sufficiently corrected, but the figures did not increase difficulty in getting work, and therefore did not come to us at all.

1985. Have you worked out the cost per unit in col labour charges?—No. Our activities have been curtailed for want of funds, and our expenditure during the past 18 months has been considerably reduced. For a start, it cost us £98 to place a year for a was offered, and since then, the cost has been reduced, and during the period it did not exceed £29. We had not the money to spend.

I did not have the opportunity to consult the accounts in the office on the figures, however, I have had a thorough personal knowledge of the details of the League since its formation.
1963. How many girls and how many boys?—I should say roughly, about 40 each.

1967. How many are girls and how many boys?—I should say they were pretty evenly divided. Of course, this figure is rather guesswork. To proceed with my statement—

Of late our activities have been curtailed for want of funds to continue to keep our office and dispense with the services of our secretary-typist. At present the work is being carried out by Mr. Dowling, secretary and accountant, in conjunction with his own work, but of course he cannot devote the necessary time to it, and this has suffered accordingly. We hoped to get some grant from the Youth Appeal Fund, but nothing has as yet materialised. We are as yet without a public house.

1968. Did you apply for a specific sum?—Yes, $100. I was asked to obtain certain figures regarding our Catholic schools, and these I submit in the following statement. In the annexed sheet I have attempted to give some idea of the teachers in this State in ages ranging from 13 to 18 years and over during the years 1935, 1936 and 1937. The details are as follows:

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Number obtained employment at the end of years 1935 and 1936...

1935: ... approximately 55 per cent.
1936: ... approximately 56 per cent.

1983. You say that in 1925 approximately 51 per cent. were in employment, and in 1935 approximately 56 per cent. Can you account for the balance?—No, except that some of the girls were employed at home duties. In other instances, the teachers lost sight of the young persons altogether. They get away and subsequently obtain employment, and naturally the teachers will be unaware of the fact. I have merely dealt with the facts as I was able to prove.

1993. I was endeavouring to get some accurate conception of the amount securing employment and the total number of those who left the schools, but it seems rather difficult to ascertain?—Yes, it is very difficult indeed. The figures I have given you are not absolutely accurate, but are as correct as we can get them. To proceed with my statement—

One of the first activities to be undertaken is to ascertain the extent of youth unemployment. I would suggest that a census be undertaken and organised on the lines of the Commonwealth census. An attempt was made by the Economic Council some three or four years ago to ascertain the extent of the problem in the metropolitan area, but as the filling-in of cards was voluntary, it was a failure. The majority of the occupants of houses at which cards were handed in did not turn up, and that was an end to it. If a census is to be taken, there should be some statutory power compelling the required information to be given. A suitable form could be drawn up embodying the particulars wanted and the procedure followed in delivering and collecting the forms that is adopted in taking the Commonwealth census.

1991. The churches and the various organisations would have a good idea, I take it, of the number of youths out of work?—They have not kept any proper records. I am looking for the Catholic Church, and I do not know what the other churches have done.

1992. In Victoria the method followed was to apply to the Commonwealth organisations with a view to collecting the names of persons out of employment, by which means a fairly accurate list was compiled showing the persons out of work and other detail. Do you think the church could help in such a scheme?—The church might be in touch with all these people. In many instances neither the fathers nor the mothers go near the church.

1993. I am not suggesting that you could give a complete return, but some return would be better than none at all. If you were sending forward a return of the boys you know to be out of employment and someone else was sending a similar return, you would be likely to get somewhere near the mark?—Then you must have organisations to keep in touch with those boys and girls.

1994. I am not suggesting that the church could do the complete job, but it could help?—We certainly could help, but I cannot see just how it could be done. 1995. A census is attended with rather big expense, and that might hardly be justified?—It would give an excellent basis to work on, a basis on which to build our future statistics.

1996. What might be correct to-day might change in a fortnight's time and destroy the whole of the census?—I thought that the Commonwealth was so vitally interested in this matter it might bear the expense of taking a census.

1997. The institution seems to be a take of a survey of the position rather than a census, and by that means get a fairly complete list of those who are unemployed. If such a scheme were embarked upon, and you were willing to assist?—We would do all we could in the matter. In my statement I go on to say:—

All organisations dealing with this question are up against the fact that there are serious gaps in available statistics. Statistics are prepared by both the Commonwealth and State authorities. Some uniform system should be devised, and the present system standardised, co-ordinated and elaborated with one authority to carry out the whole system. Respecting youth unemployment it appears essential that such a census be taken, and used as a basis to build up future statistics in this regard. This is necessary to enable those engaged in the work intelligently to co-operate and plan for the employment of youths.

In a State like ours where primary industries mean so much I consider that some of our boys could be trained in rural industries. I refer you to the lost legion—those who left school five or six years ago when the depression was at its height—many of whom have done work since having left school. It is difficult to find them work to go on with. If a census were taken, it might indicate the requirements of the country, although apparently the Boys' Employment League has had some success in this regard. If boys are to be placed on farms the conditions of living should first be ascertained and a follow-up scheme instituted so that the boys' welfare might not be lost sight of.

The churches should be encouraged and financially assisted to form farm schools. The Christian Brothers at Tardin have made a striking success of their farm school. It could be extended to other boys absorbed if financial assistance were forthcoming. Fairbridge Farm is another striking example of what can be done by organised effort. In addition to placing boys on farm schools I advocate the establishment of youth's rural colony on favourably situated and suitable land with an assured rainfall and in extent large enough to train and give employment to 400 or 500 boys. The boys would be specially selected as to rural-mindedness and physical fitness. They could be divided into groups each under a condition of living that first be ascertained and a follow-up scheme instituted so that the boys' welfare might not be lost sight of.
should be obtained locally and outside traders excluded. As a large area of land would be required some form of local government, which would conduce to the development of the colony, could be instituted. The boys would manage their own economic affairs within limits, controlling boards being elected. In short, the colony, as far as possible, would be self-contained and there would be a centre for cinema and other entertainments, and every encouragement given to athletic sports and games.

Under the guidance of judicious foresight such a scheme should be self-supporting, and if the present prices of primary products were maintained it should be possible to make payments to the boys out of it. The scheme might be financed by the Agricultural Bank until it reached the producing stage. Until then some payment would, of course, have to be made to the producers.

In 1926, when you suggest the boys should be paid whilst working on this group settlement, if I might use that term—They would have their keep, of course, and I suggest that the payment should be at least $10 a week, to allow the boys to be paid.

1999. At what age do you advocate boys should be put on the settlement?—At about 18.

2006. You would not take younger boys?—I do not think we should require more than 15 years old, in my opinion. I refer to the question of raising the school age to 15 years, which I support, and I go on to say—

The average normal pupil at about 12 years of age should be allowed to go on to some preparation for his future career. Between 12 and 14 is the period when it should be determined which way he should go educationally. When this is decided, probably by collaboration of the parent, teacher and psychologist, his school work should proceed along lines which would fit in with his chosen vocation. This applies with greater force when he reaches about 14. At that age his training should be along professional or technical lines. If he is intended for a profession he will proceed right up to the leaving examination. If he is intended for agriculture, mining, engineering, pastoral pursuits, skilled or ordinary trades, his training should be along suitable technical lines. In other words, from 14 upwards real technical training and skill should be developed into play. In this respect we are inadequately equipped for the training of youth as compared with other countries.

We have an excellent technical school here, but its facilities are limited owing to want of funds. Its operations should be extended so there would be no obstacle in the way of all suitable pupils of any age taking technical training. We want to avoid the tragedy of a youth taking up employment for which he is altogether unfit—do away with the round peg in a square hole. In the case of Catholic schools which receive no help from the State, it would be almost impossible for them to finance the period of technical training, and I suggest that they be helped financially to provide facilities for their own schools, or that the boys be enabled to attend at a technical school from 14 upwards.

2901. Is there any system at the Catholic schools for giving boys pre-vocational training?—None whatever. In the other States they have. There is a big technical school at South Melbourne conducted by the Christian Brothers.

I contend most emphatically that an effort should be made to develop the fitness for future careers so that education would be along suitable lines and subjects eliminated which would be useless in future work. It is recognised that in the case of boys and girls it would be useless to continue them at school after 14 for the reason that they are not mentally equipped to continue. Exemptions could be granted in those cases, but in many instances they might learn the commence-

ment of a trade. Many a dull boy at school has turned out an excellent tradesman.

Regarding secondary industries, we in this State are in a particularly favourable position to extend these industries. At present goods to the value of $10,000,000 are brought into the State annually. An intensive campaign should be carried on to buy locally-made products. If such a scheme was started by the Economic Council and produced good results. It should be carried on even more intensively. In our schools at least one time be devoted daily by teachers in this regard.

In all picture theatres films could be shown and information given. Stores should be encouraged to push locally-made products. If a scheme was thoroughly conducted, new industries would spring up as a result of the demand created, and a number of local youths would be absorbed in employment. Some of our Government activities should be brought under tracts, notably our water supply and sewerage works in connection therewith. Borrowing could then be freed from the loan arranged by the Loan Council funds or the money required on these works.

2002. I believe the Loan Council requires the State Government to submit the borrowing of semi-government bodies. This borrowing is the last hogwash in the fixing of the grant to the State?—I understand that the Water Supply and Sewerage Department had until recently some of its works on account of the Loan Council grant required out of the loan raised previously to the last loan. I understand that in South Perth, where surveys were made for deep drainage, it was regarded as likely that the work would be delayed for that reason.

2003. You will find that the Loan Council takes into account the borrowings of semi-government bodies when fixing the amount to be granted to the State. Any borrowing by a public body is likely to absorb tracts subsequently available for a Government loan, and so affect the Government's borrowing powers?—The Waterworks Trust of Sydney went on the London market for its last loan in 2004. If you look into it, you will find that the proposed borrowing was, first of all submitted to the Loan Council?—I did not know that. My prepared statement contains that.

I understand that such works are being undertaken and are likely to be undertaken for want of funds. As such works are reproductive, it would not be a short-sighted policy to entitle them because sufficient loan moneys are not available. Incidentally, the Waterworks Trust of Sydney borrowed some £1,000,000 a short while back to be spent on impre- ductive works. The Metropolitan Board of Works in Melbourne also has borrowing powers. I mention this because the cutting down of the works means loss of employment to a number of youths, and, of course, men; and for every man thrown out of employment other industries are affected. Regarding the cause of youth unemployment it of course was intensified by the depression that swept Australia and the whole world from 1929 onwards. Matters were made worse by the employment of girls in positions that were formerly filled by boys. In the happy days before the war the phasing of boys was a simple matter. Attempts of employment were open to them in which they stepped when leaving school, and for the most part they had good prospects of advancement, so that as they reached manhood they found employment in useful citizens. With the war came the employment of girls in positions that were formerly the prerogative of boys. After the war this continued, and in the result the supply of youths seeking work greatly exceeded the demand. We had girls as well as boys seeking positions formerly occupied by boys.

Applicants increased out of all proportion to the positions available. Many employers found the girls efficient and cheaper, so that for the positions that were available they in many cases preferred the girls. It cannot be admitted that this position is economically bad. The boys, who should be the future breadwinners, find it most difficult to get employment. In the experience we have found families where the girls had no difficulty in finding work, whilst the boys remained in enforced idleness. Here we cannot do an
in the dictator countries of Europe, but is, compel the girls to stick to home duties and other occupa-
tions essentially feminine, but we might arrange legislative action that equal pay be given to both
sexes. Employment in a factory would be the most
advantageous for women instead of in the homes.

2005. Do you know of any place where that prin-
ципle of equal pay to the sexes is followed?—No, I do
not. My statement continues.

Another position which must be considered is
that brought about by the dispersion of youths when
they reach adult age. It is obvious that many em-
ployers find that it reduces the expenditure side of
the cost book by dismissing such employees and
replacing them by younger employees leaving school.
Many employers do retain the services of some efficient
employees after the adult age has been reached, but
the majority of them have to go. Even if it means
an increase in the price of goods, I think that some
action should be taken, provided of course there is
work to do, to compel the retention of the services
of all efficient employees after they reach the adult
age.

2006. Yes, if you could enforce that, and make all
employers do the same, you might get some good results.
But if you have only a voluntary system, such as we
have to-day, one employer keeping his employees and
another employer dismissing them, then I fear that
conscionably employer finds he has to do what the
other employer does.—Just so, but should it not be
possible to take legislative action to prevent the dis-
placement of a screw by a junior when the work is
there to be done?

2007. The difficulty with such provisions is their
enforcement?—Yes.

2008. What form do you suggest the proposed legis-
slation should take? I have not gone into it sufficiently
so far, but I think it sufficiently to be able to give an
opinion offhand.

2009. Have you been able to observe to what extent
this dismissal of labour at 21 years of age is followed?—
I have made inquiries at a few factories. Some of them
tell me in private that they do keep them on if they are efficient, but others
have found it cheaper to put them off.

2010. That is common to both sexes; males and fe-
males have been put off?—Yes.

The Commission adjourned.

THURSDAY, 19th JUNE, 1937.

A. A. WOLFE, Esq., K.C., Commissioner.
able in the factory in which he works, has not an
exactly similar opportunity. In these discussions
both males and females have, of course, been con-
sidered.
3. At the outset it should be understood that
while we can speak from long experience of the
industrious apprenticeship system in this State, we
are unable to give testimony of such a real charac-
ter with regard to the trainee apprenticeship which
will later be proposed. Our information in this re-
gard, however, taken from official documents and
has been gathered by correspondence with our
affiliated organisations in the Eastern States.
9. In addition to the ordinary membership of
associations of employers and individual employers
who deal with their own particular industry there are
affiliated with the Federation the following bodies::  

The Western Australian Chamber of Manufactures,

and

The Perth Chamber of Commerce (Inc.).

Both bodies have authorised the Federation to give
evidence before this Commission on the indus-
trial aspects of the matters in reference, leaving
such other matter as either body may elect to deal
with to be presented in evidence by its own repre-
sentatives.
10. In approaching the question of youth en-
ployment, our Federation desires the Commission
to have regard to the following chief factors:

(i) The necessity for the training of new craftsmen
in all skilled trades.

(ii) The necessity for training semi-skilled
tradesmen.

(iii) The necessity for placing in industry those
youths who find it impossible to secure em-
ployment in either of the above classes.

(iv) The desirability of getting away from a sys-
tem which, by its very nature, prevents so
many youths from becoming more than mere
labourers.

With regard to items (i), (ii) and (iii), it is sug-
gested that we should stand on common ground with
all persons who have the interest of youth in in-
dustry at heart. With regard to the fourth factor,
it is also confidently hoped that almost complete
unanimity of opinion could also be reached for the
reason that it is generally admitted by all students
of the position that the present system has failed
in its endeavours to provide employment of a proper
character for youths, except in a comparatively
small proportion of the number of individuals re-
mained to be provided for. Our Federation recog-
nises that there will always, of necessity, be a large
number of persons who will commence and end their
industrial lives in unskilled avocations, but it also
considers that the present proportion of such per-
sons is too great in relation to those who are for-
tunate enough to find a place in the ranks of skilled
or semi-skilled workers. There is, we know, a cer-
tain body of opinion amongst skilled workers which
holds the conventional view, or the so-called tradi-
tional view, that every trade or craft should be kept
as a close preserve. We have encountered this
opinion in the form of opposition to any move made
by the employers to liberalise the conditions of the
employment of youth.
11. In studying the above-mentioned four fac-
tors, we ask that the Commissioner will have regard
to the following facts:

(a) That secondary industry is in a comparati-
vely undeveloped stage in Western Australia,
and that this State faces a consequential diffi-
culty not experienced to the same degree in our
competitor States in setting about the absorp-
tion of youth under the present rigid regulations.

(b) The definite character of interstate com-
174, for 31st December, 1906, shows an
increase of imports from all sources to the State
of Western Australia of £645,910, as between the
years 1932 and 1935-36. A similar
comparison for the same years of the imports into
the State from other States of the Commonwealth
shows that whereas in 1932-33 we imported
£2,172,829 worth of goods, in the year 1935-36
we imported £30,578,900. These figures are taken
from the "Quarterly Statistical Abstract," Nos.
370 and 371 respectively. The comparatively
negligible amount of exports from the State to
our chief competitor States of New South Wales,
Victoria and South Australia, is, for 1935-36,
only £1,109,810, or approximately 10 per cent.
of the imports.

At this point I should like to present and discuss
the following schedule:

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I should like to direct your attention to the progressive
increase in the imports and to the comparatively negli-
gible increase in the exports during that period, until,
in 1935-36, we reached a figure for imports from New
South Wales of £5,768,787, and for exports only
£315,841. I want you to note the increase in the ex-
ports. It is one that we think should be encouraged,
but in making your comparison you will observe the very
wide disparity. I am putting this before you to show
that from the State of New South Wales we get this
certain amount of goods and send so very little back
to that State in return, indicating of course--this is
one of the major premises of my argument—that sec-
ondary industry in this State is in a comparatively unde-
developed stage. The same remarks apply to Victoria.
In 1935-36 our imports from that State totalled
£4,944,251, while our exports to Victoria amounted to
only £448,888. South Australia is not such a great com-
petitor, but it is one that is growing. These are figures
relating to goods of Australian origin.

(c) The large numbers of new youth leaving
school each year for the purpose of entering in-
dustry. This figure for the year 1936 amounted
to 6,090.

In a letter to me dated the 4th June of this year,
the Director of Education states:

The number of children of 14 years and over
who left State schools during 1936 was approxi-
mately 1,000 more, leaving 1,000 approximately in
private schools.

My statement continues:

The Commissioner should take cognizance of the
fact that so many of the tradesmen of this
State arrived at their present status without serv-
ing an indentured apprenticeship.


Of the remainder who had served apprenticeship a big proportion served it outside Western Australia, either in the East or Europe. So far as we know, some were sent outside Australia such as England and the Continent. It is surprising how many men in the furniture industry are of foreign origin. They have had the benefit of training and skill that enabled them to enter the trade, and we think it highly desirable for the training system to provide means of employment for our youths. There are other industries, particularly in the same class, that have crossed the seas since 1907, and a few have returned. It has been possible for some of the apprentices to make good in the furniture industry, and work the nine years, and pass the examination. A few of them, however, have deserted the trade, and have been taken up by other industries.

12. With very few exceptions every industry carried on in Western Australia is regulated by an industrial award or agreement made in pursuance of the Industrial Arbitration Act, 1912-15. The exceptions referred to include farm labourers, household employees, etc. Consequently the regulation of youth employment vested entirely in the Court of Arbitration. There are only two classifications of youth employees in awards and agreements, and they are either indentured apprentices or junior workers.

13. In pursuance of Section 125 of the Act, which provides for the appointment of an Apprenticeship Board for the building trade, regulations have been made defining the term "building trades" as being the following industries: Stonemasons, bricklayers and plasterers.

Section 125 provides that building trade apprentices shall be indentured to the Apprenticeship Board. Employers who have had experience of this system consider it to be more satisfactory from the employee's point of view than the ordinary system of indentured apprenticeship. From our own experience we found access to the Board more easy than to the court, and relief during the depression period in the matter of part-time orders more expeditious.

14. The determinations governing all other industrial apprenticeships shall be bound by registered instruments with the Court of Arbitration, and these are subject to the terms and conditions of the apprenticeship regulations attached to the individual awards and agreements. Generally speaking, these regulations are standard. They were originally tabled before Parliament as attached to the Industrial Arbitration Act, but were disallowed. The court overcame the difficulty by having them printed in standard form, and has since attached them to each determination it issues where apprentices are included.

2013. Is it the practice for employers to ask for these conditions to be attached to awards?—I cannot say that the regulations of the court are attached to the award in this printed form.

2014. Are you satisfied with the conditions?—We have, on occasions asked for amendments to certain conditions, and on one large I would say that the regulations of such are pretty sound.

2015. Have you considered that there are some which are not?—If so, I should like to see them wurked out. —The President of the Board of Trade?

The president of the board of trade told us that the apprenticeship regulations, and we have found it impossible to move him in the matter of amendments. Should there be any particular point to which attention might be drawn, I would like to bring them under your notice later.

17. The apprenticeship system has been considerably altered since 1907, and at that time passed it. It provides that the employer could discharge the apprentice for certain causes. To-day an order of the Court is required, and if there is any cause, and the appeal is dismissed, and an apprentice now gets an increase in wages whether he passes his annual examination or not, unless the employer makes a successful application to the Court for the withdrawal of the annual increase. In such case the Court has power to make orders it thinks fit, and if the apprentice does not make it, the Court may order him to attend instruction shall be allowed at the employer's expense to enable such apprentice to reach the necessary standard. In the 1907 'cases' it was expressly provided that, if he did not pass his examination, he did not get his increase in wage. The present position, therefore, favours and protects the dissident or backward youth, and experience has shown that the Court of Arbitration is extremely reluctant to make an order cancelling the registration of an apprenticeship agreement. Employers have taken cases of proved theft, assault, violence, laziness, disobedience, etc., to the Court and have asked for such a cancellation, but the Court has been given to understand that it will not grant such orders.

2016. Can you quote cases?—They are very numerous. I can cite one now. A firm in Perth applied to the Court for the cancellation of an apprenticeship concerning a boy who was, I think, a French apprentice. The boy was indentured under the furniture trades award, and was guilty of assault and battery and against an aged foreman, a very severe punishment in the middle age. The boy was something of a public pestilent, and had fought at the stadium. He was generally able to get his own way amongst the other employees. As a result of his conduct the Furniture Trades Union, we brought evidence before the Court. The Court refused to grant cancellation, and the boy was sent back to work. The firm met with further difficulty when the other employees refused to work alongside the boy. That was overcome by the building of a special room in which the boy worked and finished his contract. There is another case of a bootmaker, a return parson, who was suffering from war disabilities. This tradesman employed an apprentice at Midland Junction. He unsuccessfully applied for the cancellation of the indentures because the boy had twice deserted the trade. Acting on advice, he applied for a cancellation order, but was unsuccessful. The Child Welfare Department stepped in and pleaded for another order against the boy. The Union gave the employer some assistance, and after this the co-operation of the parents and ourselves the cancellation was agreed to by mutual consent. The boy was actually caught removing money from the till and was arrested. I could quote other cases if desired.

2017. If you have any that are worthy of note, I shall be glad to hear them.—I could quote many. I think it would illustrate the point; that is, the reluctance of the Court to entertain applications for cancellation.

16. It should also be remembered that until quite recent years apprentices were obliged to attend the Technical School in their own time, but as a result of the Labour Government's policy, technical classes at night were abolished, and they have lost time off during working hours has now to be allowed. Employers object to this system; not only from the financial point of view, but because of the inconvenience resulting therefrom. For example, an apprentice may start a job in the morning, be half through it by lunch time, and then have to drop it in order to attend his Technical School class.

This means that some other worker must be put on to finish the job if it is urgent, which not only creates inconvenience to both, but also imposes a disadvantage on the boy's training in practical work at his bench in the shop. The whole organisation of the workshop may be upset.

17. There is also the possibility of a tradesman being sent to do an outside job which may take a week to complete. He takes him to his apprentice and after one or two days he is put on to do the boys' work, and the apprentice has to be released for half a day or more.
to attend his school. The journeyman may be unable to proceed with his work without the assistance of his apprentice. Many apprentices come from outer suburban areas and travelling time must be accounted for. This last time will be more serious to those employed if and when the present active movement on the part of the unions for a shorter working week takes effect. Many unions are asking for a five-day week of 40 hours. There is no suggestion to reduce the number of hours of technical instruction away from the workshop, therefore the increase in the last time increases.

18. The general standard of hours throughout industry in this State has been reduced considerably during the last decade. Employers feel that it is now physically necessary to ask the apprentice to do as his father did in the matter of technical instruction, and secure it during hours outside his working time. There really will only be no difficulty in arranging for trade classes for apprentices at night or outside the working hours.

These classes are available to persons who are prepared to engage for depression we have been pursuing. This may mean an extension of our Technical School system as it relates to the instruction of apprentices during the daytime.

19. During the depression years from 1930 onwards, employers found that the obligations imposed on them by the apprenticeship contract of keeping apprentices employed and trained were too onerous. Scores of cases arose in which it was shown to the satisfaction of the court that business had greatly diminished or entirely disappeared. A mechanisation or failure had occurred, and apprentices were appointed to wind up the business. In all such cases the apprenticeship contract became a burden, in some cases insurmountable, and in all unjustifiable.

20. It is true that the Court of Arbitration by granting part-time orders assisted the employers considerably by relieving them of the responsibility of future employment for and paying full wages to the apprentices, but this did not solve the whole of the problems encountered.

21. Were not some of the indentures cancelled?—In very few cases. I shall deal with that later. If and when these were cancelled, there was a rider added to the cancellation: this makes the subject of a further paragraph. May I draw attention to the fact that even during the period for which I have been able to secure relief from the contract only by an order of the court. That court is a very busy one, and it is not always easy to secure an order. For instance, I had such cases in my hands which arose during January. The court goes into long vacation until the beginning of March, or at least to the end of February. Thus there are two months which have elapsed without any applications of any sort, including these, may be made. The same thing would apply to an application for cancellation of the contract. Again, the court relieved us as it was only last year, to deal with country cases, involving long absences from its base, the city. I accompanied the court on a case last year which took five weeks in the goldfields areas. During that period, the school which was the sledge with apprenticeship and cancellation must be suspended unless the employer classes the court up to, say, Mecklenburg or Winton, to have the application heard there. That could be done.

21. I have known cases where, in order to keep the contract of apprenticeship alive—this again illustrates the reluctance of the court to cancel such contracts in any order of the court for the employment of the lad for one day per month was given, and the orders varied so as to provide up to four days per week of employment, according to the merits of the cases. Many boys served the remaining years of their contract of apprenticeship on part-time, and emerged with final certificates to take their place as tradesmen in the draft coffling to which they were indentured.

22. It is of course obvious that such a state of affairs is not sustainable only to the entire nature of the apprenticeship regulations prevailing, and equally obvious that many of these apprentices, other than an exceptional few, would emerge from the training period in a part-trained state.

23. Where an estate was assigned, and a trustee saddled with the responsibility of the apprenticeship contract, approach was made to the Court of Arbitration by the trustee for the cancellation of the registered bond. I believe, in cases where the cancellation was allowed, was subject to the following proviso:—"Subject and without prejudice to the right of the respondent to compensate, compound and receive such damages (if any) as he would have been entitled to upon the rescission of the contract by the employer as from the date of the said date; subject, however, and without prejudice to the right of the apprentice, his parent or guardian, to compound, compensate, or sue for and recover such damages (if any) as he may have sustained through such rescission of the agreement as aforesaid. (a) Any proceedings for damages hereunder must be commenced within six weeks after the service on the apprentice of the notice referred to in subclause (a) hereof, otherwise any claim for damages shall be deemed to have been waived and forfeited.

That regulation now finds a place in the standard regulations.

24. The experiences of the depression period are still fresh in the minds of the employers, and the difficulties then encountered have caused a definite reluctance on their part to enter into fresh contracts of apprenticeship. From the court's point of view during the period now referred to, the employer's position was brought about by the operation of forces which he could neither foresee nor control, and the court's attitude towards the contract of apprenticeship placed him in an altogether undeserved position of prejudice.

25. With regard to the regulation which you quoted, have you considered that regulation before the court when going to the court for an award?—I do not think we have. I do not remember such an instance. The regulation was only put in during the last three or four years. I am not quite sure of the date of its inclusion, but it is within recent years only.

26. Official figures indicate that at the 1st May 1937, there were registered at the Court of Arbitration 1,000 apprentices. This figure does not include probationers or apprentices employed at the Midland Junction Railway Workshops. I believe there are approximately 500 apprentices at Midland Junction whom the figure does not include. The number, 1,400, represents an increase in the number of apprentices when compared with immediately preceding years, but it should be borne in mind that in many awards apprenticeship is the only method whereby youth can be employed, and further, that it does not reflect the proportion of the dub who could and would be trained in our various trades if the conditions of their employment were more attractive to the employer.

27. The attitude of the Court of Arbitration towards the employment of junior workers and apprentices is clearly illustrated in the most Industry...
Employees' award contained in Volume 15 of the Western Australian "Industrial Gazette," at page 296, under the heading "Junior Workers."

I should like to read a little of it to you. I believe it would be wise for you to also have it in mind, and to let it fix itself in your mind. It is as follows:

Junior Workers and Apprentices: With regard to those more immediately concerned in the conditions was asked for by the applicant organisation of employers. It was nothing short of the abolition of the whole system of apprenticeship in all divisions of the industry in which the butchers and the subordination of junior workers. It went even further than this, because the Court was requested to fix a wage for all junior workers in the industry which is, of course, for those under 21 years of age, and to make years of experience the determining factor.

Now, one of the main distinctions between the apprenticeship system and the junior worker system as applied to industry under the method usually employed by this Court is that apprentices receive a remuneration in accordance with their years of experience in the industry, while junior workers are remunerated on a scale commensurate with their age. When an employer takes on an apprentice, he knows that he possesses this advantage and that he will be required only to pay an increase proportionate to the industry in which he undertakes the employment for experience shown by the apprentice at his annual examinations. The employers now seek to have preserved to them all the advantages lighthors enjoyed by them in being required to pay an advance in wages for experience, and that the wages of junior workers in all trades—those methods by which were used by the Court and a return of paying apprentices according to years of service and junior workers in accordance with their age should still be retained. It is the case, that there are no apprentices in an industry, then other considerations might apply and it might be possible to evolve a composite system in which both age and experience would receive due weight.

We have, however, in considering the butchering industry, to go somewhat further into the position of the employment of youths. In order to do this, it is necessary to consider separately the shop section and the abattoir section. As regards the shop section, under an award of the Court and agreements, apprentices have existed in this industry since 1907, but junior workers. That this system has proved satisfactory is shown by the fact that at the present time there are 44 apprentices registered in the Court. However, there is one direction which is felt, although not allowed at present, could be useful employed, and that is in those smaller shops employing less than two employees, which is the minimum number to entitle an employer to an apprentice. To meet this position and to encourage the employment of youths, the Court has added a provision that where the employer is not entitled to an apprentice, he may employ a junior worker, in the proportion and subject to the conditions set forth.

With regard to the abattoir section of the industry, the position there is eminently unsatisfactory so far as apprenticeship is concerned. The number registered has dwindled down until at the present time there is only one register one apprentice. It is really difficult to see how this has come about, except it is explained by the reluctance of the employer to take on the obligation of apprenticeship if he can possibly avoid it, coupled with it has been in the past with the restriction as to the tally to be distributed accordingly. In their own interests, it seems to me, the employers, especially those in a big way of business, should have recognised the necessity of training youths to be efficient tradesmen. As against this, the employers would undoubtedly reply, according to the evidence before the Court, that they believe it is possible to train men to do all that is necessary by their picking up a knowledge of the work in a casual manner. This may be so, so far as a certain kind of tradesman is concerned, but, and no doubt particularly so in this industry where the skill required is not of a very high order. But the fact remains that under the apprenticeship system the employer pays the apprentice and the employee to service for five years and the increasing skill acquired by him during that time. This should be a sufficient condition to determine the proportion of tradesmen required. If an employer has the necessary number of tradesmen and labor, he will be obligated to employ apprentices. He will be obligated to employ apprentices so far as the proportion of tradesmen required is concerned. The apprenticeship system has existed in this industry by common consent of the parties from 1912. In the present award it will be found that some considerable relaxation is made as to the proportion of tradesmen required; but, if he is not in a position to employ an apprentice, then, he may employ junior labour at the wage rates and in the proportions set forth. There is also a further alteration in the system, and that is the abolition of tallies as applied to apprentices. This restriction does not exist elsewhere, and its abolition will, I hope, free the system from one of the characteristics that may have rendered it objectionable in the past.

All that illustrates the Court's method of dealing with the particular industry. To continue my statement:

Dealing with the slaughter section of the trade, evidence showed that there was a great deal of irregularity in the wages, both in respect to the payment of apprentices and to the employment of junior workers. At the present time there are only four apprentices in this section of the industry. That was as at May, 1937.

1929. What was the period laid down—five years?

Yes. 1929.

1931. How long do you think it takes a boy to learn the trade?—I am speaking here of the slaughter section, and I do not think I would be quite competent to answer that question definitely. I would say it would take something less than five years.

1929. Has that period of apprenticeship ever been questioned by the employers as being too long?—Speaking entirely from memory, I have not checked it on the point. I think that in a case I took before the Court five or six years ago, that point was questioned in respect of this industry. It was not raised in the latest case because the employers went strongly into that question. Their argument, as referred to in his Honour's judgment, and, as you will have noted, from the statement I have read from the present award, I shall show later on, the thing was being done illegally. Youths were slipping into the industry and learning to use the knife. As that industry depends entirely on the output of the individual worker and the pay is fixed on the tally system, it is usual when the youths were able to produce the full tally they received the full wage. Some of them picked up that much butchering in pretty quick time. To continue...

28. The attitude of the craft unions, which is supported in principle by the Court, is that junior workers should not be employed in these lines, including those where apprenticeship is provided. For many years the Metropolitan Engineers' award limited employment to two classes of workers—journeymen and apprentices, excepting only a very limited number of juniors provided for in Clause 18. These were rivet boys, messenger boys, or cleaners under 15 years of age, and juniors between the ages of 16 and 18 in the following occupations:

(a) Preparing castings for a dresser in a steel foundry;
(b) Striking for a blacksmith's apprentice;
(c) In metal polishing, provided that the number of juniors employed in this occupation shall not exceed the proportion of one such junior to every three or fraction of three fully paid workers.
29. This award covered several industries in respect of which, apart from the messenger boy, none of those mentioned would be of any value.

30. By an amendment made in 1932 a small proportion of unapprenticed journeymen was added, but the relevant clause stipulated 25 different classes of work, together with any other work excluded by the Board of Reference, upon which a junior could not be employed. This added a new twist to the interpretation of clause 5, now made the application of the clause practically ineffective in the direction of employing more youths.

31. The clause provides that apprentices may be taken to pattern-making, electrical fitting, fitting and/or turning, first-class machinist, first-class welding, electrical installing, automotive electrical fitting, and other trades, electric plating, electro-plating, polishing, blacksmithing, wheelwrighting, scale adjusting, locksmith, battery fitting, and the industries covered by it include generation of electricity (power houses), general engineering, motor engineering, structural engineering, oxygen manufacture, electrical engineering, electro-plating, locksmithing, cycle-engineering, scale adjusting, automotive electrical work, electric and oxy-fuel welding, steel and iron pipe-making, besides other industries which employ the services of engineers, such as chemical and machine works, etc.

32. If you look at paragraph 28 you will see the force of my remarks in paragraph 29, that the widening would be of very little value in those trades named in paragraph 31. In other words, it indicates that the policy of the court in the award was to make two classes of labour and to exclude the junior worker.

33. The nature of the employer's obligations as regards juniors.—That award was made in May, 1955, and amended in 1932. In every case we have submitted to the court over a long period of years we have fought liberalisation in the employment of youths, either unapprenticed juniors or an increased number of apprentices. The court was asked to agree to the employment of these workers which was made on the lines of the Federal award. With regard to unapprenticed juniors, we have had to face a position that will be dealt with particularly later on. I refer to the point that we have been fighting for 40 years in this country, that if a person is engaged in the metal trades in the Eastern States has had the benefit of unlimited juniors whereas we have been restricted, and even the class of work that may be performed by the juniors allowed to the employees here is severely restricted by the award.

34. A perusal of this wide field of industry surely indicates many avenues of learning for our youth, for in every one named there is a trade or a specialised portion of trade that must be supplied with man power for the future.

35. In your present speech I am convinced that these trades are not doing their part in the absorption of the youth for the reason that they are prevented by existing regulations from doing so. How long the individual and engaged in one of these industries may be, he can do no more in this direction than the award allows. Strict policing of the award by the unions concerned and the inspectors of the Factories and Shops Department precludes him from taking any sort of risk.

36. Do you consider there is a shortage of skilled labour in trades today?—From a knowledge of the position brought to me by individual employers in several skilled trades, I can answer 'yes' to that question. 37. What trades do you refer to?—Particularly to establish whether or not whether there is an advertisement and questioning one of our principal employers in that industry. He admitted being responsible for the advertisement, and the salary offered covered all our award rates, together with part and part of the Eastern States for a man and his family. That occurred within the last few months. Then there is a distinct metal and furniture branch hands. That is quite an important trade that is being very sadly handicapped in its growth in Western Australia by the extremely active competition from the Eastern States.

38. Is that subject to a Federal award?—Yes, and they are without restrictions as to juniors, males and females being employed in large numbers. Of course, I am not saying anything regarding first-class beach work, but to stock work and canvas making. I can give you an illustration. The matter was dealt with in open Court, so I can give the names here. One of our local manufacturers, Atkins Ltd., one of our leading sheetmetal works, occupy premises right opposite the company that produces Orina published ads which immediately were copied by our canvasiers imported from Melbourne or Sydney, although right opposite their premises is a firm engaged in canvas making. The reason for that is the cost of transport. The firm putting up the canvas makes the canvasiers more cheaply from the Eastern States, ocean freight and other charges attached to delivery thrown in.

39. One does not know under what conditions the factory you speak of is being run?—I would say that Atkins Ltd. conduct an up-to-date concern, fully equipped with modern machinery. It leaves very little to be desired in that direction except that it would not have the volume of trade or the liberal conditions of employment of youths that its competitor in the Eastern States enjoys with the provisions of the Federal award.

40. The imported canvasiers arrive here already for the local product to be put in.?—Yes. In a case that was dealt with in the Court here within the last three months it was stated in evidence that information that description comes to Western Australia packed inside furniture that is included by this award and shipped on the market here at highly competitive prices for our local manufacturing concerns. Wardrobes and kitchen safes, for instance, are despatched as soon as they are furnished with you some figures, and although they are not segregated regarding different trades—the statistic that do that for us—still they are all furnished by the Eastern States to Western Australia filled with canvasiers or other tradesmen, showing that the organisation of the marketing of the produce of the other States is not seriously considered and thought out. If anyone goes through the big departmental stores here they may notice "William" being displayed. That article comes from the Eastern States and is not manufactured, and although furnished with some figures, and although they are not segregated regarding different trades—the statistic that do that for us—still they are all manufactured by the Eastern States and cannot be sold in Western Australia.

41. The employer does not engage in his own employ any men or women, and his own employees are not engaged by others.

42. I have no objection to that. I wish to point out that the employment of apprentices is strictly within the four corners of the award.

43. There are many motor garages employing one or two mechanics who are not entitled to employ a junior worker, although there is ample scope for such employment. It is true that there are many employers who have the practice and habit of not taking on apprentices, but the threatening effect of the five-year contract makes this a very serious matter with such classes of employer, and where that practice is followed, it is necessary for him to spend some portion of his time doing labouring work, such as sweeping the garage and other mental tasks, which he would otherwise be employed learning the trade to which he is indentured.

44. You have told me that there is some machinery today for dealing with this problem, but what we are contending is that the machinery is not satisfactory, and should be improved?—That is so.

45. From the remarks you made, I take it you would have no objection to an apprentice being indoctrinated for a period of years, if those safeguards were assured; that is to say, if the employer found himself penalised for keeping his apprentice and had the indentures cancelled. That would make for keeping apprentices. The further that later in these notes were added, namely, that in addition to liberalising the apprenticeship term, that should be added to the clause of learning the trade by an apprentice, and additionally there should be a place for the junior labourer.

46. Would you have the trainee-achievement in every industry?—That should be left to the clause of the commissioner whose power we propose should be absolute to handle the whole question. My statement contains three points.

47. To put the position another way, we are aiming at those few that wish adult workers to be employed in classifications such as second-class mechanics.
process-workers, etc., which are permitted to employ
unindented junior workers.

37. As stated earlier, employers generally realise
the obligation imposed upon them to provide skilled
artisans for the future. They appreciate that this
can be obtained only through some system subject
to control, this being necessary on the youth's side that
he may continue training for the full
period, and on the employer's side that he also may
be protected against the loss of a worker partly
trained, but not fully trained. However, that this control
should be exercised in such a manner as will provide
ways and means of permitting the employer to be
relieved of his obligations to train and employ the
young man, who within two years or other cause
no work is available. The question of the unsatis-
factory youth being obstructed, and ways and means
should be adopted for dealing with him.

38. Another aspect which must be considered
is the installation of new machinery causing the
specialisation of certain processes. This trend is
becoming more and more apparent as time goes on.
It is obvious that in the majority of cases compe-
tent all-round tradesmen are not necessary to work
these process machines; as pointed out by Mr. Justice
Beeby in the Federal Meat Traders' Decision of
1933, 'This Court cannot say that simple machines
and assembling processes must be done by adults.'
Furthermore, it is obvious that it will be impossible
that the learned judge believes that employers should be given
the right to employ junior labour to do such work which
can be done by so-called adults' work. My
principals also subscribe to this view, and the slight
increase in the number of juniors afforded by the
latest Engineers' Award, to which reference has
been made, bears some feeling of a similar char-
acter in the mind of the present Court of Arbitra-
tion in this State.

39. In the opinion of the court, it is obvious also that
the employment of such a junior on process work
should not be done per medium of an apprenticeship
contract, because, of course, there is no trade to
learn in more or less degree will be found to arise in most industries.

40. Objections by the various trade unions have been
lodged with the Court of Arbitration against
the registration of apprenticeship contracts on the
ground that the employer did not have sufficient
machinery to teach the youth to become a compe-
tent tradesman in the branch of trade to which it
was proposed he should be indentured. When suc-
sessful, such objection forces the employer to use
adult labour where he might normally expect to be
allowed a junior. In some cases this has operated
to prevent the employment of anyone at all, where
the employer concerned cannot afford to pay a senior
rate.

42. Yes, it is a difficulty, and there are two sides
to the question. If the youth is to be apprenticed to an
master who is interested, it is necessary to think of the employer shall be
in a position to teach him?—Yes.

43. You would not suggest that a youth should
be trained under apprenticeship conditions if the
employer is not in a position to teach him?—No, but it
would suggest a scheme by which under the trainee-
apprenticeship system that boy could get at least part
of his training from the man and then, through the guid-
ance and influence of the commissioner governing youth
employment, he could be passed on for the completion
of his training to another man. The position is there
and we are forced to face it, namely, that man shall be
entitled to a junior who will learn as much as the
employer proposes to teach him. In industry today
there is little provision for training unskilled labour,
whereas there is an extending place in industry for the
partly-skilled tradesman. I am suggesting that that
is a desirable state of affairs, but undoubtedly it is
what we have now, that we have between develop-
ment, a development of the mechanisation in industry,
and our competitors force us to follow the example set.

As I was saying.

44. This being the case, it is obvious also that the
employment of such a junior on process work could
not be done per medium of an apprenticeship con-
tract.

We cannot do it by making the boy an apprentice. The
unions will not let us. On the other side they are en-
thused. They say, 'The employer shall not apprentice him to a chap who can only teach him
a portion of the trade.' The objection is upheld and
the boy is not apprenticed. We say we can teach him
portion of a trade, and as a junior worker he can learn
something useful which will elevate him above the rank
of a mere labourer. My statement is this.

45. Provided that the employer did not require the
junior to do work which should be done by
an adult, surely such an employer is entitled to em-
ploy a junior worker. It may be, of course, that at
the end of five years in the case in question, the
boy would be turned out as a partly-trained trades-
man. With the specification of processes which is
however, is this not a state of affairs which must be faced?
In most mechanised industries the advance in ma-
chinist types is very marked, and jobs that were
previously performed by a craftsman and skill are now carried out by mechanical means or
perhaps more than one automatic or semi-automatic
machine. The tradesman is no longer necessary as such,
and all that is required is a machine operator.
The chain system operates in many industries.

Actually, the Arbitration Court is on the eve of making
an award to govern the slaughtering of lambs for ex-
port from Western Australia. Under all previous awards
and agreements that slaughtering has been done on the
old system; that is to say, each slaughterer takes a
lamb from the pen, slips it, skins it, dresses it and
puts it out to the classifying inspector for export. Under
the new proposal, to which both parties have agreed,
and for which, therefore, the Court may make an award—
the minutes of that award are to be kept, which will
provide for the chain system. That means that:
one man will do all the dressing, another man will
do all the skinning, a third will do the dressing, a
fourth will dress the bindings; actually the job will be
subdivided until on an average 20 men will be handling
butchering, each doing a specific task. Once those men
learn the use of the knife and how to keep it sharp,
they will be butchers. That system obtains in Victoria
and New Zealand and is being introduced in South
Australia. I understand that shortly it will be adopted
in New South Wales. And the chain system, with its
subdivision of operations, can be found in various other
industries. Even in our motor car assembling works
to-day the tasks are carried out on a chain system at
all events to a certain degree. My prepared statement
continues.

42. Two reasons favouring youth employment in
these processes immediately come to mind. Firstly,
that the boy is entitled to the employment, from which
under the present system he is excluded, because
the work is such that he can easily perform, and
because as a new citizen entering into industry he
is entitled to claim upon society the right to exist;
and, secondly, that the employer employs efficiency
for profit, and if it is a business worth any-
thing at all it must obviously provide an opening
for the boy when he is fully trained in the work.

43. Without preparing to the point, the other part
of the problem, if we accept the case of a manufacturer of kitchen cabinets.
This employer is bound by the Furniture Workers' Award. The manufacturer of kitchen cabinets is part of a cabinetmaker's work. Apprenticeship is provided to cabinet-making. As this factory makes only the one type of cabinet, it is obvious that a youth, after five years' training, should not, in fairess
to himself or other employers, receive a certificate
that he is a competent cabinet-maker. If this condition of affairs is to be perpetuated, then the
employer is not entitled to employ him. The
worker, and such junior worker would lose the oppor-
tunity of employment that should be made available to him.

44. Many cases have occurred in which unions have
objected to the registration of an apprentice asked
for by the employer, on the ground that the em-
ployer's establishment has modern machinery to
machinery to teach the boy to be a competent all-
round tradesman. There are many such factories.
Would it not be far preferable to employ and train
the youth in the operation of the machinery that
are available, and so enable him to become a compe-
tenent operator of those machines?

45. Before the days of specialised process machinery,
to turn a boy out half trained was probably wrong,
but it must be admitted that the evolution brought
about by new machinery is a bold fact staring us
in the face and we must adopt modern methods of
training to the modern system of manufacture.

There is no doubt that the objection by the trades people to the employment of adults in specialised processes and to the employment of juveniles as outlined above, springs from their desire to retain for the tradesmen the whole of the work formerly done by such tradesmen. In other words, the introduction of machinery, resulting in specialisation of processes is gradually encroaching upon the tradesmen's sphere.

It will be seen from the foregoing that examples of individual establishments had to be taken to demonstrate the difficulties encountered in the present system. The court, in the course of its deliberations, made an award prescribing one set of conditions relating to the employment of apprentices and another for juveniles, and they are applicable to the whole of the employers bound by the particular award under review, whatever the nature of the business, and whatever the size and equipment of the factory, for the court, under the present Act, may not distinguish as between respondents to an award.

48. Referring again to the engineers' award, schedule I—wages—relates to workers engaged in eight different sections of industry. It is obvious that not only do the problems of one section, for example the general engineering section, differ from those met with, say, in the electrical section, but also as between the various general engineering shops problems arise, and so on right through the various sections covered by the award. This is so in practice in the industry, whether it be the maker of kitchen cabinets, already referred to, and his competitor, the furniture manufacturing establishment, or the large sawmill, and the mill which concentrates on fruit cases.

2634. Has the court ever indicated that it would have made exceptions in limitations in awards if it had the power—I can hardly say yes to that. The fact of the Act being framed as it is, has prevented us from asking the court to do it, I do not remember the question ever having arisen directly in that way.

49. It is appreciated that the court, as it operates at present, cannot set aside the time necessary to give consideration to each individual establishment. Taking the whole of the foregoing circumstances into account, I do not think the existing system is necessary.

Recommendations.

50. It is believed that the objections and difficulties met with at present could be overcome by the appointment of a Youth Employment Commissioner with power to deal with all matters relating to the employment of youth. It is suggested that employment could come under the following groups:—

(a) Indentured apprenticeship under regulations similar to those now obtaining.

(b) Trainee apprenticeship, which will be dealt with later, and

(c) Appointed workers.

The whole system should be modelled on that obtaining in New South Wales with, as suggested, the inclusion of conditions of employment for junior workers. The effect of this would be to remove from the jurisdiction of the present court the whole of the matters appertaining to the employment of youth excepting only in such cases as appeal may be made to the court from the decision of the commissioner.

51. A somewhat similar system was established in New South Wales in 1924, and after approximately four years' experience it is interesting to note that in the publication "Reports on the Operations of the Employment Research Committee, NSW, 1924, page 20, one of the reports and recommendations of the "Age Conditions of Employment" sub-committee reads as follows:

3. That the Industrial Arbitration Act be amended to extend the present powers of the Apprenticeship Commissioner so as to enable him to deal with all forms of junior employment and to prescribe all conditions, wages, hours, etc., for apprentices and juniors, leaving the fixation of conditions of employment for adults by the present Conciliation Committees.

52. This appears to indicate that the experience gained in that State has been of such a character as to encourage the centralised control of the employment of juveniles, and that the extension of the powers of the commissioner. In other words, to give him jurisdiction over the whole field of youth employment, which is what we now propose should be instituted in Western Australia.

53. We believe that the control of indentured and trainee apprentices would ensure the provision of future tradesmen, the employment of these apprentice being more likely to commend itself to that class of employer who feels that he cannot reasonably see five years' continuous work ahead. It would not involve the court, in the cases we have in mind, the employment of indentured apprentices with other firms more able to enter into contracts for such a period. Latest figures from New South Wales indicate that the volume of indentured apprentices continues to be much greater than that of trainee apprentices. An examination of these statistics would, we feel, ally the fears of those who hold the traditional view about apprenticeship.

2935. I noticed that when I was in New South Wales, it is a peculiar feature!—It is. The latest figures I have seen were those for February, and they were still maintaining a lead over the trainee apprenticeship. It seems to indicate that the commissioner is seeing that the trainee apprenticeship is being overdone by the employers in that State.

2936. Another peculiar feature is that trainees become apprentices?—I think I can give you a possible solution of that. Why, of course! I have noticed that more than one of your witnesses has suggested that that should be increased to six months.

2937. One witness said it should be cut out altogether!—Experience has shown that the employment of apprentices in the first three months is mere monopoly, but when the probationary period is over, it alters. It may be that under the trainee system a boy shows diligence and earnestness to such an extent that the employer will say, "I am going to indenture him." On the other hand, he may say, "This fellow deserves a continuity of training and employment." Similarly, we have examined the New South Wales system more closely, I see a great deal of virtue in it.

54. Finally, this provision for the right to control the employment of junior workers would ensure, firstly, that the indiscriminate employment of junior labour would not occur, and, secondly, that competition between employers would be balanced in those cases where, as a result of a specialised process, the employer would be entitled to a just proportion of junior labour but would not be entitled to a trainee or indentured apprentice. This is desirable, for he would be competing with firms engaging in a variety of lines which would permit them to employ an indentured apprentice or trainee at the expense of or otherwise of apprentices, trainees or junior workers would be decided by the commissioner after due investigation.

55. It may be felt in some quarters that to too much power would be given in such circumstances to the commissioner. This was the reaction in New South Wales when the present system was introduced. Experience has shown, however, that over a period of four years during which the system has operated, only six appeals against the decision of the commissioner have been made to the Industrial Commissioner of New South Wales. It is considered that this excellent result is due to the fact that the power thus conferred upon the commissioner is vested in the hands of one who would have ample time and opportunity to specialise on the subject. In any case, that power is not so great, nor is it vested in our court, from which there is no appeal.

By that means we would reserve in our proposal the right of appeal from the commissioner to the General Arbitration. If objection is raised to bringing the fixing of the wage in the hands of the commissioner the fixation of the wage, our scheme goes this far and no further, that it should be the basic wage and not the basic wage. It would be a datum peg for the commissioner to work upon. The fixing of the basic wage must always be placed in the hands of the court.

56. One of the greatest difficulties encountered in the day in connection with the employment of junior workers in the system of basing wages according to age.

This militates greatly against employment.
employers have on many occasions pleaded with the court to change the ages on the experience basis. To retain the present system is to place an handicap upon the youth who stays at school until 17 or 18 years of age for the purpose of securing higher wages. As further quotation from "Reports of the Operations of the Employment Research Committee," illustrates the attitude of Western employers also.

Employers as a rule prefer lads not over 16 years and have always done so. They say that if a lad commences at 16 years, he goes five years before reaching 21 and the basic wage. His wages rise generally, whereas the older lad of, say, 18 years has to rise rapidly to the basic wage at 21 years. There is no provision in the law to pay him less than the basic wage at 21 years, irrespective of the amount of experience the recipient may have had. To meet this unreason-
able objection on the part of employers, payment will have to be based on an experience rather than an age basis.

I have been quoting from "Reports of the Operations of the Employment Research Committee," and will refer to it again. What struck me about this committee is its personnel. It is a very large committee, and it has representatives of almost every interest that would attach itself to the question of youth employment, and employment generally. The committees are split up into a series of committees. I would like you to look at the publication.

57. Mr. Justice Bexley's remarks on the junior labour problem are interesting. These are found in the Employment and Industrial Decisions, which are attached to this statement marked "Appendix A." I should like to read these remarks, because Mr. Justice Bexley is a very learned member of the Federal Arbitration Court bench, and has gone to a deal of trouble in investigating the position, and setting out his comments. These are his remarks—

**Junior Labour.**

The extent to which junior labour should be per-
mitted to engage in the wage employment, again, furnishes a most difficult problem. Before the award of 1936, apprenticeship on traditional lines prevailed, but the adaptation of industrial con-
tions to manufacturing or mass production was only possible by permitting the employment of unap-
prenticed labour in specialised processes.

The 1936 award maintained the established appren-
ticeship conditions for specified skilled occupations and provisions for some unapprenticed labour in "Jobbing as distinguished from manufacturing to classify Wages" also provided for female adults and for unapprenticed male and female ju-
iors in manufacturing, with wages graded accord-
ing to experience.

The general economic collapse which followed the 1929 Panic, led to an almost entire in industries, falling into diastore. The output of most large engi-
cering establishments rapidly declined, and many employers themselves under obligation to pay train apprentices for whom they could not find employment. The position became so acute that the Court had to give the award being for the continuance of employment amongst apprentices as well as adults, and for other relief. It also per-
mitted the insertion in future contracts of appren-
ticeship conditions, so that, on terms prescribed, the obligation to keep an apprentice could be suspended or terminated if the employer suffered future re-
volution. But notwithstanding this safeguard as to the future, comparatively few apprentices have been taken since 1936.

Employers appear to regard the obligations of the old apprenticeship conditions as too onerous, and allege that the apprenticeship of Australian youth in these days makes it necessary to find some method other than rigid apprenticeship for the training of skilled operatives.

I am inclined to the opinion that the old system, with its heavy of master and servant, is inappropriate to modern youth. But its abandonment without any other system for the training of skilled tradesmen cannot be entertained. Regarding this as a matter for social legislation rather than industrial regulation in the 1930 award, subject to

certain conditions, the Court left the control of apprenticeship largely in the hands of State appren-
ticeship commissions everywhere.

There, however, has not been any movement to-
wards uniformity of State legislation, and the Court is impelled to look to other channels to effect all aspects of junior labour. The New South Wales Legislative has recently provided for a system of training without formal apprenticeship, but con-
taining the main essentials of the old system.

This experiment is well worth a trial, and the award provides that trainees under the supervision of the State apprenticeship board shall be regarded as apprentices. If other States adopt similar regulations the award can be varied to permit their being inserted. As to skilled labour, there-
fore, alternative apprenticeship and learnership conditions are provided for.

This attempt to place the training of apprentices on a footing more appropriate to modern ideas and methods in experimental and can be reviewed in the future.

Concerning now to unapprenticed labour, the condi-
tions under which youths employed in factories as distinguished from manufacturing shops, have been re-enacted, without specifying any particular classes of work and with an extra wage when youths are employed on furnaces.

The unrestricted employment of females and juniors in the manufacturing processes was the subject of much controversy, determined in reality originated with allegations by the New South Wales branch of the Ironworkers' Association, which is attached to this statement marked "Appendix A." the State and that undue exploitation of junior labour had developed.

There was no material evidence to support these allegations. In one or two establishments some youths and some adults doing comparatively skilled work were wrongly employed as process workers, but on the whole employers have been singularly careful to miss use provisions made to facilitate the development of manufacturing, and have not deliberately dispensed skilled workers for cheaper labour.

The possibilities of abuse of the process worker provisions have been lessened by a variation of the definition of process workers mutually agreed to. It is true that there has been a great increase of junior labour employed, but, as anticipated in the 1936 award, this has been accompanied with new avenues of employment for tradesmen. While some thousands of juniors are now employed in simple machine processes and in the assembling of small parts, every new or extended factory has its staff of tool-makers and machine-fixers.

In addition to this, many skilled mechanics have found employment in the manufacture of machines, presses, and other appliances used in mass production, and frequently pointed out, this Court cannot say that simple machines and assembling processes must be done by adults. This would involve much with cheaper costs and inability to compete with countries in which no restrictions are placed on the employment of female and junior labour. In apprenticeship to skilled trades, proportions of apprentices to mechanics have usually been prescribed, but only as a check on employers who, by employing too many, are unable to give proper training. Few reputable employers have ever employed the full proportion authorized, and viewing the industry as a whole, the production of sufficient tradesmen has not been hampered by awards.

The Court is now asked by some of the employees' unions to fix similar proportions of unapprenticed juniors; in other words, to direct that some of the simple work now done by juniors shall be transferred to adults. The proportion of juniors to adults now employed varies according to the nature of the factory involved. In the rifle industry, for instance, junior is actually, in the making of electric meters and motor parts, more responsible. It accompanies some of the processes, and more adults are employed.

A proportion based on present practices, even if it were desirable, would have to be fixed for individual factories or for sections of the industry, probably in a section of the industry often by the use of new inventions or increased use of automatic machinery.
altered its balance of adults and juniors. On inspection I saw some factories in which the overwhelming number of juniors seemed alarming, but in no instance did I see work which should have been done by male adults being done by females or girls. This is not confined to any particular area, but it would be found in process work or other work done by unapprenticed juniors. Any proportion of juniors to adults should be prescribed.

The objection was also raised by unions of employers to the fixation of junior wage rates according to experience instead of age. The experience basis was adopted in order to give the youth of more mature years an increased opportunity of starting to some occupation.

Evidence disclosed that there is a considerable turnover of junior labour, and that youths, in their majority, find some form of employment, sometimes start with a new employer without claiming the rates to which they would be entitled on previous experience. Employers have boosted the system by dismissing the employees after one or two years' experience and taking on fresh employees at lower rates.

But this has not become a general practice in the industry. The abuses of the experience basis so far have not been sufficient to outweigh its benefits. The change was made to meet changed circumstances. One result, which may be to the good, is that some employers are now taking young people at a late age, and who cannot find employment in apprenticeship trades can often get a start in a factory, provided his starting wage is not rigidly fixed on an age basis. In the present it is necessary to keep every possible avenue of employment open to these victims of the depression.

I endeavoured to frame a satisfactory alternative scale based on age, and on experience, but after reading the comments of the parties on the minutes of the proposed award, concluded that it was not possible to carry this idea into effect. Some employers engaged in heavier classes of manufacture agreed during the operation of the last award to work juniors only on the age basis, and I express the hope that this arrangement will continue by voluntary agreement. To check abuses of the experience wage schedule, clauses have been inserted imposing duties on employers to furnish evidence. 

The length of service which leaves, and making useless employment at a wage which does not take previous experience into account a breach of the award. "Experience" has also been defined to mean any class of work in any establishment in which metals are handled.

The schedules of junior wage rates had to be reconsidered. The low starting rates, I think, contributed to the turnover of junior employees. In some branches of the industry led to the undue temporary employment of young people under the age of 16. High increases after the second year also contributed to the casual labour turnover, and I have tried to meet this position by increasing the rates for the first and second years and making the subsequent progression of rates more even.

In industries which lend themselves to the employment of juniors, it is extremely difficult to devise a wage schedule which will result in juniors moving up from year to year until reaching adult age and then continuing as process workers. In 1930 I thought that the adoption of piecework rates might have this result. But now it is evident that, where output is not regulated by the dexterity of the operative, but by the machine, piecework may not be an appropriate system of payment.

In all manufacturing in which machines that can be operated by juniors predominate, the uncertain status of the junior on reaching manhood is an aspect of the economic problem of this age to which society will be forced to pay more attention.

The provisions of the award as to junior labour are by no means final, but are the best that can be devised in present circumstances.

Those remarks were made on the delivery of the award to which I referred earlier. I have since been in conflict with the manufacturers who work under that award and put their goods for sale on the Western Australian market, and the conflict has been rather one-sided from the point of view of our non-

58. Generally speaking, employers in New South Wales, Victoria and South Australia, are the chief competitors on the Eastern Australian market with the local manufacturers, and those States work principally under determination of the Federal Arbitration Court. These Federal awards generally provide for unrestricted junior labour, which reduces cost of manufacture, and, when coupled with a larger output, gives the Eastern States manufacturer an unfair advantage over the Western Australian manufacturer.

59. That some departure from the old system is necessary has been recognised by the Furniture Trades Union in Western Australia. By agreement between the parties an advisory board and a board of reference now appear in the award. The board of reference has, amongst other things, assigned to it the function of 'allowing a greater proportion of apprentices or junior workers to be taken on by an employer than the proportions prescribed in the award; provided that the employer is able to justify his request to the board for such greater proportion of apprentices or junior workers.

To the advisory board is given the power to generally police and control the apprenticeship provisions. The powers of the advisory board are prescribed by Clause 33 of the award. This indicates the feeling on both sides of the industry that some alteration of the present rigid control is necessary. This is a recent agreement, and applications for consideration of such an agreement may be made to the board. Under the new agreement, the award is to be considered in 1928. Of course it is too early to say how it is going to work—Yes, I think I should be entirely fair to the Commission and say it is an open question whether the agreement is to be of any benefit at all. Some employers are quite satisfied with the old award, and will be operated in good faith, and will not have any objections raised in the case of the old award. Moreover, I do not think the old award would be generally permissible.

2009. You mean this giving of elasticity power to a board?—If the court cannot distinguish, I do not see how it can delegate to a board, by the receiving of an application for an agreement between the parties, a power that it does not possess.

2040. Nevertheless, it is an instance of evolution?—That is why I mentioned it, namely, to show that the feeling on both sides of the industrial table is, in this instance, that some alteration of the present east-west control is necessary.

2041. Talking about both sides of the industrial table, there is no machinery in the present Act, is there, for employers constantly to meet the industrial organisation? You get a court, and in some branches of the industry led to the undue temporary employment of young people under the age of 16. High increases after the second year also contributed to the casual labour turnover, and I have tried to meet this position by increasing the rates for the first and second years and making the subsequent progression of rates more even.

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Those remarks were made on the delivery of the award to which I referred earlier. I have since been in conflict with the manufacturers who work under that award and put their goods for sale on the Western Australian market, and the conflict has been rather one-sided from the point of view of our non-

success to meet the situation. As the figures I have quoted indicate, the volume of import business is growing very considerably.

61. The skilled trades in this State account for only a small proportion of youths who find employment most usually. It is to other avenues such as wholesale warehouses, retail shops and the clerical offices of the city we must also look to provide employment which does not require ascent to a tram or another mode of transport. We are satisfied that the present system of basing wages on age prevents the employment of many young people. An alteration to the experience basis, coupled with an increase...
in the number of juniors allowed, would do much to absorb additional juniors. The present numbers of juniors allowed prevent expansion in this direction.

2642. How many times has there been before the court a strike during the last four or five years?

62. The employers have suggested liberalizing the quotas of unapprenticed workers and departing from the number enumerated by union advocates and followed by the State Court, even if for a period of one or two years. If it be found that at the end of that period that undue advantage has been taken of the situation by the employers, it would be a simple matter to convince the court of the desirability of inserting more stringent regulations. The need of security of his five-year contract, it would be difficult to ascertain. During the depression years we are convinced that it was greater than it should have been, for the reason that stringent regulations prevented employers from giving more employment. What obtained during the depression we believe obtains now. The outcry of public opinion supports this, and the appointment of the Royal Commission indicates the concern of the Government in the matter. Apparently everyone believes that something must be done to remedy the situation. This appears to indicate that the present system has failed.

To continue the present regulation of youth employment is to admit that the unsatisfactory situation cannot be remedied, and that a policy to prove to be wrong cannot be betted.

63. To restrict employment to the apprenticeship system in any trade is, according to experience, to breed a feeling in the mind of the youth so employed that good conduct, obedience, initiative, and industry are not essential to success. This feeling is greatly increased by the instability of a five-years' contract, and its presence has been illustrated in hundreds of cases that have come to our notice. We have had hundreds of cases where, although legal proceedings have not been taken, they have been contemplated by harassed employers because they could get no good out of a certain type of boy who takes advantage of the system in this way.

64. To employ youths on the more open contract of service attaching to the unapprenticed—that is either as a trainee or as a junior worker—is to encourage the development of those qualities which make for success, for such is the nature of the contract that the worker realizes he must get on, or get out of the industry.

65. Girls in Industry: A disturbing feature now recognized in all quarters as a definite trend in certain particular industries is the employment of a large and increasing quota of females to the exclusion of males. The situation applies particularly in clerical offices and retail stores. It does not apply to any great extent in this State in factories. Girls are employed in factories in occupations which are generally regarded as coming within the province of the female, such as clothing factories, etc.

For instance, although girls are freely employed in the sales trades in our competitor States, their employment here in these trades is negligible.

So far as I can find from inquiries, only two or three girls are employed by one firm in the sheet metal trade.

66. In some quarters the competition of the female operatives unfairly against the male. This is exemplified in certain departments of retail stores now staffed almost exclusively by girls, which in the past were staffed almost exclusively by the male.

Cases in point are the hardware, grocery and confectionery sections.

67. Consideration of the problem has brought about two schools of thought, each of which puts forward a proposal for its solution. They are as follows:

(1) That some definite ratio of boys to girls be fixed.

(2) That the principle of equal pay for the sexes be extended to the age of 21 years be recognized. The advocates of the first suggestion find difficulty in answering the position of the society at the union rates of wages. It is also impossible to overcome the other factor that in the interests of industry and the community as a whole the work should be entrusted to the most suitable workers. Most em-

ployers agree that girls should be given the dead-end occupations which are of so little value to the mine, who must look forward to the possibility of adult life.

My principals that neither of the above suggestions will do much towards solving the general problem.

It was in, I think, the year 1913 that the President of the Arbitration Court, Mr. Justice Kooth, decided to add his name to the statement of the employment of females in this State. He embodied a provision in the award laying down equal pay for the sexes, but we still have females in bars. As they are in paragraph 67, a person must be fit for the job.

68. In discussing this question generally, the Employment Research Committee, N.S.W., at page 51 of its report issued last year, sum up the position by saying:

"What is really needed is more jobs, and not the displacement of a member of one sex to provide an opportunity for a member of the other sex."

At page 53 of the same report we find:

"Unless uniformity of conditions of employment are provided in all the States, it is almost certain that unfair competition will result, and as this may interfere with the proposals for the betterment of the employment conditions of boys and girls in this State, it would appear to be more to the interests of the general community if matters of this kind were regulated by the Commonwealth rather than by each individual State."

69. Employers in this State are of opinion that the whole question of female employment, including that of equal pay for sexes is a very live and important one, but believe with the Research Committee that the matter should be viewed as a national one and dealt with accordingly.

70. School-leaving age: It has been argued before this Commission that the school-leaving age should be raised to 16 years, but the fact that this would not do much for the industry in question, the competition between boys and girls over 16 has been entirely ignored.

I have not seen that aspect dealt with.

To raise the school-leaving age in this way would throw a heavier burden upon the parents of the family. The basic wage is declared in Western Australia to provide for a man, his wife, and two children up to 24 years of age. It is certain that the representatives of the workers would claim upon industry for an extra cash equivalent to be included in the basic wage to cover the two extra years of dependence upon the employer. As the extra cost would be a direct charge upon industry, whilst the increase in the Education Vote, which must be very considerable, would fall upon the common taxpayer. This is estimated to be $100,000. I do not know whether that is correct or not.

71. It may be true that the proposal would create more openings for boys and girls over 16, but, if so, it is equally true that the earning capacity of the hundreds between 14 and 16 who are now employed would be lost. The N.S.W. Research Committee recognised this factor, and suggested that if the school-leaving age were raised it would be necessary in certain cases to provide exemptions to enable children to leave school and thus avoid hardships upon family life. Here again this must be regarded as a national question, with all States acting in concert to avoid an uneven balance of competion.

72. It should be remembered that whether the school-leaving age be 14 or 16, there would still be the same number of boys and girls entering each year from our educational establishments, so that, by this action alone, it cannot be seriously contended that the glit of labour would be dissipated. There is no doubt in the mind of any student of the finances of the State that it would be impossible to spend the large sum of money necessary to make this innovation.

Particularly as the value and merit of such an experiment are problematical.
72. Primary Industries: It is noteworthy that in the proceedings before this Commission principal attention has been given to secondary industries. This is a State almost entirely dependent upon its primary industries, and these should provide a wider field of employment than they do at present. My proposition was that conditions most suitable with secondary industries, hold the view that the natural course for a great proportion of our unemployed youth should be the direction of the study and development of our primary industries.

74. We have been unable to secure statistical evidence as to the absorptive capacity of primary industries for youth employment and it is also difficult to ascertain the reason for the refusal of our youth to undertake this class of work. The commission is in the position to be that modern youth demands the entertainments and pleasures of city life and refuses to admit any personal responsibility for the proper development of our staple industries.

75. Much has been done in the right direction by the Boys' Employment League, under Mr. F. T. Cross, and this work in our opinion should be encouraged and further developed, with a view to diverting the attention of youth from the City, where employment avenues are already overcrowded, and pointing it to the wider spheres obtaining in primary production.

76. Reduction of Hours: It has been urged in some quarters that by a simple process of reducing hours of work recovery may be achieved. This has yet to be proved in fact. My feelings feel that any positive reduction in hours standard can only be achieved if and when competitor States take the same action, and that, whilst reductions in hours may be regarded as a normal feature of economic progress, it is of little value as a method of bringing general recovery in Australia at the present time. This is another question which must be regarded from the national and international point of view, for it would affect all classes of production and all workers engaged therein.

77. Therefore, until national investigation has proved the wisdom of such a course, and until unanimity of action is achieved, my principal regard this as too dangerous an experiment to enter upon. For Western Australia, a mere backwater in the stream of industrial affairs, to consider taking the lead in this matter savours too much of the wagging the dog.

I should like to refer to two matters mentioned by Mr. J. Trainer in his evidence. Question 1844 is as follows:

Dealing again with the 40-hour week, what States do you know of in Australia where a 40-hour week is in force?—Sir Frederick Stewart's works, if I remember correctly, and a wooden mill in NSW working 40 hours a week. In a paper of last week I saw some reference to a firm introducing a 40-hour week in the Eastern States, but I cannot now remember. I had some information, of which I sought confirmation, to the effect that Sir Frederick Stewart's works were no longer under his control. You will remember his announcement that he came from Geneva, that the 40-hour week was the precursor for our industrial life. I sent a telegram to the Employers' Federation, Sydney, as follows:

Please reply advising whether Sir Frederick Stewart still controls wooden mills; if not give name of present owners and weekly hours now worked.

The only reply was: Stewart leased mills to John Vickers and Co. who work under terms of Federal award, hours and conditions.

That is Federal Award No. 555 of 1932, and the hours under it are forty-four per week. That award covers wooden mills and knitting mills, all on the basis of forty-four hours per week. Again, in his answer to Question No. 1830 Mr. Trainer says:

As the result of long experience, Victoria has abandoned the improver system and, in turn, has grown to the point where that system is regarded as within the ambit of the Commission. Instead of Victoria departing from the apprenticeship system, that State departed from the improver system and took on the responsibility of apprenticizing under the terms of a Commission. So that the development there is not as has been suggested by some people; it has gone from the improver to the apprentice system, and it has been modelled somewhat on Western Australia.

I knew that statement to be incorrect, and so I forwarded the following telegram to the Employers' Federation, Melbourne:

Please give urgent telegram stating whether improver system entirely abolished your State. If so, what replaced it?

And this message came as urgent telegram:

Improver system used many occupations. Abolished certain of skilled trades where apprenticeship only allowed under Apprenticeship Act. As regards my statement, that covers the ground I desire to cover. Question 2044. The COMMISSIONER: I wish to thank you for the care and attention you have given to the preparation of your evidence, Mr. Carter.

ALFRED EDWIN BALL, Solicitor, of Harvey, sworn and examined:

2044. By the COMMISSIONER: I understand you are president of your organisation at Harvey?—I am a member of the advisory committee of the Junior Farmer Club.

2045. What are the objects of the club?—They are detailed in the evidence which I propose to give. I am sure that their object is to improve the condition of the Junior Farmer Movement in a very material way, and I have no doubt that what I shall say will bear that out.

2046. What are the chief objects?—Their chief objects are to promote the improvement of agriculture and horticulture. Their first object is to bring the members of the club into better contact with each other and to promote their mutual interest. They have had the benefit of a number of lectures by prominent agriculturists, and they have been able to hear from a number of eminent men who have given them a sound and practical knowledge of the various branches of agriculture.

2047. What is the object of the club?—The object of the club is to bring the members of the club into better contact with each other and to promote their mutual interest. They have had the benefit of a number of lectures by prominent agriculturists, and they have been able to hear from a number of eminent men who have given them a sound and practical knowledge of the various branches of agriculture.

2048. You refer to better methods, and intensification rather than extension?—Yes. The third proposition is to be:

3. That those engaged in primary industry have not as yet reached the stage where it can be said that they have attained a maximum of production at a minimum form of cost.

I have already covered that point. The fourth proposition is:

4. That, strangely enough, farming as a vocation has come into disfavour.

There are a number of reasons for that. I have set them out briefly, and have indicated that the first reason is the old ideas that have persisted. The story is very often told of the husband and wife who, when in bed one night, talked about what they were going to do with their sons. The conversation ran along these lines: 'What shall we do with George?' 'The answer was, 'George has the brains of the family, so we will make a lawyer of him.' 'Then, what shall we do with Jim?' 'He is the farmer,' was the answer, 'so we will make a doctor of him.' 'Then there is Bill, who is meek and mild. What shall we do with him?' 'We will make him a parson.' Then there was John, who was a big brave youth with no brains, and the parents had no difficulty whatever in making up their minds with regard to his vocation. The reason is simple: he was to be made a soldier.
deciding what to do with him. He was to be made a farmer. The fact remains that to-day farming is a profession and a science. Essentially the farmer should have a good ground of natural ability and must be a good mixture of all three. Another reason for the unfavourable attitude towards farming is the absence of anything calculated to instil interest in it. Dragovy is applicable to some people in that I do not think it is the good of growing products when they cannot get the prices they desire. The other day I came across a definition of a crisis in one of which I have knowledge, it was said that a crisis was a man who knew the price of everything and the value of nothing. People who make such statements are cryers. The next propositions are—

5. That there is a definite trend for country youths to make for the city.
6. That such drift from the country has increased the problem of youth employment in the city.
7. The reasons for the drift include those I have already dealt with. In addition there are the bewitching of the farm employee, while another is that the boys on farms are given no social life, and their wages are small. Another reason is the lack of opportunity to gain an interest in farming. The employers do not assist them in that direction. Then there are the failings of the present rural educational system, and I shall deal with the matter more later on. Then again there appears to be an almost total absence of the adventurous urge in youth, and any movement calculated to provide that urge will affect the drift.

2947. What would you suggest to stimulate in youth that adventurous urge?—The movement I am supporting here to-day, I think, will provide that urge. When it comes and the doubts and hesitations of the younger generation of the movement I think you will appreciate that and will see how it operates. The seventh proposition is—

7. That the educational system operating in the country does not tend to stop such drift, but rather accentuates it.

We feel that there is no truly rural education given at all, and that the system, although much improved in recent years, still inclines towards sending country youth to the agricultural areas to the towns. Up to the age of 12 or 13 years, the education of a boy is mainly taken up in learning the elements of education, and the three or four years of Decline is a part of the farm. I think you will appreciate that and will see how it operates. The seventh proposition is—

2948. At what age?—From 14 years of age. They should be made to specialise more in their jobs. We think that is only right. At present there is an adequate knowledge. Rather than a farming bias in the existing rural educational methods. The eighth proposition is—

8. That farm schools, although making some contribution to their problem, are expensive and can be replaced by movements calculated to make a more valuable contribution.

That proposition will occasion a great outcry amongst some people. As a matter of fact I am a life governor of a farm school and know something about those institutions do. It is quite certain that money spent on farm schools could be better employed, and could make a bigger contribution to the problem of stopping the drift to which I have referred. We feel there is danger in imparting limited knowledge. The boys go through schools with a limited training, in many cases only three months, and although they have acquired a certain knowledge and interest in agriculture, they are turned out ill-fitted to embark on a farming venture. Then again they bring town youths to the country instead of starting with the boys born and bred on farms. If an analysis were taken of the people who have made a success of farming I think you would find that the boys born and bred on farms are the men who are successful. There is a great deal of evidence to show generally the failure. I want to discuss the events that led to the formation of the Junior Farmer Movement in this state. A number of my sympathies and I at Harvey had for a long time thought over the proposition to which I have referred. We were looking for a movement that we thought would make a contribution to the problem of providing for youth, and particularly for the youth of the Harvey district. We wondered what we could do for them. At that time we had no idea at all that the Junior Farmer Movement existed in any other State. We started off on our own, and after many talks we drew up the proposals in that I am thinking of to-day. The movement here was not cribbed from any other State, and we contend, after ascertaining what is being done elsewhere, that we have got the matter right. I will explain what I mean later on. I have, in the course of my statement, set out the objects and ideals of the movement, and I have included the following to indicate why that is the case. I have said that the objects and ideals of the Junior Farmer Club I am giving are applicable to the Harvey Club, but in principle and with slight district adaptations could apply to any club. My statement continues—

The Harvey Junior Farmers' Club, the first junior farmers' organisation in the State, was formed in the interest of youth of the district to provide opportunities whereby such youth would be—

(a) brought into touch and close contact with up-to-date methods of farming in its various branches;
(b) afforded the chance of acquiring technical and practical knowledge of farming of help and advantage to them now, and, in particular, in the future, when they set out on the adventure of farming on their own account;
(c) brought to face the necessity of keeping up to date, of investigating new methods, and of putting into practice good points that reduce costs, produce better returns, or, generally, make for better farming;
(d) imbued with the idea that farming is an honourable and valuable occupation in life, with a view to halting the drift of country youths to the city.
2949. When was your organisation started?—It is now in its third year.

2950. What is the membership of Harvey?—We have from 25 to 30 boys. That applies to the Harvey Club only, but other clubs have been formed elsewhere. I have set out the objects of the club as follow:—

(a) To create an interest in general agricultural pursuits and in relation to Harvey, with particular regard to the dairying industry;
(b) To provide the opportunity for youths to acquire technical and practical knowledge of good farming and a broader outlook;
(c) To develop a sense of responsibility in youth and the realisation of the part they have to play in the future in the State's development;
(d) To provide some form of tuition in farm management, farm accounts, bookkeeping, and generally to advocate the use and employment of proper business methods;
(e) To stimulate a spirit of healthy rivalry amongst youths in relation to farming;
(f) To encourage the study of civic and social problems of economic phases, of all matters relating to the marketing and sale of produce, and generally of all problems now existing or hereafter arising, which may confront farmers;
(g) To create and promulgate a spirit of good fellowship and mateship between youths, and a kindly interest in their fellows;

3. Organisation and Club Control.
(a) The Advisory Committee. The duties of such committee will be to develop the scheme, arrange the programmes of the Junior Farmer Club, and generally to supervise its working in furtherance of the objects defined above. An advisory committee consisting of the following appointed representatives has been formed:—

1. Member of the Harvey Agricultural Society.
2. An officer attached to the Agricultural Department, Harvey.
3. A member of the Primary Producers' Association.
4. The headmaster of the local school.
5. A member of the Harvey Road Board.
6. A member of the Toc H or any other social body.
7. The Leader of the Club.
8. The Representative of the R.S.L.

(b) Club Rules:
1. The age limit of members shall be between the ages of 14 and 21.

2051. Do you think your applications to increase the limit—We are not keen on doing so, because the workings of the club depend on district support. If we were so to increase the age limits, it would be to speak two sides of the argument. But we would allow the members young and old, different abilities would arise in the handling of the boys. We are dependent on voluntary service in the conduct of the club.

The club rules continued:
2. That meetings be held fortnightly.
3. That to provide a fund for club expenses and also for trophies, travelling, etc., a subscription of 2s. 6d. be charged on all members and an annual subscription of 2s. 6d.
4. That the club members appoint their own chairman, secretary and other executive office bearers, and be given instructions in their respective offices by the committee.
5. That in the arrangement of programmes, opportunity be given to members to address their fellow youths in their respective experiments and duties carried out under the auspices of the club.

The members conduct their own meetings and, as I have suggested, their ages were unlimited, or practically unlimited, the younger members would be forced into the background.

2052. Quite so, but there is the same problem in the higher ages up to 21 years—Yes. In the clubs in the Eastern States the ages are much the same as they are here. We are doing it all ourselves, and so we can only handle them up to a certain age. Then we would require additional organisation. As to the results attained to date, we have given members a comprehensive course in blacksmithing and saddlery, and they have had detailed courses in pasture and irrigation, in the judging of stock, and in the care of stock and the diseases of stock. At present the members intend working on experiments and projects. They intend testing out different soils, with a view to determining their suitability to various crops such as sugar beet or hops. From experimental farms and field days they have had instruction in farm methods, and generally in farming subjects. There has been no difficulty in the furnishing of lecturers, and on Saturday mornings members have been taken out to farms, where farm layout, where farm layout, has been explained or demonstrated to them. That has all been done by voluntary instruction. At the next fortnightly meeting the Superintendent of Dairying will be there to address them. There is a social side as well, a certain amount of social programme being given. The boys conduct a meeting very well. We had one boy who took such an interest in the activities of the club that his father was induced to send him to Marack College. On that small way the club has provided better prospects for that boy. Then they are keen on herd testing. One boy applied to his father to have his herd tested, but the father was very well satisfied with the herd. In the end, however, that farmer joined the herd-testing unit, and as a result he found that the whole of his cows were not worth keeping. Consequently, he purchased a new herd, and now he says that previously he did not know what farming was. The town boys join up just as do the country boys. Arising out of this, and of the interest that his son took in the club, one man down there sold his agency and purchased a farm, on which eight persons are now earning their living. For three months in the case of these practical activities in the club, and during those three months of standstill there is a constant demand from the boys to start up again. This indicates that the club is making some move in the right direction.

2053. What does it cost to run your organisation—The cost is practically nothing at all. During the last two years we have sent our members up to the Royal Show, the district providing money for their fares and so on. Fortunately, there is no difficulty in raising money in the district for the club, and I should imagine that £29 would cover a year's expenses. Most of our boys live at Udder, four miles out, and at first they had difficulty in getting in to our meetings. But we circulated some of the farmers in that district, and they now take turns in bringing in the boys. We have had a very good friend in the Director of Education, who adopted the scheme we have drawn up without alteration, and we adapt it to suit the local district, according to the industry in that district. He has requested our agricultural adviser to do all that he can to see that the movement spreads. The followers of the Harvey Club, do not agree that it can operate well as a school function. Boys like to get away from the school atmosphere, and there is the difficulty that its operation in the country districts of its age group would be boys well over the school age who can be catered for by such a club. There are nine clubs operating in Western Australia at the present time, and the beginnings of many others. From the Department of Agriculture we have had assistance so far as speakers are concerned. However, we requested them to grant as the issue of a bulletin connected with the club, but they said that it would cost money and their printing quota had already been exhausted. In the Eastern States the movement is very strong, and the clubs are run on lines much the same as the clubs here in Western Australia. There a club is termed a project club, and its members work along the lines of some particular branch of farming, which most appeals to them. It is possible that they do not get the complete course of study such as is given here. In New South Wales they have in the country clubs boys and girls going to school, and they have a copy of the New South Wales constitution, and a number of bulletins or pamphlets on various projects which they have issued.

2054. Do you propose to leave those with us—Yes. We will do so. In New South Wales they have a very strong State Council and seven paid club organisers. These pamphlets will indicate to you exactly what they are doing now. (Documents handed in.)

2055. In New South Wales do the clubs enjoy some sort of Government assistance—Yes, it is under the auspices of the Department of Agriculture.

2056. And what about the other States?—In each of the other States the movement enjoys Government support, and so, too, in New Zealand. I believe that in New South Wales there are over 300 clubs, in New Zealand 80 clubs, and in South Australia over 200 clubs. This article, taken from the Vacuum Oil Company's "Farmer Journal" (produced) sets out the numbers of the clubs in the other States.

2057. It is perhaps a little early yet to ask you whether you have been able to observe better results in the farming of the district—Perhaps a little early, but I think there is no doubt as to the future benefit to accru.

2058. Evidently some of the boys go home and endeavour to instil better ideas into their parents—that is so.

2059. I have been very much struck with the subject and was wanting some evidence of the type you have given—There is a young farmer movement in England, I have not any information relative to it, but I think the paper the other day that three Australian boys, two from New South Wales and one from Victoria, had left for England in order to take part in the Particular Judging Competition at the Wolverhampton Show. I am sure it will convey to you something of what you consider some of the faults of farming in your district—I think so.

2061. How could they be improved—Certainly lack of knowledge is a big fault, certainly that education has been largely improved. We have agricultural advisers stationed in Harvey, and the farming is improving dependent on those experts. He is becoming more and more sponsored. Certainly lack of capital is a big fault. If the people had more capital they could get a better show, and it would be better, too, required more knowledge and not agriculture. It is not associated with what the farmers have done. We have here a capital opening up now of regard to the cattle herds, they put up with any
There is now a movement for an improvement of the herds. Things are improving in Harvey, and farmers are now getting better returns.

I do not think—I should say that 90 acres would be the average in the irrigation area; and a farmer on 90 acres, with a herd of 30 or 40 cows, is getting a monthly cheque of over £50. There is, however, not enough land in the country that can be improved upon, particularly if we can get additional water, which is what we hope to be able to do. The existence of the club is dependent on the individuals who have read the evidence of a witness given before this Commission a little while ago. He declared that people today did not seem to be attracted to social services. I am not satisfied that you put many body of people a proposition in which they see they can do some good, you will get support. The people who are assisting us in Harvey are selected men, and I think that the officers of the junior farmer clubs are experiencing no difficulty. You will notice I have dealt with the age limitation. I think the age can be extended, though I admit there are arguments against that. There is the difficulty of having boys of different ages where you are dependent upon district support. There is also the possibility of the younger farmer being driven into the background. People will say that this should be a school function, but we contend it should not, for the reasons I have already given. I have spoken of what was thought of the movement in the States of America. I have read an article from the South Australian 'Farm Journal,' which will leave with you. I might be permitted to read an extract from it. It says:

In effect, I do not exaggerate at all by stating that the Young Farmers' Club is the outstanding development of modern education in Australia. This splendid rural movement has accomplished something of incalculable value by ushering in a back-to-the-land, or perhaps more correctly, a stay-on-the-land crusade which has now come to be regarded as integral to the decent, one of Australia's greatest evils. The training of young farmers has become a necessity. Seized of the importance of this, the Premier of Victoria has agreed to himself and give the farmers three years' £1,000 for the work of two organisations to assist in the development of the Young Farmers' Club movement. The "South Western Times," which has a reputation for its farming notes, has had its fill of it. Thus the movement, and I quote an extract from an article which appeared in a recent issue:

They have been too great a drift from the country to the town, encouraged largely by the fact that the tendency of our educational curricula pointed to civic occupations as against the call of the land, that was the awkward age between school-leaving period and well-developed mankind, during which no attempt was made to teach the interesting and soul-satisfying side of agricultural life, with the consequence that, to the uninitiated only, the drudgery was apparent. Then the article proceeded to say that the junior farmer movement was the answer.

2064. What is required to ensure the spread of the movement?—We think there is urgent necessity for Government and departmental backing. We do not consider we have had all that is necessary. When we send our boys to the Show for a specialised course, we get no assistance in the shape of a concession in the fees. We get sympathy, but no practical help. It is necessary to permit of adequate number of organisers and specialised instructors to enable us to ensure the spread of the movement throughout the State. We require assistance in projects. For instance, if we are to test out tobacco growing, we shall need seed, etc., from the Agricultural Department. We have written to the department, but have not had any reply. It might be that we might have been able to secure material for the purpose of experimenting. We require assistance in club housing. That may not be necessary, but it would be useful. A central establishment, for instance, Show clubs could be put up. There is always trouble as to what we will do with parties when they visit Perth. If there were at least one such establishment provided for the purpose of housing boys who visit the city to attend classes, it would be of great assistance. We have submittted a proposal to the trustees of the Jubilee Fund. We want assistance to permit of visitors to the Show, and the arrangement of special courses. We have convinced that if some assistance be given the money now spent on farm schools were spent on farm, the results would be greater than those accruing at the present time. It is necessary to have a central control of the State, a State Agricultural Department. Such a body operates in the other States, and there should be a place where the advisory committee could meet and deal, for instance, with the dissemination of pamphlets and formation of policy for the movement and its extension. We have already made a move in this direction, but there is need for Government assistance in carrying it out. Apart from the establishment of one or two of these clubs, it is considered that with its respective advisory committees they will develop into (a) local employment bureaux; (b) aid departments to give specialised advice in land selection, farm layout, taxation and book-keeping matters, and general farming legislation; (c) a forum for organised farm thought; (d) a natural extension to girls' clubs. We think that a farming science library is very necessary. If a boy interested in farming science wants information, he should be able to go to a library to get it. One of the biggest difficulties to-day is that there is no organised marketing, and that is one of the reasons for the poor prices. Every opportunity should be given for organising such things in order to secure better results. Receiving girls' clubs, these should deal with domestic and farming work. The clubs could fit out girls to become good wives for farmers. Many farmers are poor farmers because the wives are not farm workers.

2066. Largely, then, the organisation could be run on a voluntary basis. We have had no difficulty in that respect at Harvey. Whenever we have needed money, it has always been there. As a matter of fact, we have a credit balance at the bank now of £15. Not a great deal of money is required; it is a question of initial organisation, and holding the movement together. A small amount is required for printing and the sending out of pamphlets.

2077. I suppose your district would not lend itself to interesting Perth boys in the movement?—I do not think it would.

2089. The last interested in the Harvey movement would require to see an outlet after he had had his education from the movement, would want to see whether he could take up a farm of his own. Are the farms around Harvey expensive?—I think the land is dear land. There is cheaper land outside the irrigation area.

2098. Could it be worked successfully?—Yes, and the time is not far distant when all the land there will be taken up.

2100. What does the Government charge for it?—Out of the irrigation area, the prices vary. Towards the coast you can get it as cheaply as 8s. an acre, and you can pay up to £2 as well.

2117. Such a movement in the wheatbelt might induce boys from the city to take up farming life?—Yes. The clubs we have operating in the wheatbelt have been a great success. I think we would have the effect of inducing boys to do that.

2127. There would be the difficulty of getting hold of boys, taking them to the country and giving them the necessary grounding. We think there is a necessity for a network of country youth to the town, and they must intensify the problem here, not so much in clerical jobs, but in labouring jobs which could be filled by youths not particularly skilled. The country boys are taking those jobs could be kept in the country, many more jobs would be available to town boys.
2873. It is said that many jobs are available on farms, and I have no doubt there is a scarcity of labour. You have instanced the poor type of conditions with which this kind of labour has to contend. Let me imagine a city boy destitute of going to the wheelbell. You would first have to get him a job on a farm?—Yes. 2874. You got him a job, he worked early and late, and it is going to be difficult for him to get any advancement in the way of knowledge?—The club meets at night, and we have no difficulty in getting the boys to attend. Fairbridge Farm boys and Bundidup farm boys working on farms in the district are members, and they have to work during the day. 2875. Those boys, although working long hours, have a desire to acquire knowledge?—Yes, and we provide a certain amount of social life as well.

2876. How many nights a week do the boys attend for instruction?—They meet on most Saturday afternoons for field work. Then club meetings are held once a fortnight. I think meetings could be held once a week, but we have to make arrangements according to the number of speakers, and so forth. We have found that to hold meetings once a fortnight works best.

2877. Your primary aim is to keep the boys in the country?—Yes.

2878. It might be difficult to get boys from the town to go to the country?—Yes, but I think jobs could be found for them. The Junior Farm Movement could attend to the work of providing jobs in different districts.

2879. And place the boys in employment?—Yes.

2880. Do you find that the boys who are receiving instruction are mostly the sons of farmers?—No.

2881. How many farm labourers are attending your meetings?—I should say that 90 per cent. of the boys are farmers' sons, 25 per cent. are boys working on farms, and the balance are town boys.

2882. Do you propose to endeavour to get those boys placed on holdings of their own?—Yes. Our advisory committee is considering that question at the moment.

2883. It seems to me that no system of training would be complete unless you had an eye to the placement of the boy in the industry later on, that is, on a farm of his own. Unless you improve the conditions of labour you will find boys working as farm labourers. That is so.

2884. Would you advocate the training on an extensive scale of farm labourers under existing conditions? You rather deprecated the conditions of to-day?—We discussed this matter at a meeting of young people a few weeks ago, and that point was advanced by a boy from the Fairbridge Farm School. He mentioned sweating. He referred to a boy working on a farm and to one of the difficulties being the lack of social life. There was no social relation between many employers and their boys, who were put in the farmyard to sleep, or something of that kind. That depends entirely upon the farmer. There are isolated instances of employers who really cared about their employees and treated them as if they were animals, but that is not the general rule. Usually employers look after the boys and give them every opportunity to get away in order to gain knowledge.

2885. If a farmer were far-sighted I think he would realise that it was to his own advantage to do that, as well as to the advantage of the boy?—Yes.

The Commission adjourned.

FRIDAY, 11th JUNE, 1921.

A. A. WOLFF, Esq., K.C., Commissioner.

WALTER HODSON, Secretary, United Furniture Trades Union, sworn and examined:

2886. By the COMMISSIONER: How long have you been secretary of your organisation?—About 14 years.

2887. Have you worked as a craftsman in the industry?—Yes, prior to filling my present office.

2888. In this State?—Yes, in the machinery section.

2889. Your work brings you in touch with all branches of the industry?—Yes.

2890. You have prepared a statement?—Yes.

2891. One of your contentions is that the number of youths who have been trained in the last 15 years in the industry have been too many for it to absorb?—Yes. The "Industrial Gazette" for 1930-31 discloses that the membership of the union at the 30th December, 1929, was 789. The "Statistical Register" discloses that the total number of skilled and unskilled workers in the industry at the 30th June, 1930, was 657, which is considerably less than the figure for 1929.

2892. You have prepared a tabulated statement covering the years 1922 to portion of 1937 and showing the number of apprentices registered at the Court, and the workers engaged in the industry, distinguishing between skilled and unskilled workers, and working proprietors!—Yes. The table is as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Apprentices Registered</th>
<th>Skilled and Unskilled</th>
<th>Working Proprietors</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1922</td>
<td>17</td>
<td>539</td>
<td>37</td>
<td>576</td>
</tr>
<tr>
<td>1923</td>
<td>38</td>
<td>733</td>
<td>88</td>
<td>721</td>
</tr>
<tr>
<td>1924</td>
<td>33</td>
<td>788</td>
<td>95</td>
<td>783</td>
</tr>
<tr>
<td>1925-26</td>
<td>101</td>
<td>733</td>
<td>88</td>
<td>712</td>
</tr>
<tr>
<td>1927-28</td>
<td>44</td>
<td>733</td>
<td>88</td>
<td>712</td>
</tr>
<tr>
<td>1929</td>
<td>71</td>
<td>695</td>
<td>83</td>
<td>1,483</td>
</tr>
<tr>
<td>1930-31</td>
<td>64</td>
<td>702</td>
<td>67</td>
<td>772</td>
</tr>
<tr>
<td>1932</td>
<td>12</td>
<td>796</td>
<td>90</td>
<td>1,126</td>
</tr>
<tr>
<td>1933</td>
<td>15</td>
<td>798</td>
<td>90</td>
<td>1,338</td>
</tr>
<tr>
<td>1934-35</td>
<td>25</td>
<td>833</td>
<td>74</td>
<td>907</td>
</tr>
<tr>
<td>1936</td>
<td>37</td>
<td>657</td>
<td>111</td>
<td>788</td>
</tr>
<tr>
<td>to 7-3-37</td>
<td>33</td>
<td>639</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* These do not include all the staff but only the skilled and unskilled workers engaged in the actual production.
The number of apprentices shown in the first column was obtained from the "Industrial Gazette," and the figures shown in the next three columns came from the "Statistical Register." There is no doubt about the accuracy of these figures. They show that in our industry the total number of persons in the industry was 760 in 1929, and that since 1920 an additional 210 apprentices were registered at the Court. This means that we have almost twice as many trained people in the State as we said. This does not take into consideration people who have come into the industry. There are many southern European migrants to be included, and these would increase the number beyond 760. On the 30th December, 1929, the maximum occupation capacity of the industry, as allowed by the regulations, was 45,563. According to figures I obtained from the Court on the 7th April, 1937, the number of apprentices registered was 486 on that date. There is no question about the present system of apprenticeship being able to cope with the requirements of the industry as to the training of operatives; indeed, it is clear that the industry cannot absorb these we have trained. In 1927-28 there were 685 skilled and unskilled workers engaged in the industry. This year there are only 657 engaged, a falling off of over 200, exclusive of all the apprentices who have been trained since 1927-28. The method of apprenticeship is quite capable of training all the operatives required in the industry, and indeed goes beyond that. The third sheet of my statement deals with the productivity of the furniture industry, showing the total number of workers engaged. All these particulars are also taken from the "Statistical Register."

26. What is the object of that table?—To demonstrate the number of workers engaged in the industry, and the average output of the workers, in addition to showing the allocation of the costs associated with the industry. I submit a table relating to the furniture and allied industries of Western Australia, as follows—

Furniture and Allied Industries, W.A.

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Workers employed</th>
<th>Raw Materials used</th>
<th>Salaries and Wages Paid</th>
<th>Cost of Fuel, Light, etc.</th>
<th>Margin for Profit and reduced other expenses</th>
<th>Total Value of Output</th>
<th>Average Output per Worker to nearest £</th>
</tr>
</thead>
<tbody>
<tr>
<td>1927</td>
<td>630</td>
<td>£139,200</td>
<td>£110,100</td>
<td>£26,100</td>
<td>9%</td>
<td>£206,412</td>
<td>£440</td>
</tr>
<tr>
<td>1928-29</td>
<td>282</td>
<td>288,000</td>
<td>242,400</td>
<td>19,600</td>
<td>7%</td>
<td>260,091</td>
<td>448 for 12 months</td>
</tr>
<tr>
<td>1929-30</td>
<td>272</td>
<td>232,200</td>
<td>218,300</td>
<td>13,900</td>
<td>6%</td>
<td>257,379</td>
<td>452 for 18 months</td>
</tr>
<tr>
<td>1930-31</td>
<td>224</td>
<td>114,600</td>
<td>81,704</td>
<td>4,285</td>
<td>1%</td>
<td>235,141</td>
<td>450</td>
</tr>
<tr>
<td>1931-32</td>
<td>663</td>
<td>204,512</td>
<td>119,226</td>
<td>6,270</td>
<td>1%</td>
<td>398,500</td>
<td>601</td>
</tr>
</tbody>
</table>

2034. These figures also are taken from the "Statistical Register."—Yes. The first column, "Number of Workers including all Staff," includes all persons engaged in the industry, both productive and non-productive. The period 1925-26 represents 18 months ended on 30th June, 1926. This is due to bringing our State figures into line with Commonwealth figures. Referring to this table, I wish to point out that the real productivity of an industry from the manufacturer's angle is the difference between the cost producing an article, and the return he gets for the article. The table sets out the productivity of the furniture industry over the period 1922 to 1935, and includes both the "boom" and the "depression." Period 1922 to December 1929 the industry was working a 48-hour week. From 1926 onward the 44-hour week operated. During the year 1928, the industry manufactured goods valued at £290,413, with an average output per worker of £416. During the years 1927-28 the output was £376,437, with an average per worker of £536. This was the "boom" period in industry, and prices were high; this was just before the depression. In the year 1930-31, at the peak of the depression, the output was £335,141, with an average per worker of £456. During the year 1934-35 the output was £389,560, with an average per worker of £601. It will be noted that the average output per worker over the five years was—1922, £416; 1925-26, £448; 1927-28, £536; 1930-31, £456; and 1934-35, £601. Out of each £100 turned out by the worker in 1922 the employer received as a margin, after paying all production costs shown above, the sum of £13 6s.; and as the output per worker was £446, the margin from each worker's output was £39. In 1934-35 the employer received as a margin the sum of £17 4s. out of each £100 of output. The average output of 1920, when the system of profit sharing was introduced, in the employer out of the average worker's output was £163, representing an increase between 1922 and 1935 of £44. It should be noted that, whereas the output per worker in 1922-23, the last year the 48-hour week operated, was £448, in 1927-28, the first full year after the 44-hour week had commenced to operate, the output per worker rose to £536, an increase of £88, and that in 1934-35 the output per worker had increased to £601. In face of the above facts, can it be argued that the reduced 48-hour week has in any way placed a burden upon industry?

2035. To what extent has mechanisation gone on in this industry over the last decade?—As far as this trade is concerned, mechanisation has certainly made a difference, but not to any appreciable extent. I was working as an operative in the industry in 1922, and since then I have been in the factories from day to day. An amount of machinery has been introduced since 1922. Although a certain number of new machines have been introduced, the industry is not to any appreciable extent more on a mechanisation basis. The machine section does the work for the whole of the trade except as regards upholstering, wicker-work, polishing, and iron bedsteads. In cabinetmaking there are certain machines such as sand drums, sanding machinery, and two or three other machines. In sandpapering there has been the main alteration. There are also the dovetailing machine and the Lacey boring machine.

2036. In addition to the slight degree of mechanisation of which you have spoken, have there been any alterations in methods of production?—Yes, considerable alterations.

2037. What has been the nature of those alterations?

A different quality in the articles turned out. I say without fear of contradiction that an entirely different quality of furniture has been turned out over the last eight or nine years. Again, the quality turned out per worker is, I should say, at least three times the amount previously produced in a given time.

2038. Is there a tendency towards sectionalisation in the industry?—I do not think there is any greater sectionalisation now than there was in the old days. It could not very well happen in the furniture industry. The factory in which it would be most possible would be a factory such as Boons, who have really the largest raw materials used in their work.
furniture factory in Western Australia. I was working in Boans before I took over my present position. Boans have six factories, and thirteenth man on the machine, now as they had 14 or even 18 years ago. The average furniture factory would carry only one or two wage earners, and their machinists must have a knowledge of all machines, because the volume turned out in the average furniture factory is not sufficient to enable the industry to become a going concern on one machine. Such machines as the boring machine, squaring-off saws, and some other saws, sandpaper drums and so forth do not admit of specialization in the industry to any appreciable extent. It would not be possible to put a less skilled man on a particular machine in view of the fact that in the average factory each machinist must be able to take the job through all the machines.

280. You think that specialization would be possible if the volume of trade were greater?—Yes.

281. You would account for the increased output by two main factors, I understand?—Yes. More efficient methods, and a greater output per worker as the result of speeding up.

282. And yet you say specialization has not appeared in the industry?—Not to any appreciable extent. I think I can state one highly pertinent point bearing on that aspect. In 1926 the union in the asbestos factory, and 1928 the employers' representatives, and the employers applied for a return to the 48-hour week. On that occasion I led only one witness in the box, a man named Cole who was a wire-mattress worker. He happened to be the only witness in 1926, when we asked for the 48-hour week, who stated definitely that he did not think he could maintain the same output in a 48-hour week. Several witnesses impressed the Bench that the 48-hour week could not be maintained with efficient methods of work if the hours were shortened by four per week. The particular witness referred to, who had given evidence at the earlier date, said that the Forder wire mattress for bedsheets had not changed but was exactly the same, and that he had turned out just the same type of article but in greater volume under the 44-hour week as he had in the 48 hours. He produced his time sheets, which proved that contention conclusively. The point I want to make here is that, whereas the union obtained the 44-hour week in 1926 by a majority decision of the Court, the provision was maintained in 1928 by the unanimous decision of the Arbitration Court, including that of the employers' representative. His comment, as disclosed in the "Industrial Gazette" was that the introduction of the 44-hour week had not done the employers any injury, nor had it imposed any additional burden on to the cost of the product. That showed that the employers' representative on the Court was satisfied that the granting of the 44-hour week had not been injurious to the industry nor to the industry.

283. I want to point out to you that the returns I have furnished you were not drawn up for this Commission in particular. I had prepared the details for another matter, but it so happens that they are applicable to the subject in which you, Mr. Commissioner, are inquiring. I have some particulars regarding the productivity of Western Australian industrial establishments. They refer to the whole of the industries as disclosed in Part VI of the "Statistical Register." You will see that the first part of the table shows that in 1916 raw materials represented 54.4 per cent of the total value of output; salaries and wages absorbed 24.5 per cent; fuel, light and overhead expenses 2.77 per cent; and the margin for profit, etc. 18.6 per cent. Those percentages make the total value of output, namely, 100 per cent. In 1924 the charges regarding raw materials dropped to 33.17 per cent, whereas salaries and wages went up to 27.57 per cent. Fuel, light and overhead expenses dropped slightly to 2.58 per cent, whereas the margin for profit, etc., dropped from 18.33 per cent to 16.10 per cent. In 1926 the percentage for raw materials dropped to 47.65 per cent, as compared with 54.4 per cent in 1916; salaries and wages fell to 22.97 per cent, from 24.5 per cent, in 1916, while the percentage for fuel, light and overhead expenses rose to 9.43 per cent, as compared with 2.57 per cent, in 1916. I will explain the reason for that. Certain items that were charged under the heading of light, fuel and overhead expenses in 1935 originally appeared under the heading of raw materials, and that has the effect of reducing the proportion of percentage under the latter heading.

284. So, to make a proper comparison, it would be necessary to bring those two items back to the same basis. It will be seen that whereas the percentage for salaries and wages in 1916 was 24.5, it dropped to 22.97 per cent in 1935. The margin for profit, etc., was 18.33 per cent in 1916, but 16.10 per cent in 1935. I want to make a point there regarding salaries and wages as disclosed in the "Statistical Register." I have a copy of the returns that have to be included in the table, and I should point out that the salaries and wages disclosed include the salary or wage earned by the worker himself. So that item does not mean that those wages have to be taken out of the margin for profit, as the money drawn by the proprietor who is actually working in the industry is included under the wages item.

285. Do they uniformly make that drawing?—No. Accompanying the statistical form is a printed set of instructions to persons filling in industrial returns. With regard to salaries and wages paid, which represents Table No. 1, the form of instructions includes the following:—

(1) Proprietors actively engaged.

It should be noted that the amount to be entered against this item is not the total profit from the production of the business, but the amount drawn by him in lieu of salary or wages. If no salary as such is drawn, an estimate of the value of the proprietor's services should be given. It should be made clear that the amount entered should be equivalent to what he would have to pay another person for the same services.

So you will see that, in these circumstances, it is a charge against the business. The second table deals with the number of workers employed, the average output per worker, the average margin of profit, etc., per worker, and the capital outlay on land and buildings, plant and machinery.

286. Have you compiled this table from the previous one with which you have dealt?—Yes. The number of workers in 1936 totalled 18,844, the average output per worker represented a value of £531, and the average margin of profit per worker represented £79. In 1924 the number of workers increased to 22,308, and the average output per worker rose to a value of £689, and the average margin of profit per worker increased to £115. In 1935 the number of workers totalled 18,334, with an average output per worker of £79, with an average margin of profit of £159, the being an increase on the £79, which was the average margin of profit per worker in 1916. To continue the statement I made at the beginning.

A perusal of the particulars detailed in the table will, I think, convince the average person that the manufacture of furniture, etc., or any industry, should be, in quite a good financial position. In 1916 there were 13,844 workers engaged in the industrial establishments of Western Australia. The number included not only the workers engaged in the manufacture of commodities, but also working proprietors, managers, overseers, accountants, clerks, caretakers, messengers, and others employed incidentally to a manufacturing establishment.

The "Statistical Register" shows the whole of these under different headings, and they are the ones I have dealt with.

287. In determining the average output per worker did you include everyone?—Yes, everyone engaged in the industry.

288. I wanted to ask you whether there would be proprietors?—Yes, it includes everyone. It is obvious that if the administrative staff of the establishment is increased, then the only worker must be increased to meet the charges. I have ignored that, and have taken the whole of the staff associated with the establishment, whether or production or on administration. To continue—

Those workers produced a value of £3,546,052, or an average of £531 per worker. The sum of £531 was absorbed as payment of salaries and wages, light, power and repairs, oil, etc., leaving a sum of £279 as a margin for profit and other expenses.
penses. It will be noted that the average output per worker has gradually increased from $53 in 1916 to $79 in 1935, while the margin for profit, etc., arising from the employment of the average worker has increased from $27 in 1916 to $39 in 1935.

Much has been said about the increase in the cost of production arising out of the increased wage rates, reduced hours, etc. Any increased costs of production would be reflected in the wages and salaries column. It would naturally be assumed that the proportion of costs allocated under the salaries and wages heading would be automatically increased by a rise in wages or a reduction in hours, but practice has proved the fallacy of this assumption, although the opposers of reduced hours have always reiterated that such is the case.

Up to 1924 the majority of the industrial establishments—"I can only say that it applied to practically all of them—were working a 48-hour week. It was not till 1924 and subsequently that the 44-hour week became practically universal. Therefore, despite the fact that between 1922 and 1933 that working week had become general with an increase in the wages rate, the output per worker has increased. So the fact is that, although it was contended any increased wages or reduction in hours would increase production costs, it is obvious that such has not been the case. The figures I have given cannot be challenged because they have been taken from returns furnished by the employers, which show that wages costs have been reduced from 24.5 per cent. in 1916 to 22.97 per cent. in 1935. But the margin for profit and other charges increased from 18.5 per cent. in 1916 to 19 per cent.

2107. On looking at a return furnished to me by the Factories and Shops Department, I see that from 1927 the number of factories working in wood has increased steadily. In 1928, according to this return, there were 265 factories. But that would cover timberworkers, box factories, and all that sort of thing.

2108. It is the furniture factories that you are speaking of. Have they increased in number?—Since 1916, yes. I am sorry I have not here the actual number of the establishments. To answer your question.

2109. There has been a shrinkage of labour, yes, any, which could have been absorbed?—There has been an increase in the factories.

2110. And, apparently, in production?—Yes. These figures you spoke of are not only for wood factories, but for the whole of the industrial factories in Western Australia. The return dealing with wood would deal only with that section of the industry. My prepared statement does so.

In 1916, salaries and wages costs absorbed 24.5 per cent. of the total value of output, while in 1935 those costs absorbed only 22.97 per cent. of the total. This shows a reduction in salaries and wages costs of 2 cent. per cent. despite the fact that shorter hours and increased wages had become operative in the intervening period.

In 1916, 18.37 per cent. of the value of output was left to meet profit and other charges, while in 1935 the surplus to meet those costs was 19.95 per cent. of the total, an increase of 1.51 per cent.

In order more fully to appreciate the effect of modern methods of production and their effect on the employment of human labour, one must realise the fact that, as compared with 1924, when the average wage per worker was $50, the output of $790 per worker in 1935 proves conclusively that it required a lesser number of workers to produce a given quantity of goods than was the case in 1924. As a matter of fact, the figures given above in pounds value do not correctly interpret the position, because in 1935 it required a greater volume of goods to equal a given money value than was the case in 1924. But, for the sake of clarity, we will accept the figures as being approximately correct.

In 1924, practically all skilled workers were working a 48-hour week, whereas in 1935 the majority were working the 44-hour week. Yet, despite the fact that a lesser number of hours per week were worked, and that it took a greater volume of goods to equal a given money value, the output in money value per average worker was increased by no less than 16 per cent, which means that the product of one out of every seven workers was dispensed with without any reduction in the volume of output of the industry.

Let us try to analyse the position in order to ascertain who received the benefit of the increased productivity. It is obvious that it was not the worker, because in 1924 he received $27 11s. 5d. out of each $100 of gross output, whereas in 1935 he received only $22 18s. 4d. out of each $100, a reduction of $4 12s.

Basic material, fuel and light, and other manufacturing charges took £57 1s. 7d. in 1932 as against £51 15s. in 1924, an increase of £1 6s. 7d., leaving £35 5s. 5d. still to be accounted for. A glance at the profit and the charges columns will show where the increased productivity has gone.

In 1934, profit and other charges took £16 15s. 7d. of each £100 of output, whereas in 1924 these charges absorbed £19 10s. Thus, the missing £3 5s. 5d. is accounted for. It no doubt will be argued that the £3 5s. 5d. per cent. devoted from the wages fund to the profit pool does not mean increased profits, and that the charges on additional capital expenditure in 1935 are compared with 1924.

Let us analyse that possible argument. In 1924, an output of £28,867,000 was required to give a return in goods of £15,726,472. Surely if that were possible, then a similar output or even a lesser output was all that was required to give a return in goods valued at £16,641,689—goods less in money value, but probably equal in qualitative value to that of 1924.

Even if the argument could be advanced that additional capital has been put in, it was not necessary, because obviously if the previous expenditure of capital could produce in twelve months goods equal to £15,000,000, it was capable of doing that without additional capitalisation in the other year. My prepared statement continues—

It is practically certain that the increase shown in capital value of land, buildings, plant, and machinery is simply a reflex of the increased value placed upon the original land and buildings, etc., and not due to any additional capitalisation. The majority of the furniture factories are situated in the metropolitan area, and land values in the metropolitan area have gone up materially. So it has to be included in the book values, which are included here.

2111. It is by no means certain—No, but it would be very difficult to check up on it. The instructions issued provide for the showing of the book value of his estate in land, plant, and machinery.

2112. In ten years there has been an increased capitalisation of about £2,000,000?—Yes, that is right. In 1916, it was £2,000,000, and in 1924 it was £2,000,000 and in 1935 it was £11,000,000.

2113. How much of that has been due to the increased mechanisation of industry?—I can speak only of the mechanisation in the furniture trade. There has been a certain increase, but not to any material extent.

2114. At all events, your proposition is that the increase shown in the capital employed in the industry is most likely due to the increased value of the land?—Yes, and to an increase in the value of the machinery also. It cannot be bought to-day at the price of 20 years ago. My prepared statement continues.

But even if we concede the point that the sake of argument that additional capital was invested, was such investment justified when the original capital output was capable of giving the necessary output?

Had the output per worker remained at the 1924 level of 5089, it would have required 21,251 workers to turn out the 1935 output of £790,000 instead of the 18,334 who were actually employed. This clearly demonstrates that no fewer than 2,817 workers were displaced from industry without any proportionate increase in the volume of output.

2115. How many workers in the industry have gone out and engaged in business on their own account?—I should say there are at least 300 workers who to-day are on relief works or have gone out to have a job at breadlooting or such occupation.
2116. But how many of them have set up in the furniture business on their own account; how many have in the last month been able to set up and make their own earnings? Let me give you an example of what happens. During the depression period, seven people, workers, took over and rented Cox's factory. To-day those people are earning between £40 and £50 a week, and they also included in the total of 78. My prepared statement continues:

Had those 2,121 workers received in salaries and wages the same proportion of the output as in 1924, they would have received £4,036,711 instead of the £3,363,163 actually allocated to salaries and wages. It will thus be seen that no less a sum than £673,548 was diverted from the wages fund and absorbed in other directions. On the other hand, the profit fund taken only the same proportion as in 1924, it would have received an allocation of only £2,412,332, or £479,498 less than the £2,891,730 that it actually did receive.

The alteration in the methods of production between 1923 and 1935 resulted, as is shown above, in the £673,518 being diverted from the wages fund, and 2,917 workers being displaced from productive industry and receiving only a charge upon the State. It is quite obvious that mechanization of industry did not entirely account for this, because out of the £673,518 diverted from the wages fund, fuel, light, heat, power, containers, to plants, etc., absorbed only £194,689, while the balance of £478,829 was used to swell the profit and interest fund. This increased charge in capitalist industry may be responsible for a certain displacement of labour from industry, the chief reason will be found in the speeding up resulting from more efficient methods of production.

This article clearly proves that any saving in production costs arising from more efficient methods of production can only be used to inflate profits instead of to reduce the price of the goods produced. That is obvious. If the profit of goods were reduced proportionately to the reduction in costs, the absorption of costs would also remain stationary. An increase in the margin can only result from increased selling price in relation to selling costs.

By diverting £673,518 from the wages fund—the fund which is mainly responsible for purchasing the goods produced by industry—the market for £673,518 of each of the products of industry has been destroyed. It is no longer necessary to manufacture those products and workers are put off. This still further reduces the margin and so the vicious circle continues.

2117. To what extent are you subject to competition from the Eastern States?—Eastern States competition is negligible.

2118. It is mainly confined to the radio cabinet business, I suppose?—A certain number of radio cabinets would be imported, but one of our factories turns out a large volume of those. Statistics show that the value of furniture imported into the State is about £50,000 a year, but that includes all furniture brought in by people arriving in the State, I mean, in my office a return was prepared for the Arbitration Court some years ago. It showed that the imports were negligible. The only time when furniture is really imported is when certain firms desire a certain type of article. They import one of those types and manufacture the article here. I have no proof of this, but the statement has been made to me by manufacturers. They are asked to make the article and it is imported at a cost of probably £35, and they can produce it for £25.

2119. Then it amounts to this, that patterns are brought in?—Such articles are used as patterns. Certain chairs are produced from Tasmania. A lot of kitchen chairs are imported.

2120. Do they compete in the local market or are they used as patterns?—No, they compete in the local market. The point is that Local employees do not worry much about making chairs of the kitchen type. We have not the output to make it practicable to manufacture that type of chair.

2121. It is extraordinary to find chairs being brought all the way from Tasmania?—Yes. They are brought here in a broken state. The first article that was brought up in the largest chair-making town in the world. There were 30 or 40 factories, and 500 employees in the factories were not engaged solely on the making of chairs. In the manufacture of chairs, every bit of timber can be used. Timber that is burnt here would be used in Tasmania for the making of chairs, but we cannot import cutting undergoing chair-making of a certain type a commercial proposition.

2122. You have an advisory committee in your industry?—Yes.

2123. How long have you had it?—Since about 1928, but it has never operated.

2124. Why not?—In 1927 or 1928 the Government decided to buy sufficient machinery to equip classes at the Technical School. An advisory committee was appointed, and spent £5,000 odd in buying tools and certain machinery to establish the technical classes. That plan has been and is still lying in the Technical School; it has never been used. The advisory committee really intended to work in conjunction with the technical class, but that class has not been established. Our people are not working under a scheme of technical education. Although the award provides that they shall attend the Technical School for so many hours per week, that is only in the event of the class being started.

2125. Do you consider it necessary that there should be some form of technical instruction in your industry?—Yes, I shall consider the following conclusions can be drawn from the evidence I have submitted:

1. That the present system of apprenticeship may only adequately meet all the requirements of the secondary industries with regard to the maintaining of a sufficient number of operatives to cope with the expansion of industry, but also trains a large number of operatives in excess of those who have any possibility of absorption by industry.

2. The employment of additional juniors in industry, either under an apprenticeship or training system, can only be made possible by a displacement of adult workers unless a reduction of hours is introduced.

Obviously if we are going to bring additional workers into the industry, unless an increased volume of output is required, somebody will have to lose time. No employer can employ junior labour unless it is going to be productive. It would simply be adding to his costs. If it is to be productive, that can be achieved only by the employer selling additional goods or by displacing someone else. Unless there is an expansion in the market for that employer's products, how can we ask him to do other than displace workers in order to take on the juniors? That seems quite logical.

3. A reduction of the working hours from 48 to 44 did nothing to change the output to employment, because when the 48-hour week operated practically throughout the industry the output per worker was £531 per annum. Whereas in 1925, when practically all the industrial establishments were working a 48-hour week, the output per worker had increased to £790.

4. There are only two remedies available in order to solve the unemployment problem, not only of the youths but also the adult workers of the community. They are (i) An expansion of industry in order to create additional labour demands, and this requires additional purchasing power.

(ii) A reduction of the hours of labour so that the workforce available will be equally shared among all available workers.

The first method is one which can only be brought about by a comprehensive re-organization of the economic financial structure of society, but the alternative scheme is one which should not be difficult for any Government to introduce.

That is what the Governments are actually doing today in regard to a certain section of workers. Parliaments may have to the expense of the higher costs, but the Government
did what it had to do.
known as relief workers. The Government, realising
that every one of those workers is entitled to some
consideration, have spread the available work amongst
the whole of the Government. I insist that even on a
full-time basis, they have calculated that a certain
amount of work is available, and this work is shared
by the whole of the workers so that each receives a
share. The Government, I insist that it is for this
section of the people, why not for the whole of
the people? That system is considered to be good
policy, not only by Labour Governments, but by every
government. I insist that that is the only
logical thing to do with the whole of industry.
2120. It would be much better if your first proposition
could be realised!—Yes.
2121. And the second one would hurt a lot!—I am quite
aware that it would, though I believe that the first
would be realised as a result of the adoption of the
second method.

... increased productivity of industry over
recent years has resulted in a diminution of the
wages fund which is primarily responsible for cre-
ating a market for the goods produced by industry,
and it has also definitely made the problem of
finding work for the whole population more acute.
I base that statement on the fact that in 1929 the union
membership totalled 768. Those were actual workers as
we have sea-gullers, gipsies, and all the adminis-
traptive staff. To-day the total number, including the
administrative staff, is only 768.
2130. The total number of actual workers engaged in production!—It embraces not only trained
workers but labourers, joiners, and all the rest.
It shows definitely that while in 1929 every one of the 768 work-
ners engaged was a union of skilled tradesmen, and have practically no labourers as mem-
ers—the total number of workers then in the industry
was 1,048. Last year, as I have pointed out, the total number
of workers in the industry was down to 768.
With regard to apprenticeship generally, the pre-
sent system requires adjustment in order that all
those who serve an apprenticeship may become effi-
cient in all branches of the association to which they
are apprenticed. Under the present system apprenti-
ces are employed with a view to making the maxi-
mum amount of profit instead of with a view to
their becoming efficient tradesmen. Better machin-
ery is needed to enforce the apprenticeship condi-
tions. The present system of making the Aroin-
ption Court the only adjudicating body with regard
to apprenticeship matters, when practice has proved that
the Court of Arbitration has not the time to devote
to the matter, has resulted in chaos.
2129. Do not you think that if your advisory board
were functioning, and you could get together with
the employers, you could better serve the interests of the
apprentices?—I do. Of last year there was an amendment of the award, and it provided for
the appointment of a board of reference. Although
the present representatives and chairman of the
board is not yet appointed by the Court. It is over six months now since the amendment became
operative.
2130. I was very much struck with the provision for
the appointment of a board of reference to adjut
matters from time to time. The experiment seems to me to be
worth while!—In January of this year a certain em-
ployer applied for an apprentice. Under the terms of
the award he was not entitled to an apprentice, but we
would waive our objection if he could justify the proce-
dure, and the Secretary of reference could grant him
an additional apprentice.
2131. That is an innovation; where did you get it?—
In conference we tried to devise ways and means for
overcoming the objections from any expansion of the
industry without prejudicing the position of the people
engaged in it. I made a suggestion that if the employers
would agree to it, whenever a slack time occurred in the
industry, they would find and our much objection to additional apprentices would then go by
the board. We did not want a repetition of what hap-
pened in 1929. Over 200 apprentices were then working
in the industry, and although employers made application
to work them part-time, they never did that, with
perhaps one or two exceptions. Locke's, of Penma-
te, did the same thing; they worked four days a week and
did what we are suggesting should be done throughout
the industry. We said to the employers, 'If you are
prepared to do what Locke's have done—share the work
out, we are agreeable.' We consider that the appren-
tices should not put over the apprentices more than
the journeymen. An employer made an application
in January of this year for an apprentice he was entitled
to have. I objected because the award set out that he
must not take on an apprentice until the board of reference
had been given. You will hardly be
lieve it, but that matter has not yet come before the
Court. The same firm applied to have one more
full apprenticeship agreements. I again objected, and
again this matter has not come before the Court.
I notice that Mr. Curtin, giving evidence, said that
you yesterday, made a proposal similar to one that I made
is to put before you. I suggest the appointment of an
apprenticeship Commission or board with power to de-
termine all matters under the subject of apprentic-
tership. I suggest the establishment of separate
apprenticeship advisory committees under all awards of
the Court. Matters which could not be settled by
the advisory committees should be referred to the Com-
misioner for determination. Such a system, in my
opinion, would lead to more efficient and expeditious
decisions regarding apprenticeship, and would lead to
the better training of apprentices.
2132. What are the complaints of the employers as
you hear them with regard to apprentices?—None at all.
There is no trouble; up to last year there was no ren-
eration of junior labour in the factories, but it was found
that certain unscrupulous employers were taking on boys
between 14 and 15 years of age and giving them work they had no right to do. As a result of that,
the award made last December restricts the number of junior
labourers. That was done by my right honourable friend
considered to be in the best interests of the industry.
There is no trouble in our industry. We are satisfied
that we are doing more than our share towards supply-
ing tradesmen, and we are doing our share towards find-
ing employment for lads. I know of only one firm that has
not its full quota of apprentices. That firm has given
its workmen and it is entitled to two apprentices and one
junior labourer. The firm will not take on apprentices.
There were two junior labourers and when the new
award came in, the services of one were dispensed with.
My trouble is restraining employers from taking on more apprentices than they are entitled to have.
2133. This trade is not rushed by boys?—There is no
occupation more desired than cabinet-making or carpen-
try. Lads come to my office to seek employment in the
industry. Mr. Macartney sent me a boy yesterday and
I sent him to Alcema.
2134. Is there any difficulty in getting the finer work
in the craft carried out?—No; all the men that are re-
quired are available, and the peculiar thing is that at
the present time the demand is for the joiner who has been trained during the last 10 years, but
for the older tradesman. The lads working in the fac-
tories today do not get the broad training that was
given in the old days.
2135. What new branches of the industry have grown
up in your time?—Veneering is the only new branch, as
long as I can remember, and it is a pity if ever did come in.

JOHN CORAM, Secretary Western Australian Plumbers
and Sheet Metalworkers' Industrial Union of
Workers, sworn and examined.
2136. By the COMMISSIONER: How long have
you been secretary of your union?—29 years.
2137. Were you at any time engaged in the industry
yourself?—Yes, for 29 years. I was engaged in plumb-
ing and sheetmetal work.
2138. You have prepared some evidence to submit
to the Commission?—Yes, I will read it.
In the metropolitan area there are 19 sheet-
metal working firms who employ 90 sheetmetal
workers. To that number add approximately 44 apprentices registered, equaling
one apprentice to 2-2/11 journeymen. The sheet-
metal workers were then working in the ratio of
three journeymen, or fraction of three jour-
neymen, the fraction to be not less than one jour-
neyman. These figures show that there is no lack
in the registration of apprentices. In some in-
stances there are employers carrying more apprenti-
ices
ties than they are entitled to at the present time. This is accounted for by extra work going into a shop, which at certain periods of the year necessitates the employment of extra journeymen. The employer has the advantage of this position, registers more apprentices according to his additional qualifications. This practice does not prove satisfactory, and so work slackened off, reduced his staff to nine journeymen. The left with four apprentices to nine journeymen. I point this out to show that in some cases employers can have more apprentices than are required to keep his apprenticeship agreement, to attend one half day a week. They are also required to sit for an examination each year, and although 90 per cent. pass, it is not due to the instruction given by the employer.

214. Have you heard much objection to attendance at school from employers in the industry?—No. Employers are not so particular as to sending their boys to school. In most cases they realize that the boys must be trained, and that the Technical School is taking a certain amount of responsibility off their shoulders in respect to the finer points of the trade.

The Technical College is entitled to the credit for these results. It is responsible for the knowledge acquired by the apprentices, and, of course, pattern cutting, and in the general geometrical and mathematical problems which must be understood before the apprentice can be classed as a first-class sheet metal worker. The employer in very few instances has been known to give instruction to an apprentice on these subjects, because generally he is not capable of teaching any portion of the art of sheet metal work, perhaps through lack of opportunity to learn the trade as we desire it to be taught today.

It is important that the supply of first-class tradesmen should be kept up, as many changes are taking place in all trades, and it is necessary, if tradesmen are to keep abreast of new ideas, that they should be well educated, as well as being able to use their hands. It is our desire that boys entering either the plumbing or sheet metal working trades should have at least their eighth standard degree, and, of course, adaptability. Most boys would not be suitable for either of these trades. We leave the part of suitability to the Technical College, which provides that boys shall have that all of everything. By this means an instructor is able to determine what a boy is most suitable for, and we are thus able to procure boys suitable to our trade and other trades. I have been requested at various times by employers to select boys for both trades. My first thought was to approach the boys from the laborers in the whole class, however, I had great difficulty in getting boys to agree to being apprenticed to either plumbing or sheet metal work. Their only ambition was to be in a shop dealing with electrical work, motor mechanic, and in many instances I have had to seek boys elsewhere, though they were not up to the same standard as the boys obtaining this class. This class, however, is a good deal different, although it is not always true that the boys attending this class are well paid, and they are not paid as much as those attending the Plumbing and Heating class.
skilled hand. This man has learnt to use all the machines and he is not paid, and he is responsible for them. Most of the boys are on the lower rate of wages.

2448. There is competition in this branch of the industry from the Eastern States and the piecework done in Victoria, for instance, is carried out by adult workers. Here, where we have an unlimited supply of juniors, the whole of the work normally done by adults in Victoria is done by juniors.


2450. One witness suggested there was keen competition in the canister-making section. He mentioned one firm which appeared to be doing a great deal of work, and stated that although there was a canister-making firm over the road, it was unable to supply containers because of the Eastern States competition. According to the figures, the restrictions on the employment of junior labour were such that the local firm was unable to compete with Eastern States firms, upon which no such restrictions were imposed. Your table shows that junior labour preponderates, and your remarks show that there is no restriction on the glut! — I know to what firm you refer. It is a fact that the tin used as containers for floor polish is imported. Apart from that, any amount of tins are made for other purposes. There is no reason why that person should have tins made in the Eastern States, seeing that they could all be made here. The tin plate is printed, and we get it printed for all classes of articles. It is stamped out here. There is no reason why that person should not be stamped out here, instead of being made in the Eastern States. The firm you speak of has one adult worker at £4 6s. 9d., one worker at £1 12s. 3d., and three at £1 5s. 1d. The firm pays £4 6s. 9d., while you have an adult working at £1 12s. 3d., and three at £1 5s. 1d. There is no restriction on canister-making so far as junior workers are concerned.

2511. So far as the law is concerned, there is no restriction and in fact there is a preponderance of junior labour over adult labour — Yes.

2512. How do those rates compare with rates under the Federal award? — I am not quite sure.

2513. That is, the living wage — The living wage is lower. In the latest award, issued in April of last year, the wages were based on the Federal award. In the canister-making section the previous award provided for adult workers in this way: "Canister making in all its branches." It would not matter what class of work a man was doing, he got the basic wage plus the margin. There was only one margin. In the new award, however, the industrial board saw fit to reduce the wage, thus — The original award was 12s.; Canister-maker by hand and rivetter by hand, 12s. (under the old award 12s.); Operator of power presses and other machines not otherwise specified, 5s. (under the old award 10s.). They divided the whole thing up into smaller margins and the wages under the new award are the same margin. That makes no difference. The fact that the firm in question employs only one adult worker, there are firms with only one adult canister-maker making all its own tobacco tins and having no adult workers at all. A young fellow was dismissed by the firm lately because he became entitled to a higher rate of wages. That sort of thing often happens. The trade is a dead end for such youths, and when dismissed they have to go out labouring.

2514. What rate would a man receive on reaching adult age be? — £3 13s. 9d. plus 12s., or a total of £4 5s. 9d. That is called the biggest margin, and it is the margin that would be paid to these employees because they are entitled to the pay the margin.

2532. In the gas-meter making there is only one firm operating in this State — Parkinson & Cowan, who employ one adult and three juniors. The average of employment in this case is also restricted. As I have pointed out, the scope for employment is limited, and this means that when a worker is dismissed from his present employment, he is thrown on the labour market with no future prospect of following the trade he has learnt.

2533. What are the working conditions of the junior workers in the gas-meter trade? — There are also an unlimited number of junior workers is allowed. In this section junior workers are employed, in many instances, to the exclusion of adult workers, who number in all 12 out of 103 workers in the industry. These figures were taken from the time and wages books of the firms in February, 1937. The figures quoted here give some idea of how this section is abused so far as the employment of junior workers is concerned. The following figures show that the greater portion of the work is done by boys between the ages of 14 and 18. The 103 workers in the industry are made up as follows:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Number of Workers</th>
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<tbody>
<tr>
<td>12 adults receiving</td>
<td>10</td>
</tr>
<tr>
<td>13 juniors employed under 10 years receiving</td>
<td>30</td>
</tr>
<tr>
<td>14</td>
<td>25</td>
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<td>15</td>
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<td>1</td>
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<td>18</td>
<td>2</td>
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91 Juniors 12 Adults

2556. As regards boys put out of the employment of this firm, is the nature of the training they have received sufficient to enable them to get a job in some other allied trade? — No.

2557. Have they not any basis of training that will enable them to take up any other kind of plumbing work? — No.

2558. Would it be possible, with a little more training, to make them suitable for some other branch of the trade? — In 1925 we tried to get payment for the canister-making section brought under the Federal award, so that a boy apprenticed might learn the canister-making as part of the sheetmetal section and thus be guaranteed employment. That could not be done, and in the Eastern States the position is totally different. The conditions there are altogether different. Here the canister-making is a dead-end. As a young person and throws out at 17 there is no chance of getting into that part of the work elsewhere, because if he went to another shop for a job he would be told, "You have to be paid a certain wage, and we prefer to get a boy at a lower wage."

2559. Have you any statistics bearing on that phase of the subject? — The Shell Company is the only firm I know of where such a boy has a chance of getting into another department at a higher rate of wages. The Shell people usually find employment for the boy in some other section of the industry. At North Melbourne they have a big plant which makes all their tins. They have quite a number of boys employed there. As soon as a boy is ready, he is found a job in some other section. He might be put on packing, or filling tins with oil, or he might get a job of driving.

2560. It does not necessarily follow that the job will be in the trade? — No.

For further information I am putting in list "B" showing the number of firms, the number of canister workers employed, and the wages received by them. Where adult workers were employed in all branches of canister-making it was found that in a week in February of last year, they are now receiving lower wages brought about by a new award which was passed in April last. This is the new award which has reduced the margins which have been given in the past, and it is the reason for our evidence is to show that where provisions are made for an unlimited employment of junior workers in the industry, they tend to the detriment of adult workers.

Dealing with the plumbing section, this is almost exclusively concerned with the building industry, employing approximately 550 plumbers. As this trade has a very wide range of work, it is necessary to have well-trained journeymen. For this purpose we have a union that has endeavoured to see that our apprentices get the best training possible. We have made our own arrangements in this regard. Boys are apprenticed for a term of five years and are kept constantly employed during that time. They are required to attend the Technical School for one half-day a week, and sit for an examination in every year. The examination results prove very satisfactory, as 90 per cent. of the apprentices pass. We do not consider that even with these results there is sufficient technical education. We sug-
gest that the training should be extended to four hours a week in their own time. The proportion of apprentices allowed is one to two, or fraction of two, journeymen, provided that the employer who is himself a practical plumber working at the trade and employing at least two journeymen, shall be counted as a journeyman for the purpose of ascertaining the number of apprentices allowed to the time. This proportion is quite satisfactory. Although there are approximately 50 apprentices registered, this proportion is small for the number of journeymen working out at one apprentice to five journeymen.

We hope that as time goes on, additional apprentices will be registered, so that we shall have sufficient apprentices for our own requirements in the future.

We also consider that provision for correspondence classes should be made for boys who are engaged in plumbing and sheetmetal work in the country districts. The reason we ask for this provision is that plumbers who have served a period of apprenticeship in country districts are not suitable for the trade in the metropolitan area, where sewage and hot water are the main avenues of employment. We consider that something should be done in this regard, so that country apprentices, and especially those apprentices to mining companies, should have some form of technical training.

2161. Do you consider the term of five years is not too long?—No.

2162. Do you think it is a suitable term?—Yes.

2163. Exhibit 35 will be a list of sheetmetal workers employed by the various firms referred to by the witness in his statement. The list includes the number of adult and junior workers employed in the canister-making section of the sheetmetal working industry, referred to by the witness in his statement. These two statements have been taken from books, and the number of apprentices employed is as follows: February, 1937—There is a list of one apprentice registered in the plumbing trade for the years 1926 to 1936 inclusive, for the first quarter of 1937 (Exhibit 35). And also a list showing the number of new apprentices in the sheetmetal trade for the years 1926 to 1936 inclusive, and for the first quarter of 1937. (Exhibit 36.)

2164. The majority of the apprentices in the plumbing trade are in the metropolitan area?—Yes.

2165. What about the goldfields?—Most of the boys are apprenticed to the mining companies, who are the only ones who take apprentices in plumbing there.

2166. What area do you include as representing the goldfields?—That refers to the Kalgoorlie, Boulder, Kanowna, Gwalia, Wiluna, and so on.

2167. The sheetmetal trade does not seem to need so many apprentices?—No.

2168. I mean, per annum?—There were nine in 1930 and nine in 1931, which seem to have been the best years for apprentices. The figures were made up to the first May this year, and show that 42 boys were registered for the first quarter of 1937. Since then half-a-dozen boys, who were on probation, and whose probationary period has expired, have now been registered, so that the total has now been increased to about 50.

2169. Considering the industry as a whole, do you think there is a sufficient number of apprentices?—No.

2170. The quota governing the number of apprentices to adults is reviewed every time the award is reviewed?—The last time we appeared before the Board, the employers asked the union to agree to the number of apprentices to be one to three, or fraction of three, first-class tradesmen. There are two sections in the sheetmetal trade. One is the bench hand and the other the stock hand. There is really no difference between the two types of workers because both are training for five years. A man might be deemed a stock hand in one shop and yet be employed in a position to check the rate for a first-class bench hand. The reason why the man is called a stock hand in one shop may be that he is employed to make up stock. He may be given a dozen bobs, a dozen shilling a day to manufacture stock. He may be put on to a machine to make 300 or 400 lengths of piping or ridge-capping. Sometimes we have seen, meeting with the stock hand rate. Some times they are called stock hands in order to reduce the wages list, and get out of the way by paying the full rates to the boy who comes out of his time on sheetmetal work. Then, again, the employer uses the stock hand at present in order to be qualified to take on new apprentices. If the stock hands were not included, there would not be half as many apprentices in the industry that there are to-day.

2171. The Board was asked to allow an alteration in the quota of apprentices to the fully qualified tradesman, leaving out the stock hands, but you say the stock hand is a qualified tradesman?—Yes.

2172. Then that would have reduced the quota?—Yes, we pointed that out. However, the Board were content to leave the quota as it was previously.

2173. Why should the employers want to reduce the quota?—The complaint one hears is that the quota is not high enough?—Yes, but in this instance the schedule put in by the employers for junior workers in that section, and they said that, subject to the court allowing junior workers in that section, the proportion of apprentices would be sufficient if they considered the first-class tradesmen only. The court did not allow junior workers in connection with sheetmetal work.

2174. Why do you not have an advisory board to deal with the apprenticeship side?—Yes.

2175. Does the board function?—Yes. The board meets regularly and curious matters affecting the sheetmetal and plumbing sections. I do not think I have heard that board for a number of years, and during that time we have been able to make alterations regarding the conditions applying to the boys. We have secured a large quantity of machinery for the Technical College, and more particularly for the sheetmetal section because the lads there require more than those associated with the plumbing section.

2176. How do you rub along with the other side?—The employers have given us great assistance. They realise that it is absolutely necessary that the boys should be trained, so that when they finish their time they will be capable of doing the work that is asked to perform.

2177. Do you think the board is a desirable feature in the industry?—Yes, it is most important. All that is wrong with it is the moment in time the Government have no money to provide us to extend our operations as we would like to.

2178. In the manner you have indicated in the course of your evidence?—Yes. A great many apprentices attend the Technical College, and I am afraid there will not be sufficient accommodation for them in the near future.

EUGENE KETTERER, Secretary, Amalgamated Society of Carpenters and Joiners, sworn and examined:

2179. For how long have you been secretary of the society?—About 20 years.

2180. Were you in the industry?—Yes, I am a carpenter and joiner by trade.

2181. Have you been here in Western Australia?—Yes, although I learned the trade in the eastern States.

2182. Are you aware of the scope of this Commission, and you have made some notes with a view to giving evidence?—Yes.

2183. I should like to hear your views?—The point with which I am mainly concerned is the framing of the regulations as against the junior workers. I have prepared a list showing the number of carpenters out of work each week of the calendar year 1935.

2184. There is one to do with the Perth branch for that year. There are four branches of the society, but two of them do not keep an unemployment book. What I wish...
to show from this list is that there has never been any shortage of carpenters, there have always been carpenters out of work. 2184. Carpenters in the building trade?—Yes, and in joiners' shops also. The next list I have dates from the 1st January, 1936, to the end of December, 1936. This also sets out the position for each week of the year, the men signing the unemployed book in the office. Altogether we have 175 apprentices out of work. Our union numbers in 1935 numbered 566, while in 1936 they numbered 630. I have compiled a third list, covering the period from 1st January this year until the end of May. At the end of May the membership of the union was 800.

2185. The COMMISSIONER: These lists will be put in and marked as Exhibits 37, 38, and 39 respectively. This is not a further document—I have these lists, dealing with the State membership in 1929. At that time we were busier than ever before or since. To the end of March, 1929, we had 1,600 members in the union. They are the State membership, the membership for all the State. On that date the total number of apprentices was 212. On the 29th May of the present year the State membership numbered 1,175, and the apprentices registered were—metropolitan area 90, goldfields 12, and South-West land division 4, or a total of 106.

2186. Then in 1929 you had 212 apprentices?—Yes, against 1,600 members of the union. Now we have 106 apprentices as against 1,175 members of the Union. Those apprentices are registered apprentices, and there are about a dozen on probation.

2187. The question as to whether the relative numbers of journeymen and apprentices for the years 1929 and 1937 respectively, will be put in and marked Exhibit No. 40. You may proceed, Mr. Ketterer?—In 1929 there were 1,600 workers, of which the carpenters and carpenter's mates employed 600, as against 180, and there were 470 apprentices in the trade. The slump came, and no apprentices were taken on for four years. That is where the trouble cropped up. In 1936, the employers started to take on boys again, so we have built up to 106 apprentices. Under the existing apprenticeship system we are carrying sufficient apprentices to keep the number of journeymen. In the past we had 40 apprentices coming out of their time every year. That was independent of the Railways. I am not quoting any of the carpenters in the Railway Department. There are about 100 carpenters in the Railway Department. That is why we object to vocational training entering the trade. We consider that the only method by which a boy can learn the trade properly is the apprenticeship method. Apprenticeship for five years with one employer, or at most with two employers. We have no objection to a boy transferring from one employer to another for the last two years. In fact we try to get them transferred from the joinery shop to outside work. We have no trouble with the contractors. They have not been eager to take on labourers or trainees, but are prepared to register. The trouble with the apprentices is that there are too many small contractors, most of whom would have work for not more than eight months of the year. They have no money behind them, and as soon as a job is finished, if they have a boy, they have to get rid of him. It is impossible to cope with a builder of that kind. If builders were registered and only bona fide men were allowed to carry on building operations, we would be able to get somewhere, and more apprentices could be employed. There are not five apprentices in your force against 1,600 men employed in the trade. There are two or three coming through the Court every week. The number is gradually being built up. During the slump the number fell as low as 25 or 26, but during the last 2½ years we have built it up to 106.

2188. What is the ratio of apprentices to journeymen?—One to two. That was the provision in the award, but we reckon that the ratio outside is about one to one. There is a safe margin with which to work in other times. If too many are taken on, when slack times come, they cannot be carried.

2189. In practice the present ratio must be fairly large?—Yes, 10 to 1. This is roughly equal to one to 11. If it gets to one to eight, that will be a safe working margin.

2190. That is a saturation point?—Yes. That is the proportion for a number of years. I have been in touch with the building trade for 40 years, and one to eight is what we usually work on. It might be one to seven.

2191. What is your opinion of the degree of proficiency the boys reach after serving their apprenticeship?—Western Australian boys have a good name as tradesmen, and have no difficulty in getting jobs in the Eastern States. The lad who learns the trade in the joiner's shop is far more advanced than the lad who works on a building. Such a lad might be kept on concrete for 12 months.

2192. It is possible that a lad might spend his time with a contractor and not get any experience in a joiner's shop?—Many of them do not get that experience.

2193. Therefore they would be deficient in that side of their training?—There is no agreement to teach them everything about joinery and the finer side of the trade. The boys get that at the Technical School and at night school.

2194. What do you think of the system of technical instruction?—It is quite all right. The class is in charge of a qualified tradesman.

2195. Do you think it could be improved?—Not the instruction given at the school. There are ways in which improvements could be made, but they involve the expenditure of money.

2196. Assuming we had the money, mention some of them?—The boys could improve themselves through the International Correspondence School. Some of the boys in the South-West land division could not get any technical education, and I induced them to apply for admission from the International Correspondence School, and they proved to be as good tradesmen as any. One boy who now has a good job at Kalgoolie secured a 98 per cent. pass in all his examinations.

2197. The technical instruction is evidently good. What about the practical side? Would such a boy lack instruction there?—No, but not lack instruction on the practical side. Good feeling exists between the apprentices and the journeymen.

2198. Periodical examinations are held?—Every 12 months.

2199. What is your idea of the examinations given to the boys?—I do not conduct the examinations.

2200. But are they thorough?—I merely get the returns. The boys are examined in the school and are set a paper. They are seen when at work on their jobs and perhaps the examiners have a chat with the foreman or leading hand.

2201. Do not the examiners give the boy a test to determine what he can do?—If he appears to be backward they give him a test at the school.

2202. Then the practical examination seems to be a more inspection in the shop?—That is practically what it amounts to. I do not think it could be done in any other way.

2203. It seems to be a waste of time?—The examiners can see the class of work a boy is doing. After three years the boys can work alone. A lad employed at Millers—he will complete his three years next August—can do anything in the way of stainer work, and not many men are available who know that class of work. That boy can get any sort of stainer work and erect it. The disposition of an apprentice counts for much. If a boy takes courses from the International Correspondence School he can advance further than he could otherwise. A lot of the boys take instruction in drawing and drafting. A number of young fellows who learnt their trade here are now foremen on various jobs. The leading hands or foremen on the University building at the corner of Hay and William-streets was one of Brine's apprentices. A lad who learnt his trade at Millers is now a foreman in the employ of Conley and Construction Ltd.

2204. How much does a boy pay for a course from the International Correspondence School?—The course for carpentry and joining costs about £5, and would occupy about three years. Many of the boys take another course—quantity surveying—which is part and parcel of the building trade. I consider that is the best course they can take.

2205. How much would that course cost a boy?—When I last heard of it the cost was over £40. Under the Rebuilder scheme we recommended promising young fellows of 22 or 23 for a course at the school, and one of them is now supervising for Hobbs, Forbes
and partners. He could not have reached that position without the training. We paid about $25 for that lad's instruction.

2206. Have you an advisory board in your industry? —Yes, a Board of Trade in our way. We have a technical board at the Technical School consisting of two carpenters and Mr. Lynch.

2207. You have not an advisory board representing the employees and the employers? —No. I think that such a board would be advantageous? —Yes.

2208. A board to meet regularly and discuss the work of the Board, in every way. We call it a council, and it is not to have power to pick out the unsuitable boys who enter the trade.

2209. That is what I have in mind? —I am in favour of the Board. An employer once asked me to kick up a row with a boy because the boy was no good, this after the employer had had him for three months on probation and then dismiss him as an apprentice.

2210. Do you find that unsuitable boys are entering the trade? —Yes, there are always some. It is a matter of serving the apprenticeship between the ages of 16 and 21, and there are a few who do not intend to continue after the expiration of their apprenticeship.

2211. If you had some means of dealing with an unsuitable boy, it would be advantageous, I suppose? There is a way of putting off an unsatisfactory boy.

2212. I cannot say whether my information is correct, but I have been told that delays sometimes occur when an employer tries to get to the court for the cancellation of indentures? —In my time there has been only one case involving the cancellation of indentures. At some places boys have been put off, and we have given that information to the employers who would not assist them in the court if they did not behave themselves. Those boys afterwards proved satisfactory. A week’s absence proved satisfactory. There has been an arrangement made about one boy with whom there had been some trouble, and I was told what a fine lad he had proved to be. Representatives of the union and of the employer spoke to that boy.

2213. Generally speaking the boys behave themselves? —We have no trouble. We police the work closely, and keep in touch with the boys. So long as the boys are not cheeky, the employers look after them. I think there would be a different feeling if the trade were more limited. The trade as applied to returned soldiers was a different matter. We were only too ready to help the young fellows who returned from the war.

2214. Was the market for labour at that time greater from the point of view of absorption? —The market for labour was not so great, and it would be advantageous.

2215. The apprenticeship period in your trade is five years? —Yes.

2216. Is that period too long? —No. I like to see a boy apprenticed at 16 and finish his time at 21.

2217. I suppose a majority of the boys are apprenticed at 16? —Yes, from 15 to 16. We try to block any from starting before he is 15½. Sometimes boys do not begin their apprenticeship until the age of 17.

2218. Payment to those lads is made according to experience? —Yes.

2219. After they come out of their indentures, if they are over 21, does that make any difference? —No.

2220. They do not have to get the adult basic wage at 21? —They receive that after the expiration of their apprenticeship. During the slump we did not wish to have our boys go down to extra six months. Some work half time for two years, and some only get a week or a month’s work. In those cases lads who approach the management committee are allowed to go on for six months.

2221. Suppose a man of 27 gets indentured, though I suppose such a case would be rather rare, would he be paid apprenticeship wages until he had completed his time? —If he is over 21 years of age, he is entitled to the adult wage.

2222. Suppose a boy came in at 19 and became indentured, could any provision be made to-day for him to receive something less than the adult wage while he was learning? —That would be a matter that could be fixed up in any award or by law.

2223. Take the case of a boy of, say, 17 or 18 years of age; would you be in favour of allowing the board some discretionary power of looking into an individual case? —Yes, we would not worry about that.

2224. You would not like to see the whole system watered down, but in individual cases you would not object to the board judging on the merits of the case? —No, we like to be fair to everyone.

2225. Do you have a board of arbitration to select boys of 15 or 18 years of age? —Not many. They come in just after they leave school. We give them a list of likely contractors, and advise them to also attend the Technical School until they are 16. They can always learn something there.

2226. Take the case of a lad with a certain amount of experience who had not been able to get his indentures during the depression period. Would you allow him some concession on the five years period? —Yes, I am fixing up one now with a contractor.

2227. You do not insist on rigidity? —No. If he is a decent lad, we are always prepared to help him. There is a lot in a job in town now. For three years he was knocking about the country on jobs, and he has got in with a contractor, and we are going to fix him up for the two years.

2228. So long as you are satisfied that a lad has had some experience, you are prepared to treat his case on its merits? —Yes. We have been in favor of allowing the board to take all the time with the boys, especially during the slump.

2229. Have you paid any complaints from employers on the ratio? —None at all.

2230. For how many years has it been one to two? —As long as I can remember. With the carpenters it was in the first award made in the industry.

2231. You have put forward figures to show that one to two is quite a little quote? —There is not a shortage of carpenters at any time. There might be as many signing the book as not. I have given you I am of those who have signed the book.

2232. Have you ever tried to ascertain the extent to which your local membership is comprised of lads locally trained? —No. In 1929, 212 were learning the trade and we can account for just 200 of those from the unions. There would be a fair crowd of young lads under 20, though they might not all have been trained in Western Australia. Carpenters migrate from one State to another according to the work that is offering in the particular places. I do not know whether you could do anything with reference to the registration of contractors. It would have a big difference if the contractors took large building schemes. After those schemes were finished, the slump came. It was only while that money was being spent that the demand for labour was so good.

2233. The apprenticeship period in your trade is five years? —Yes.

2234. There are any objection to coming under the Board as at present constituted? —We do not have any objection, but why we did not come under the Board was because of the disputes amongst the other Board. When the Board was first formed, nominations were called for and each union was allowed one vote for each apprentice. We had more apprentices than the other unions put together and I was appointed to the Board. The other building trades, however, kicked up a row about a carpenter having anything to do with a bricklayer. We had a board of our own, and the Board had been as long as we wanted to come under the Board, but we had not come under the Board. There are six unions on the board, and they seem to be afraid that if the carpenters were on it, our representatives would not look after the interests of the carpenters.

2235. Your view, then, is that you would get better look after the interests of the apprentices if you had your own board? —Yes.
2247. By the COMMISSIONER: How long have you been secretary of the union?—Since 1933, I was in the trade before.

2248. You have prepared some evidence?—Yes. Our rules provide that when men are out of work, they sign an out-of-work book in Perth and Fremantle, and are not charged union fees whilst out of work. At the end of the quarter, the number of times they signed the out-of-work book are deducted from the fees they would pay, and they are paid only during the time they are in work. I do not say all the unemployed men sign the out-of-work book, for some do not bother to do so. I have some of the men who have signed the book each week, and the number of times they have signed it. There is hardly a week when some men have not been out of work and signed the book. The following are lists showing unemployed members of the union over various periods:

Exhibit No. 41, for the week ending 3rd November, 1935.
Exhibit No. 42, for the week ending 10th November, 1935.
Exhibit No. 43, for the week ending 17th November, 1935.
Exhibit No. 44, for the week ending 16th May, 1936, to the 7th November, 1936.

2249. Would you prefer that to any other kind of business that has ever been evolved in the building industry?—The trouble is the jealousy amongst the different unions. We would be better satisfied with a board just for the carpenters.

2250. That would be more advantageous than a composite board?—Yes, the way things are going. We have not gone into the question of altering the existing laws. If we have had a dispute, it has been settled out of court.

2251. Have you had piecework in your section of the industry?—No. When the slump came the majority of our men went on part-time. There were only a few who took on piecework, not many.

2252. Is there any particular section of the industry in which apprentices are applicable?—Not in our particular trade. Only two or three contractors, who are merely spec builders, do any piecework, but there is not much of it. Even when the slump was on there was not much of it. In that respect I think we are as clean as any State in Australia.

2253. Is there much overtime worked in your industry?—No, we do not believe in it. We stop it whenever we can.

2254. Have you any returns to show me what overtime has been worked?—No, we never bothered about that. It was too little to worry about. The only argument we have had has been with juniors, in the event of a rush now and again. Really, however, we have never had enough overtime to bother about.

2255. Can you give a comparison with regard to the registration of builders? What would become of the man who was not registered?—He would go back whenever he thought some of them were not even journeymen. The Bill of last year would suit. The builders would have to pass an examination to show they were capable of carrying out their work.

2256. Would you give protection to the man carrying on a genuine business?—Yes, that is what the Bill covered. It would protect the bona fide man, without hurting the workers.

2257. Someone told me it would put up the cost of building?—I do not believe that. Some merchants must be charging a loss of 33 1/3 per cent. Men of this type of builder get credit, even if they have no money. Many of them cannot pay their accounts. I understand that about 25 per cent has been added to the cost of building materials to easter had debts. If everyone paid up, that percentage would be knocked off the price of material. Competition will keep down the cost of building. Last week there was a difference of £6,000 in the tenders for the Infections Diseases Hospital, the amounts ranging from £32,000 to £38,000. Whilst there is competition like that, prices will not go up. Only, even tendering. I think building would be cheaper if builders were given protection.

WILLIAM EDWARD BRODRICK, Secretary of the Operative Painters and Decorators' Union of Workers, sworn and examined:

2258. Do you think such a board would be of advantage in your industry?—Provided it was an advisory board confined to our particular industry, it would be a very good thing. Both employers and employees would gain by the advice that the apprentices, I have been given to understand, is examined at different periods and must show a certain degree of efficiency or else get out of the trade. I think that the system of ensuring that the employer in a genuine trade man would lead to a better class of apprentice. We have very little trouble with the apprentices of to-day. During the period I have been secretary, there have been only about two applications for deregistration. In each of those cases deregistration was granted.

2259. I gather from those last remarks of yours that you have not an advisory board?—Yes, none whatever.

2260. Do you think such a board would be of advantage in your industry?—Provided it was an advisory board confined to our particular industry, it would be a very good thing. Both employers and employees would gain by the advice that the apprentices, I have been given to understand, is examined at different periods and must show a certain degree of efficiency or else get out of the trade. I think that the system of ensuring that the employer in a genuine trade man would lead to a better class of apprentice. We have very little trouble with the apprentices of to-day. During the period I have been secretary, there have been only about two applications for deregistration. In each of those cases deregistration was granted.

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2264. Do you think such a board would be of advantage in your industry?—Provided it was an advisory board confined to our particular industry, it would be a very good thing. Both employers and employees would gain by the advice that the apprentices, I have been given to understand, is examined at different periods and must show a certain degree of efficiency or else get out of the trade. I think that the system of ensuring that the employer in a genuine trade man would lead to a better class of apprentice. We have very little trouble with the apprentices of to-day. During the period I have been secretary, there have been only about two applications for deregistration. In each of those cases deregistration was granted.

2265. When you got together you recognised that you were not satisfied following?—Yes. The council created a very good feeling among all.
by the Court that the examiners would see to the boy at the end of the 12 months. In the meantime, however, the employer had cleared out and left the boy on his own. We did not consider the employer was capable of teaching the boy the trade as it should be taught. We picked the boy up later, and got him apprenticed to another employer.

2259. What had he learnt in the meantime?—In the interim between the first and second employer he simply went wild. We had nothing for him to do.

2260. What is your opinion of the system of technical instruction at the Technical School in this trade?—It is a very good idea, because there the boys get knowledge that they do not acquire in the course of apprenticeship with employers. That knowledge would be useful later on, when the youths went to other States or countries and met with other classes of work.

2261. Is the instruction at the Technical School efficient?—The instruction is efficient, but the school itself is not efficient inasmuch as the necessary material is not provided there. There appears to be laxity in getting material. The excuse always put up is that money is not granted. The teacher is expected to work on practically nothing. Sometimes he brings material himself. I believe. Again, the lighting of the school is against effective teaching. The light has a great deal to do with the different colours.

2262. To what extent has machinery crept into your trade?—The ready-made points have made great headway into our trade, and are bringing in that class of men whom we meet in the cottage work. Before the ready-made points, such a man could not be a painter because he could not mix his colours. Now he has his colours, and he simply has to apply them with the brush.

2263. Does spraying affect the trade?—It has made a certain amount of headway, but I do not think it will have the effect that at one time was thought. People are finding out that the spray does not last as long as the brush. The spraying just gives a thin film, nothing like the same result as the brush. Some paintiers, in fact, say they can use the brush as rapidly as the spray is used.

2264. You consider the effect of science has been felt in the matter of mixed points, though?—Yes. More than in anything else. Some employers have obtained bigger sprays to spray roofs, but they do not appear to use them so much. The film on the roof resulting from the spray is very thin. It covers the roof just as well as to enable the man to get his cheque and clear out.

2265. What is your ratio of apprentices to journeymen?—Due to three or part of three. If the employer himself works at the trade, he is counted as a journeyman.

2266. How long has that quota been in force?—Since 1914, I think.

2267. Have the employers been satisfied with it?—Sometimes when they go to the court they put up the excuse that they want more apprentices and a better period; but the employers of today are not using their full quota. Some of them could take more apprentices. Others are employing the full quota. Again, we find that some firms and institutions—the City Council, for instance—get their labourers to do the painting. The result is to cut out the tradesmen. I pointed out to them some time ago that if they had tradesmen they could take apprentices. The members of the City Council, of course, are business men, and should know what they are doing. The Council has a couple of men, one of them a tradesman and the other not. An apprentice could be taken, and so you can take it through the different establishments. I have found that these people are the people who put up the most row about apprenticeship. They neglect to use the system themselves.

2268. What do you think of this suggestion? Certain employers, I gathered from what you said, could get apprentices when they really did not deserve to do so. Supposing you had your board, and you and the employers were meeting together and you were able to decide in individual cases that an employer who had an efficient plant and did his best for the boys should get a little over the quota, would there be any objection to that?—I would not mind that.

2269. Another employer would be left out as being an unsatisfactory employer?—Yes. In signwriting the employer can take another apprentice after the first apprentice has served three years. That is an advantage the signwriter has over the ordinary painter.

2270. How long has the ordinary painter to wait?—The ordinary painter’s apprenticeship has to go five years. The signwriter’s employer, after his first apprentice has served three years, can take on another apprentice. In the case of the ordinary painter the apprentice goes the full five years before another apprentice can be taken on; that is, unless the master employs four journeymen, in which case he can get a second apprentice.

2271. Do you consider that the instruction given in signwriting at the Technical School is efficient?—Yes. Walter Ramage is a pastmaster at the business. He is a very fine man, and very much interested in the boys. The boys pay great attention to him.

The Commission adjourned.

MONDAY, 14th JUNE, 1897.

A. A. WOLFE, Esq., K.C., Commissioner.

HENRY JOSEPH PRANK, School Teacher, Glen Forrest, sworn and examined:

2272. By the COMMISSIONER: For how long have you been teaching?—For about 20 years in this State of Government schools.

2273. You have been good enough to prepare some notes for the Commission, and I suggest that you refer to them and elaborate on your notes as you desire. I may add that I am president of the Hills Branch of the Teachers’ Union, and vice-president of the Midland District Council of the Parents and Teachers’ Association. So one of the views I shall ventilate are based on discussions by those bodies.

2274. Where you deal with those views, you will refer to that specifically?—Yes.

2275. Will you proceed with your statement?—My statement is as follows:

Under our present system of education, the children are trained to no occupation, and are turned adrift without any adequate system of continuous education having been provided for them. When
I refer to half of these in "blind-alley" jobs, and on the unemployed list.

Some of the parents have so far failed to realise the value of the technical facilities at Midland Junction. They believe that the boys leave school, take a casual job, and in a few months are out of work and spending idle hours at home.

I have spoken to one or two of them who refer to their boys as being "likely educated vocationally."—I think all of them could be educated profitably towards a vocation. I think the training would do them a world of good, apart from any remunerative return to them later on.

It is little wonder that boys in this predicament soon lose the greater portion of the mental and physical training gained at school, and acquire innumerable vices, such as smoking, drinking, thriftless and restless habits, a dislike at first for any form of mental exertion, and ultimately for manual exertion. There we have the seeds of the unemployment problem. These youths leave school at 14, just when the significance of education is becoming apparent to them. It is probable that at 21 years of age the greater number will be more ignorant than when they left school at 14.

So far I have not noticed that any persons who could give first-hand information to the Commission on unemployment have given evidence. I think it very important to have evidence concerning the main actors in the unemployed tragedy. I think that such information would suggest the fact that a larger and more suitable school training, with proper control and inspection, would cause a diminution in the unemployment figures.

Let me again refer you to the 40 per cent. of students who you say, are either unemployed or in "blind-alley" jobs—let us elaborate on that phase later on.

I wanted to ask you if the young people in that category take kindly to the primary education offered in the schools?—No. To a certain extent they are misfits and are retarded compared with the average pupil. They are in Standard VI at 14, whereas others reach that standard at 12 years of age.

Then it is just and right to say that, as a class, they are not up to the average?—Yes. I would say that they would be capable of being trained manually, and that they would turn out to be good citizens if technically or manually trained. But they are quite incapable of any abstract thought or imagination. To continue:

I suggest that information be obtained somewhat as follows:

Reasons for (1) skilled, and (2) unskilled youths leaving jobs:
(a) Thrill of job.
(b) Wages too low.
(c) How with employer.
(d) Work too heavy or otherwise unsuitable.
(e) Rice of work.

Unemployed could be questioned as follows:
(1) What school training did you receive?
(2) What kind did you do when you left school?
(3) What was your first job?
(4) How long were you in it?
(5) Why did you leave?
(6) Your next job.

Other questions could be asked along these lines. Up to the present it has been thought that the combined expansion of Australian industries depends upon the extent to which science is applied to industry, and upon the extent that industries are able to recruit trained men from the Universities. But I do not think that these are sufficient in themselves for satisfactory advancement. The leaders of industry must be capable to direct competent industrial research. The answer is to maintain a place in the industrial race. To hold Australia's wide spaces with such a small population, and to pay the interest on the huge national debt, will be necessary for industrial efficiency to be inculcated in every grade of worker in the nation, according to his aptitude and capabilities. Corporate and teaching methods will not do in industrial life, nor will they do in school life.

The school must be a real preparation for life, not only for the life of leisure, but more urgently for the life of work. The three Rs of the school have been taught and augmented. A stage has been reached when the three Rs of industrial life should be formulated and compulsorily taught to all pupils. The efforts of the present educational administration in extending facilities in woodwork, domestic science and general technical subjects have been shown to be well directed. Facilities in these subject should be specially provided at every large school throughout the country, and the number of school leavers who could be brought in from the surrounding small country schools for one full day per week. There is little doubt that a thorough and intelligently-directed vocational education for all boys would ultimately lessen the demand for lower-paid, "blind-alley" jobs, for, by decreasing the supply of the lowest kind of labour and training industrial efficiency, the demand for feeful occupations, the supply of better-class work would tend to increase.

In 1895 in Victoria there was a lot of sweating in industry, particularly in the furniture and clothing trades. With the introduction of the minimum wage, that sweating disappeared, to the benefit of the whole industry of the State. Industry was conducted more competently and efficiently.

It is necessary to start pre-vocational training for boys at 11 or 12 years, for occupational training to be given before the school-leaving age is reached, that vocational guidance should be available to all scholars in all schools.

2281. When you say it is necessary to start pre-vocational training for boys at 11 or 12 years, what nature of training would you specify?—The introduction of general manual exercises, in manual dexterity in handling tools. I would not specialise in vocational training.

2282. Your object would be to give them some general basis?—Yes, and also to cultivate, if possible, those children who had tendencies in certain directions.

2283. And what do you say occupational training should start?—Before the school-leaving age is reached. At present it would be before 14 years of age. To continue:

Follow-up work should be available to all scholars, at least to the age of 18 years.

The Midland Junction District Council of the Parents and Citizens' Association has requested Mr. W. D. Johnson, M.L.A., to advocate a vocational guidance officer for the Midland Central School. The council realises that the profit on educational expenditure, wisely used, is neither immediate or visible, but that it will ultimately give a higher return to the country than will any other expenditure. The council is of opinion that all children should have direction and training to prepare for steady work and that, given these two requisites, the general tone, outlook, morals and refinement of adolescent workers will be raised. The council believe that there is no other institution better qualified and more favourably situated than the schools to keep both secondary and primary industries from the never-failing stream of young workers; and in order to increase the efficiency of the schools in this regard a wholesale remoulding and reorganisation of the aims, methods and content of post-primary education is urgently needed.

2284. Have you thought of a scheme for working that out?—Yes, and I have a scheme.

2285. It might throw a lot of extra work on the teacher?—Yes, that is another question.

2286. I asked this question because I thought that, from your position, you would have an idea of how best this follow-up scheme could be worked out. How do you think it could be worked out?—I think the teacher should have a vocational guidance officer, who could help the children throughout the country, and children should be helped at the homes and at the schools how they were getting on. If any of the children people were unsatisfactory, he would find out why, and, if it were their own fault, he would reason with them.

2287. I am assuming that the best person for the job so far as to get the best result will be someone who can tell the children some idea of how best this follow-up scheme could be worked out. A follow-up system is no good unless you can follow-up everyone and get the full history of the child's behaviour. That would entail a lot of work. Then you would have to have the right person to do the job?—Undoubtedly, yes.
2288. Is there any particular person to whom you could point now, such as a head teacher, who would have the ability to follow up the child’s progress?—I think there are in the department officers capable of doing it and organising it. It would have to be started on a small scale, and gradually expanded, but is very necessary. My proposed statement continues—

There are two distinctly weak links in our present educational system. The first is that children from 12 to 14 years are not adequately provided for at present, although the compulsory school age is 14 years. The present primary school curriculum embraces all classes to Standard VI. An analysis of the enrolment figures for Standard VI, pupils in 1955 is as follows—

<table>
<thead>
<tr>
<th>Year</th>
<th>Boys</th>
<th>Girls</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>9</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>10</td>
<td>9</td>
<td>6</td>
<td>15</td>
</tr>
<tr>
<td>11</td>
<td>433</td>
<td>418</td>
<td>851</td>
</tr>
<tr>
<td>12</td>
<td>1,356</td>
<td>1,317</td>
<td>2,673</td>
</tr>
<tr>
<td>13</td>
<td>3,078</td>
<td>1,068</td>
<td>4,146</td>
</tr>
<tr>
<td>14-16</td>
<td>649</td>
<td>456</td>
<td>1,105</td>
</tr>
</tbody>
</table>

In all, 170 boys and 1,735 girls, a total of 3,435 pupils, are in Standard VI, at the age of 12, or before; while 1,272 boys and 1,524 girls older than 12 years are in Standard VI.

2289. Where did you get those figures?—From the Education Department’s report. My statement continues—

Of all Standard VI, children for whom the present curriculum caters, over 50 per cent, reached that class at 12 or younger. Those younger are compelled by law to go to school for another one or two years, but no proper secondary school organization is ready to receive them. In 1955 there were 6,114 post-primary pupils attending primary or secondary schools and receiving education under disadvantageous conditions. The chief course of study provided for these children is the one set for the Junior Certificate. This is also a preparation for the matriculation certificate, which itself is the entrance examination to the University. Vocational subjects, such as agricultural science, domestic science, woodwork, and metalwork, have been allowed as subjects competing towards the award of Junior Certificates; but, unfortunately, these subjects have not always been taught with a view to giving children a preparatory training for their future work. In many cases, examination results have been the first objective, and the future welfare of the pupils has been neglected in the effort to obtain a certificate at any cost.

2290. Could you elaborate on that and give me some details?—In one school, for example, a few years ago girls were made to take agricultural science but boys were not. The work was taught by a woman, without any practical experience of agriculture. In another case, one teacher objected to teaching agricultural science at one of the high schools because it served to make his boys and his hands dirty. My statement continues—

The Modern School, the district high schools, and the central schools specialize in this preparatory University work. Though the attainment of success at the Junior and Leaving examinations is undoubtedly the right objective for the small percentage of pupils desirous of entering on a University course, it is in general more advantageous for the majority who neither desire nor require to go to the University. In order to support this statement I should like to submit the accompanying figures referring to the Albany High School:

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Pupils entering</th>
<th>Year</th>
<th>Three years later number sitting for Junior</th>
<th>Number passed Junior</th>
<th>Year</th>
<th>Five years later number sitting for Leaving</th>
<th>Number passed Leaving</th>
<th>Number of A.H.S. Pupils entering University</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>52</td>
<td>1927</td>
<td>21</td>
<td>17</td>
<td>1929</td>
<td>11</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>1926</td>
<td>58</td>
<td>1930</td>
<td>36</td>
<td>27</td>
<td>1931</td>
<td>13</td>
<td>12</td>
<td>3</td>
</tr>
<tr>
<td>1927</td>
<td>80</td>
<td>1932</td>
<td>32</td>
<td>32</td>
<td>1933</td>
<td>18</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>1928</td>
<td>58</td>
<td>1934</td>
<td>44</td>
<td>32</td>
<td>1935</td>
<td>27</td>
<td>25</td>
<td>8</td>
</tr>
<tr>
<td>1929</td>
<td>87</td>
<td>1936</td>
<td>44</td>
<td>32</td>
<td>1937</td>
<td>23</td>
<td>17</td>
<td>2</td>
</tr>
<tr>
<td>1930</td>
<td>79</td>
<td>1938</td>
<td>35</td>
<td>32</td>
<td>1939</td>
<td>13</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td>1931</td>
<td>64</td>
<td>1940</td>
<td>30</td>
<td>32</td>
<td>1941</td>
<td>24</td>
<td>22</td>
<td>5</td>
</tr>
<tr>
<td>Totals</td>
<td>350</td>
<td></td>
<td>275</td>
<td>240</td>
<td></td>
<td>144</td>
<td>122</td>
<td>32</td>
</tr>
<tr>
<td>Averages</td>
<td>65</td>
<td></td>
<td>34</td>
<td>30</td>
<td></td>
<td>18</td>
<td>15</td>
<td>4</td>
</tr>
</tbody>
</table>

These are figures concerning the Albany High School from its inception in 1923 to 1936.

2291. Do you suggest a dissipation of educational activity?—I think so. My statement continues—

From this it will be seen that out of 65 who entered this high school, 33 pupils had ‘headed out’ before the Junior examination was taken. Of the 30 passing the Junior, 12 pupils did not sit for Leaving and of the 15 who passed the Leaving certificate, only four went on to the University. Thus 61 students commencing a preparatory University course were never admitted to the privileges of a University training—only six per cent, of the Albany High School pupils followed the course to its logical conclusion. There is ample scope here for a vocational adviser to help pupils and pupils. There is ample scope, too, for the alteration of the curriculum to better suit the needs of the majority of children. A new high school curriculum should be drawn up, for it would be adapted to the present needs of the pupils and community, based on a survey of economic activities, school enrolments, and future plans of pupils.

3. An effort should be made to start each pupil in a career which will be of most value to him and to the State.

A. Generally the courses given should be of a practical kind, being reasonably utilitarian.

5. Scope should be given for a cultural education of a fairly high standard.

In drawing up a course of study for a high school, one must recognize the fact that today there is a strong tendency for students to pursue learning for utility alone, and there is an unhealthy tendency to regard knowledge as a means to worldly success alone. No doubt a broad cultural and liberal education for those capable of studying it makes for general intelligence, mental flexibility and wide sympathies, and these are necessary qualities both to human happiness and for real mental advancement. At the same time, it must be recognized that the high school is largely the result of victory in the economic field. The main social garden of secondary education is really the gift of teem to young persons who have reached the age of possible self-support.

In order to maintain this advance in post-primary education it is urgent that all pupils should be trained to give their maximum efficiency to the State. If the education is unsuitable to the future economic needs of the pupils, it may well be that among
other things, the State will find it impossible to maintain the existing high school education, even as it is doing to-day.

Before going into details of a solution of this aspect of the matter, I shall briefly refer to the second weakness. This is that so adequate provision is not made for vocational training of those who leave school at 14—during the vital two or three years before industry requires to train them as skilled semi-skilled workers.

The technical school centres are few, inadequately equipped, and have insufficient accommodation. At the Midland Junction school it is necessary to divide a class of 55 boys into three sections for the purposes of manual training, thus increasing tremendously the organisation of the general and technical studies of the school. As commerce is not enforced, once a boy reaches 14 years, only those boys who have some wholesome guidance or home influence or some one to find means of subsistence for them are able to continue to the technical school. This would apply, to some extent, even though technical school facilities were increased without compulsory attendance being enforced. This gap after the school-leaving age is very serious for the following reasons:—

1. In these intervening years boys (potential skilled workers) become engaged in temporary occupations which are not suitable preparation for future careers in keeping with the boys' real aptitude and capabilities.

2. There is encouragement to purely casual labour and stop-gap jobs.

3. There is a tendency to lack of responsibility and of discipline.

4. The school work and experience may be entirely lost. No boy should lose the lessons of his education before starting his trade.

5. Not only is the boy worse off than he otherwise would be, but the State and its industry will be the poorer for losing his services in the higher phases of industrial life.

Before discussing remedies I shall mention some groups of callings which young workers might enter—

(a) Professional—lawyers, doctors, teachers, etc.

(b) Commercial clerical occupations.

(c) Skilled urban industries.

(d) Unskilled, blind-alley urban jobs.

(e) Rural occupations, agricultural and pastoral, skilled and unskilled.

(f) Mining operations, skilled and unskilled.

(g) Forestry work, skilled and unskilled.

2992. You have not mentioned these occupations in order of merit, have you?—No.

Excluding the first two groups, professional and commercial, the other occupations in industries will recruit their personnel from two main classes of boys—

Group A.—Those who, when they leave school, will not be employed so much for their immediate commercial and industrial utilitiy in the industry as to maintain at a future date the supply of skilled workmen in industry. These boys will become apprentices, skilled workers, foremen, managers, or perhaps entrepreneurs. This group can be classed as boy earners. The following points are pertinent concerning them:

1. Apprenticeship numbers are regulated mainly by the estimated future demand for skilled workers. Hence, in cases where they are not an immediate paying proposition the recruiting of apprentices may be on too small a scale to maintain the supply of skilled workers in future years.

2. Apprenticeship does not generally teach a boy to battle for himself.

3. There is a small danger of over-specialisation and unfitting for other occupations.

4. Hence, there is a necessity for all apprentices to have received a pre-vocational training comprising both manual dexterity, general industrial knowledge, and intelligence, thus leading to general adaptability. An effort should be made to teach principles of the different trades.

Group B.—Those group consists of those who, when they leave school, are unemployed for their immediate commercial utility in blind-alley or casual jobs. These can be called boy labourers.

The boys in Group B require the most urgent attention of the Commission. These are the recruits to the unemployed battalions. Some points to bear in mind concerning this group:

1. They are generally concrete or motor-minded in contrast to the other groups who are more or less abstract-minded, and are capable of some industrial imagination.

2. These boy labourers have little ambition and consider themselves well off if able to command steady work, even at a low remuneration.

3. When their present utility has worn off, these boys are not prepared to take a new situation requiring labour of another kind, because of natural deficiency as well as lack of training.

4. The class of boy labourer falls into jobs requiring light, unskilled labour, with little call for intelligence.

5. He is a relatively cheap boy compared with a relatively expensive man. He is dismissed at manhood or when due for a man's wages.

6. These boys type the increase of unskilled labour, help to cause irregularity of employment, and ultimately swell the ranks of unemployment.

7. To poor parents and others, these boys are commercial assets to be realised as soon as the law allows. If the school-leaving age were 13 instead of 14, they would, in many instances, make the position worse by leaving school a year earlier.

I think the major task of the Commission is to seek ways and means of cutting off as possible the stream of boys entering the blind-alley unskilled labour market. Statistics should be obtained of—

(1) the number of unskilled jobs;

(2) the number of those who are working in them;

(3) the ages of those so employed;

(4) the average period of time worked by each individual in the job;

(5) the remuneration. It appears to me necessary to make this class of labour as dear as possible in the following way:—

(a) An intensive industrial training of at least one year, but preferably two years, before the boy leaves school.

(b) Provision should be made whereby boys in blind-alley jobs should be enabled to acquire such qualifications outside the job as to provide for the time when they ask men's wages or leave their present positions.

(c) Vocational education and vocational training should be compulsory for all unemployed youths up to the age of 18.

It must be clear that, in order to improve the position regarding the boys in Group B, a radical reform in our educational system is necessary. The basic test for educational activity and efficiency in meeting a general need, and our secondary education is geared much too high for the duller pupils as is our primary education in some instances while it is failing to provide the "goods" for the more intelligent ones who have a trade or a technical bias. To provide education and try to force unsuitable children to make good in it is absurd. The solution lies in the provision of more concrete, specific and practical instruction leading to the actual job of the country and the city. If the solution is to be a lasting one there must be no exclusion from secondary education by selection or elimination. Selection should be by differentiation of courses and studies to meet the need of individual differences and also of community as a whole.

The first necessary step is to amend the Education Acts. At present a child must remain at school until he is 14 years of age. While at school he be re-
could be set at the Junior or Leaving certificate.

Now, although this general education is an essential base for every citizen and worker and, generally speaking, is very efficiently taught, nothing written has been done in furthering the most vital phase of the child's future—his life-long career, guiding and training him specifically in the art of earning a living. It is therefore proper to amend the Education Act to make it compulsory for every boy in the State to receive a stipulated minimum of vocational education and training before he leaves school. Thus no employer would be allowed to employ anybody under 16, in addition to the minimum general education required of him now, he would also have acquired a fairly advanced degree of occupational skill of a practical kind. As a basis for this plan, whether I should suggest that at least three industries—woodwork, metal work and mechanics—be made compulsory, and a series of graduated exercises be formulated that would fill the minimum requirements the home vocational course. This would be done in the same way as the requirements for arithmetic, writing, reading, and spelling are set out at the present time.

2293. Those who could not acquire that fairly advanced degree of occupational skill would never get a job—such boys get jobs now, though they have no skill at all.

2294. Your proposition was to prevent employers from employing any boys unless they had acquired occupational skill—almost every boy passes through the School system. A few may not get that far. That is not the demand of the present Act that is that a boy should reach Standard VI.

2295. Some boys go through Standard VI, but still have no education at all. Whether that is the boy's fault, I do not say—You mean inherently his fault?

2296. Yes, he cannot acquire the education—At any rate, an effort is made to give him the education. The opportunity is provided, and such boys must be better citizens in consequence of the endeavour having been made to get them through Standard VI.

2297. You put the opportunity before many boys and endeavour to make them reach a certain standard. Yet, through some inherent fault, some cannot reach it. Some boys leave school without the rudiments of education and are something worse with a boy and he cannot get the rudiments—you could make a workable minimum. There are a few boys who cannot get through Standard VI. An endeavour has been made to get the Department to agree to those boys attending the Technical School, although they have not reached Standard VI.

2298. Do you think a fair number of boys get through Standard VI, but still have not much to show for it?—I think they are much better off than they would otherwise be. The primary school course is valuable for the sake of the minor elements which better they have exercise the vote. At present they are introduced to school clubs at which the children stand and move motions and elect officers and so forth. Such education is valuable. Our trouble is that we have a class of 20 or 40 children, and they are not of the same standard of intelligence.

2299. You were talking about a 40 per cent. problem class.—Yes.

2300. Do you think they would respond to more intensive primary education?—I think they would respond to more intensive technical or manual training. Provided there is an adequate technical education and closely related with the manual work, they would receive quite a lot. Perhaps they might take industrial English, say, write a letter to a firm asking for a wood, or a firm asking for tools.

2301. These questions have arisen out of a remark of yours that it should be made a condition that no employer should take a boy unless he had passed a certain standard of primary education. I qualify that remark. That should be the major aim, but there will be misfits. There are boys who under existing conditions leave school very early and training in school of 14, provided special permission is given. The conditions must be elastic.

The next step would be to obtain particularity of all industries. It is a fact that is expected to be carried on within periods of—(1) five years, (2) ten years, (3) longer than ten years. The number of dead-end occupations would be classified; also the number of skilled and semi-skilled jobs, and the number of workers in them. After all possibilities of 2302. To assist with advice.—Those concerned would be specialised in science and the application of science to industry such as agriculture, forestry, mining, etc. It would apply for instance, in the case of the prospecting scheme, to people being trained beforehand to go out as prospectors.

These occupational groups have the following points in their nature.

1. They offer a fairly steady and general demand for the trained worker.

2. They require a relatively large number of skilled workers having vocational sympathy towards them.

3. They offer opportunities for lengthy periods of employment.

4. They tend to offer progressively increased returns as the result of progressively increased skill and knowledge.

The Department of Science and Research Aids to Industry would assist all the other groups in maintaining efficiency and in increasing returns, in order to provide the personnel for these industries, a reorganisation of secondary education in three main branches commends itself as the natural solution.

1. A professional course with which would be merged future commercial and clerical workers. The educational course for this group can remain very much as it is at present. The present junior certificate would remain as now, a five-year course of a literary and scientific type of education leading to the University. The present junior certificate would be abolished, and with it the industrial subjects now included in the junior certificates as such. The Modern School would remain the chief centre for professional education, whilst the district high schools and central schools would continue to co-operate as auxiliaries in this work. Committees representing banks and commercial houses would co-operate with the Education Department in drawing up the course of studies for commercial students. There should be little difficulty in this organising commercial subjects in co-operation with the leaving certificate of education.

2. There is no recognised commerce examination now. As the University course comprises a diploma of commerce, there should be little difficulty in arranging for pupils to pass an approved course before obtaining a certificate to take the place of the present junior certificate.

It should not be impossible to arrange such a certificate to be run by the University.

3. A course for boy learners, those who will ultimately become the skilled workers and heads of industry. In connection with these the following points must be borne in mind—

(a) Some of the boys will take higher courses at the technical college, school of mines, or light cultural college.
(b) A few will continue to the University qualifying for degrees in agriculture, engineering, or geology.
(c) Amongst this group will need general subjects leading to a cultural and general education of a fairly high standard; in contrast, the general subjects for the boy labourers will need to be of a very simple kind.

In providing the industrial phase of this education, an effort should be made to keep the following facts in view:
1. Under modern conditions there is a growing tendency to towards specialisation.
2. The more specialised training which a youth receives, the fewer are the openings available to him, if his particular job is lost. Efficiency in one branch of industrial work would, however, be a big aid to building up efficiency in another of the same occupational group.

If, for instance, the boilermakers lose their jobs as boilermakers, they should be able to take on other jobs in the metal line.

By giving these pupils during the earlier portion of their course a general industrial experience, we shall be helping them to become imbued with a sound industrial sense without which much of the training would probably be wasted. Australians are generally noted for their fine sporting sense. Most of our athletes can adapt themselves to any kind of sport with more or less success. In the same way we must train our workers to become adaptable in an industrial sense. The following is a suggested plan of curriculum organisation:

<table>
<thead>
<tr>
<th>SUGGESTED CURRICULUM ORGANISATION.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>FIRST YEAR.</strong></td>
</tr>
<tr>
<td>English</td>
</tr>
<tr>
<td>Geography (2), History (2)</td>
</tr>
<tr>
<td>Physiology and Hygiene</td>
</tr>
<tr>
<td>Music—Appreciation</td>
</tr>
<tr>
<td>Mathematics</td>
</tr>
<tr>
<td>Physical Education</td>
</tr>
<tr>
<td>Practical Arts (mainly diagnostic)</td>
</tr>
<tr>
<td>Elementary Book-keeping and Accountancy</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>English—Various branches for those deficient</td>
<td>2</td>
<td>English—Various branches for those deficient</td>
<td>2</td>
<td>Foreign Language</td>
<td>5</td>
</tr>
<tr>
<td>Arithmetic for the deficient, or Industrial Arithmetic</td>
<td>2</td>
<td>Foreign Language</td>
<td>5</td>
<td>Mathematics</td>
<td>5</td>
</tr>
<tr>
<td>Foreign Language</td>
<td>3</td>
<td>Fine Arts</td>
<td>3</td>
<td>History</td>
<td>4</td>
</tr>
<tr>
<td>Fine Arts—Leisure</td>
<td>3</td>
<td>Music (Technique)</td>
<td>3</td>
<td>Fine Arts</td>
<td>3</td>
</tr>
<tr>
<td>Music (Technique)</td>
<td>3</td>
<td>Commercial Studies</td>
<td>5-10</td>
<td>Music (Technique)</td>
<td>3</td>
</tr>
<tr>
<td>Commercial Studies</td>
<td>3</td>
<td>Industrial Studies</td>
<td>5-10</td>
<td>Commercial Studies</td>
<td>10-15</td>
</tr>
<tr>
<td>Industrial Studies</td>
<td>3-10</td>
<td>Mechanical Studies</td>
<td>5-10</td>
<td>Industrial Studies</td>
<td>10-15</td>
</tr>
<tr>
<td>Agricultural Studies</td>
<td>3</td>
<td>Agricultural Studies</td>
<td>5-10</td>
<td>Agricultural Studies</td>
<td>10-15</td>
</tr>
<tr>
<td>Mining Studies</td>
<td>5</td>
<td>Mining Studies</td>
<td>5-10</td>
<td>Mining Studies</td>
<td>10-15</td>
</tr>
<tr>
<td>Domestic Studies</td>
<td>5</td>
<td>Domestic Studies</td>
<td>5-10</td>
<td>Domestic Studies</td>
<td>10-15</td>
</tr>
</tbody>
</table>

This is based on the suggestions of the leading Professor of English of the Harvard University. It is put forward as a substitute for the present junior examination.

Our high schools should be organised on this basis. The suggested curriculum has been submitted to a high school man, who said that, except for the organisation, it would be satisfactory.

2294. You put this forward as a plan for the re-organisation of high schools?—Yes.

The industrial part of this education should be as follows.

1. Diagnostic or try-out work in each vocational subject. Thus the child will try to find himself vocationally.
2. A gradual transition to a particular occupation during the third year. It will be noted that the suggested curriculum, a three-years course, consists of compulsory subjects and variables. During the first year three-quarters of the work would consist of general compulsory subjects, and one quarter to special work, including vocational training; in the second year less time would be given to the compulsory general subjects, and increasing time to the variables; in the third year half the time would be spent on general education and half in the vocational work.

During the first year the vocational would be diagnostic and basic. In the second year there would be a leaning towards a few allied types of industrial training. In the third year this phase of the work would be more definite, and made to dovetail in with industrial and commercial requirements.

Replacement committees should be formed to assist in finding employment for students finishing the course.

2295. Is any arrangement made for boys to visit workshops?—Such visits are made, but there is nothing definite about the scheme. There may be indefinite results, through a boy getting to like a certain job through a certain amount of acquaintance with it.

In the above curriculum the following objectives have been kept in view:
1. These pupils have capacity and need for a sound general and cultural education.
2. Scope is given for a general and specialised industrial training.
3. Scope has been given for "try-out" courses.

4. Provision has been made to enable each child to be trained towards a definite vocation at the end of the course.
Woodworking.—To consist principally of carpentry work, but to embrace other kinds of work which may suggest themselves as being of value. Study of tools, machine and structural details, enlargements, furniture, etc., problems in framing, true construction, and plenty of repair work. The making of such articles as footstools, magazine racks, desks, writing-drawers, etc., by means of tools, rules and gauges. Finishing work such as staining, filling, waxing, varnish- ing, and mixing stains. Generally to learn the methods of carpenters and cabinetmakers under actual workshop conditions.

Plumbing and metalwork section.—Training in the making, handling, and upkeep of ordinary plumber’s kit; soldering and tinning. Sheet lead work, bossesing, walking-up iron, rails and whale. Lead pipe work, execution in shaping and bending of light lead piping. Joint works, joints of various sizes, preparation and fitting of all kinds of joints up to 2 inch, as well as soldering copper and iron pipe work, bending copper pipes with all kind of bending machines; similar work with all sizes of iron pipes, up to 3 inches diameter, with the use of force or forge, head priming, priming of solid and hollow flasts and butt ends, etc., up to 2 feet in length.

Motor section.—Three-car, a battery charging set, ventilating and standard equipment. Students to be taught the theory, maintenance, and repair of motor vehicles, the making and fitting of simple spare parts, the testing, care and vulcanizing of tyres, the changing of accumulators and the maintenance and repair of electrical equipment. General instruction in the principles and designs of the internal combustion engine. For calendar year.

Blacksmith’s shop.—Three forges and hearth brazing. Students to be taught the properties of various metals and alloys; learn to make simple beds, rails and joggles, ironmongery; iron and steel work, including the fitting of fixtures, to be employed in various workshops, etc. In all operations the importance of absolute accuracy to be stressed.

3396. The trade school, of course, is only for the boy who has been vocationally trained—Yes, or one who is found by the boardmaster to be unfit for academic studies.

Although the adjuncts (a) to (k) should be provided in some or other of the high schools throughout the State, the vocational training would be reinforced, whenever possible, by co-operation with factories, industrial works, garages, orchards, farms, mines, and agricultural societies. It must be understood that whatever a youth learns by direct experience in well-conducted works teaches him more, and stimulates his mental activity more, than when he is taught by a master in a technical school with model instruments.

III. The above outline refers to the potential skilled workers of the future. The next group, by bipedalists, potential blind-alley workers, will be considered. It is essential that a one or two years course of intensive industrial training should be given to these boys. In every large city throughout the State a trade school should be provided. A school on the following lines is suggested:

(1) The school to be constructed of cheap, solid material, such as corrugated iron or brickwork; the building to consist of at least six sections, to be used as follows:—
(a) Woodwork section;
(b) Plumbing and metalwork section; and
(c) A large
motor repair shop; (d) a blacksmith’s shop; (e) a drawing and demonstrating room; (f) a well-equipped store in which students should act as stockkeepers in turn.

There is urgent necessity at the present time for the Government to prescribe that only certificated mechanics should direct garages and work in them. At the present time anyone can set up a garage and take in their expensive cars. Highly trained personnel is needed to advise on and repair the modern automobile.

The above represents the minimum number of sections for a trade school. As soon as possible the following sections should be made:—A well-equipped machine shop, ladles of various sizes and patterns, shaping machine, grinding machine, drills, power-saw, and accessories. An electrical workshop providing instruction in fitting and wiring. Further details of the work are appended.

The boys for this intensive trade course should be selected by the vocational guidance officer. Each boy should spend a short period in each department of the trade school, doing specifically selected “try-out” exercises under observation. The same would apply in the vocational section of the high schools.

The trade school would be run on the lines of the modern workshop, with insistence on correct timekeeping. Time sheets and job cards should be issued, and inspecting and accounting accounts be kept. The students themselves would be appointed as stockkeepers in turn, and be responsible for the correct issue of stores and the keeping of records. Materials would be issued from above except on properly drawn up requisitions and with numbered checks. Strict discipline would be enforced, and a record would be kept of each student.

On completion of the full course, trade certificates would be issued to students. Placement committees would co-operate with the school authorities, and trade advisory councils would advise on courses pursued in the trade school.

Training in institutions as above would have the following advantages:

(a) There would be a training in general industrial knowledge, intelligence, and adaptability.

(b) The sympathy of parents would be enlisted, as they would see that work of a rational character, such as they would understand as being directed definitely towards the child’s future, was being taught.

(c) A liberal supply of such schools throughout the State would tend to raise the standard of workers in all occupations, with a corresponding tendency to make the lowest form of unskilled labour scarce.

(d) The trade school would bridge over the pernicious gap between school and work. Both students and employers should be assisted by the greatest possible efficiency of apprentices and junior workers.

(e) I think it may be possible to utilise trade schools also as training establishments for all unemployed youths up to the age of 18 years.

The following points could be kept in view:

(1) The primary school course would be planned to dovetail with trade school requirements. There would be close co-ordination between the last period in the primary school and the first stage of the trade school course.

(2) The last six months in the primary school would consist of diagnostic vocational work, and would emphasise trade mathematics.

I regard trade mathematics as highly important.

(3) Care would be needed in staffing the trade school with the right kind of teacher.

(4) As with try-leaders in the high school, co-operation with industrial concerns, workshops, etc., would be advised.

(5) On at least three nights per week all students would be compelled to attend continuation classes and receive instruction in the following subjects:—English, arithmetic including financial problems, algebra, algebra and trigonometry with immediate application to the work of the school, geography, civics, and moral duties with special reference to sanitation, personal hygiene, etc.

(6) One whole day per week should be set aside for physical instruction, organised sport, etc.

2397. For what period would a trade school course go, four or five years?—No. One year or two years. Preferably one year. I deal with that aspect.

Regarding the training of unemployed youths, the following is suggested:

(1) Every boy upon leaving school to register at a vocational bureau in the metropolitan area, or at the nearest rural board office in rural districts. If necessary, road boards be reimbursed by the Government for the cost involved, in the form of extra clerical expenses.

(2) Every employer to submit to the office the names of all new youths whom he employs.

(3) Both employer and employee to notify such office when any youth under the age of 18 years leaves the job or is dismissed.

2398. What about the reason?—That would be very important.

2399. I suppose that must be notified too?—Yes. It could be.

(4) In each rural board district, or in some chosen centre of a group of road boards, facilities for intensive vocational training to be provided. I suggest short-term units of training—one month to include farm blacksmithing; three months, to include harness repairs; six months, to include bush carpentry and log-cabin building.

(5) Frames for light tents to be erected in a space adjacent to each vocational school, the canvas to be stored by the school authorities until required for use.

(6) The 7s. per day Child Welfare Department allowance to be pooled by the authorities in cultivating the unemployed youths at the school. The local school to be used for evening class work, including general subjects and industrial theory, and elementary surveying.

(7) An advisory educational committee to be selected from members of each road board, with power to add. This committee to co-operate with the Education Department in advising as to aims, methods, and content of the local continuation education, and the forms of vocational training.

(8) This education to be for (a) youths unemployed, and (b) youths in dead-end jobs who wish to qualify for something better. I consider this aspect highly important.

The proper training of pupils for the industries of the State should be an “unpaid” as possible, and for that reason alone close co-operation with employers is essential. Work in the schools would be of a basic kind, and the Education Department would not be expected to be constantly scraping machinery and equipment in order to keep up with the progress of science and invention. All vocational education, to reach the most efficient standard, would have to be conducted, where possible, on the co-operative part-time plan. Where possible “training on the job” should be given during the last few months of all industrial training. Heavy initial cost, heavy maintenance cost, and rapid depreciation of industrial plant would have to be kept in mind. As it would be probably a long time before education was organised on the basis suggested here, it is suggested that the co-operative part-time plan of industrial training be instituted by the trade schools and made to work side by side with the present school system.

In every phase of life the world looks to the most efficient for leadership and example. Students, departmental officers, industrialists and statesmen visit other lands to learn the best that can be learnt from them. In the same way, the best conducted units of industry should be mobilised by the State, and arrangements made whereby they can be used as training grounds for the industrialists of the future. For many years the various technical schools have received valuable gifts of material and equipment from private industrial concerns. Recently splendid gifts of an aeroplane and a motor car were donated to the Technical College by private firms.
At present the School of Mines at Wollongong conducts in close cooperation with the gold mining company, both the company's staff and equipment, being utilized to educate future miners, metallurgists, and mining technicians. Under the aegis of the National School of Mines, a training program was conducted for the primary school pupils of the Forest. Pupils were given the opportunity to work with the company's staff in the mining and smelting of gold. The School of Mines conducts a training program for the primary school pupils of the Forest. The training program is conducted in close cooperation with the company's staff, who draw the boys from the mines.

There is no reason why certificates of competency should not be awarded if such work was of a properly and competent arrangement made for instruction and examination over a period of two or three years. The junior Farm Clubs, too, are conducted on a cooperative principle. What has been done in these instances could be considerably extended. Wherever there is a unit of primary or secondary industry efficiently equipped and managed, boys should receive some industrial training which would tend to make them suitable for skilled or semiskilled work, or at any rate to qualify for entry on to the farm.

The cooperative system, if the co-operative part-time plan was adopted, 'Approved by the Education Department for Industrial Co-operation,' might be adopted by the approved firms. The co-operative part-time plan has been tried out with success in America and in Holland, and our future national efficiency both in time of peace and war demands that the training on the job shall be organized immediately.

To meet the needs of the great groups of industries, schools should be made available. Such a co-operation would take place with local firms. With mutual co-operation between the industries concerned and the school it should be possible for boys to receive a trade-training certificate, which would be an excellent aid to obtaining work.

As a preliminary step it would be necessary for industrial concerns to take steps to take place between employers, unions, and a co-ordinating officer of the Education Department. All industrial works would then be examined to ascertain (1) if they are satisfactory for training boys; (2) if it would be possible, with a minimum of expense, to reserve a part of the works for industrial training; (3) should the above factors and conditions, in the way the boys to be trained in rotation, one week at school, one week at the work (the boys working in the case of the above criteria), and, if it would be more satisfactory for boys to work for a continuous period, say, three months at the works, and spend the rest of the time at school.

The school and central school in the State should be provided with either agricultural plots, school-model orchards, or at any rate premises in those schools should have access to farms and orchards. During the earlier part of the secondary education, a pupil's experience in these would be used as "try-ons." In this connection schools could co-operate with the local graziers, parks, and gardens in the vicinity of the schools, as well as vineyards, orchards, and pastoral properties in the neighbourhood.

It is suggested that the Northeam schools should be provided with small model farms on a working basis in the vicinity of the town. Here pupils would receive first-hand farming training and "try-ons." As sheep and cattle stock would be kept on the farm, and shearing and wool-dressing done, the pastoral work might be conducted. At present the State seems to be urgent for training towards increasing the yield per acre, and some farmers are extensively and scientifically cultivated that has been the case in the past.

There are ample funds close to existing railways in the area. Financial aid should be provided to enter the Northeam Agricultural College. The number of these boys would increase the State's wealth substantially. By receiving an agricultural leaving certificate boys would be entitled to enter the Northeam Agricultural College and have an opportunity to go to the University. Successful students should be placed for a period to work under some of the State's leading farmers, ensuring that they experience farming under practical conditions. So the way would be cleared for the improvement in the type of agricultural labour, and living standards amongst agricultural workers would not doubt improve.

The greatest attraction in all agriculturally minded people is the ownership of a property. Therefore a number of 5,000 or 10,000-acre farms should be set aside for this purpose. Each farm would be placed under a manager who would be paid a salary with an added bonus for successful management. When potential farmers reached the age of 18 they would be selected to go on a farm and work under the manager. Each estate would be developed on practical lines, and youth would live in halls and work under practical conditions. The initial work would be financed by the Government, but the amount spent by the Government would be debited to the whole estate. Costing and accountancy would be carefully monitored and every encouragement given towards economic and efficient management. It is suggested that five boys be placed on every thousand acres, and thus 25 youths would work a 4,000-acre farm. For a period of seven years a careful selection would be made of all the potential farmers who had assisted to develop the property. They would be selected for their farming aptitude, initiative, and practical skill. The estate would then be divided into approximately 1,000-acre blocks, and the selected youths would hold these blocks. The farmers who would then be about 25 years of age would then proceed largely on their own initiative, although the farm manager could be retained in an advisory capacity for a period of five years.

Land and machinery from the composite farms would be divided amongst the blocks, and each subdivided farm would be responsible for a share of the total development debt.

In fruit-growing districts each high school should have an on-farm orchard used as a training ground for the future orchardists. The orchard should be worked in co-operation with the manager or a manager, directed by a manager receiving a salary and bonus for successful work. The work would be done by the boys. A survey should be made of fruit districts for suitable orchards which would be worth rearing a flock of sheep. The flock would be established on the farm and would add to the farm's profitability.

In the present state of affairs the world needs gold, and South African and Western Australia are in a better position to meet this demand than any other country. Therefore a system of technical education must give special prominence to a mining education in metallurgy, scientific prospecting, and
Agriculture. In addition to the Kalgoorlie High School where preparatory mining courses would take place, there would be close co-operation with the School of Mines and mining plants on the Golden Mile. Schools of mines might be established on the co-operative basis at such centres as Southern Cross, Laverton, and Norseman. Each school would be conducted in conjunction with a State mine or other mine approved by the Education authorities. If State experimental farms are useful, the new schools should be doubly so at the present time. Even if, like most State training concerns, they lost money, they would serve a very useful purpose if they promoted a practical mining education.

An institute of tropical culture should be established in the North-West. Scholarships should be liberal, and every effort made to stimulate interest in the North-West.

The suggested curriculum for high schools elementary book-keeping is a compulsory subject for the three-year course. A knowledge of the elements of profit and loss should be acquired by everyone. This knowledge is of value with possible bankruptcy, which is a frequent occurrence amongst all sections of the community.

From what has been said it must be apparent that a proper vocational education means breaking away from the present school system. By proper rotation of indoor and outdoor education accommodation at existing schools could be doubled. At Maresk, while half are doing school work the other half are in the field. We must break away from the assumption that education requires only fully-equipped buildings. If organized properly the co-operative plan should prove very expensive, although undoubtedly there would be obstacles to overcome. Occasional visits to farming properties, as at present, although a step in the right direction, not of lasting value. Children should spend a fortnight in orchards at pruning time, or on sheep-farms at shearing time, or on wheat farms at sowing and harvesting time, and live under the same conditions.

Visits to industrial works should be frequent. As at present, three or four are quite useless. In the final year at least 25 per cent. of the children's time should be taken up with intelligent observation, and assistance to artisans and tradesmen at work. The closest co-operation is needed between the teacher, vocational guide, and the manager of works. Further time should be taken up with a discussion of the pros and cons of each industry, and a description of the processes, etc. Consultations between foremen and managers should always be arranged of to advise on common pupils of practical difficulties. As far as possible, scope should be given for transferring boys from one district to another for the purpose of specialisation in a desired trade. Should a Kalgoorlie boy decide on an agricultural career, arrangements should be made for him to do his final year at a suitable school in an agricultural district where he would receive adequate training in farming methods. Fares and allowances should be given to enable such transfers to be made.

Advisory committees of employers and employees would be needed. All vocational courses of study and general procedure should be drawn up by those committees in consultation with school authorities and vocational counsellor. In all these matters the educational authorities would have the final word as to the time to be given to cultural and general education and to the subject of study. In vocational education, too, they would be the first arbiters, although, of course, the advice of committees would be constructively and thoughtfully considered.

It is my opinion that if our educational system is planned on rational lines in close co-operation with employers and parents, we shall have taken the first step on the road to solving some of our most vexing social problems, of which not the least is unemployment. The whole solution depends upon sympathy and co-operation—between primary school, trade school, farm school, high school and actual industries—and a sympathetic attitude from teachers, parents, employers and trade unionists.

I have sketched out a suggested scheme for the Midland Junction central school and affiliated schools. I have set out my scheme as follows:

A. In the near future:
   1. The provision of a high school on co-operative lines.
   2. The provision of a trade school on the lines suggested.

B. Immediate:
   1. A vocational counsellor to be appointed to the Midland Junction central school and affiliated schools.
   2. The school leaving age to be raised to 15 years, especially for boys.
   3. In cases of proved economic distress in any home, the Child Welfare Department give an allowance.
   4. A genuine effort to be made to diagnose all those neuromatically as to whether who are thought to show promise for a professional career.
   5. All children to be encouraged and assisted to qualify for the matriculation examination.
   6. A final selection then to be made and, if necessary, successful students to be assisted in their University studies and given every encouragement by the authorities to enter a profession.
   7. All other children to be similarly turned out by teachers under the direction of vocational officers, and directed gradually towards various vocational callings.
   8. Meetings of industrial employees, representatives of Government departments, primary producers, technical school, central school and trade unionists, be held and presided over by the vocational counsellor acting as a co-ordinating officer.
   9. Information to be obtained as to the availability and practicability of organising vocational instruction by training on the job on the co-operative plan.
   10. Information to be gleaned as to how such training would be more satisfactory on the alternate weekly principle of school and training, or whether a 2, 3, or 4-monthly period would be better.
   11. That for industries favouring the latter course, two months of the 13-14 year and four months of the last year be spent in vocational training.
   12. All employers to be compensated for this training either by direct fees or tax remittances.
   13. During their period of industrial training, boys would be compelled to attend evening classes in the Government and technical schools from Bassendean to the Hills. Lessons to be on the lines of those previously outlined regarding trade schools, with the addition of industrial theory.
   14. One whole day per week would be set aside for physical training, organized games, cricket, football and tennis competitions, an oval in the district being requisitioned for this purpose.
   15. At certain periods boys would visit and work in selected vineyards, orchards, poultry farms, sheep farms, etc., in the Swan River, Harristown and Upper Swan districts, etc.
   16. 'Follow-up' work would be a feature of the vocational guidance.
   17. Short winter courses to be arranged at the technical schools or elsewhere for unemployed youths to 18 years. Registration, etc., on lines previously discussed.
   18. All 'blind alley' workers to be given one full day's training per week. If approved to be compelled to attend schools dur-
ing their employment, it is doubly necessary for youths engaged in casual work to receive training while on the job.

(19) Statistics can be obtained for the district—number of "blind-alley" workers, semi-skilled and skilled workers up to 21 years of age, and possible future expansion.

(20) Efforts to be made to place "blind-alley" workers who leave their present jobs in a higher grade position.

210. Have you any data which would indicate the state of unemployment in your district?—Unfortunately, no.

In a general way, I know that boys leave school and secure work for two or three months, after which they are home again idling away their time. They may get another job for a month or two, but that is all.

211. What would you suggest as the best means to be adopted to ascertain the boys who are unemployed from time to time? Do you think the police would be the best in your centre, or do you think inquiries could be made through the schools?—I think the police could be made through the school teachers because the children leave the schools to enter industry.

212. I am endeavouring to find out the number of youths now out of employment—I know that is very important. I did not go into that matter specifically, but I think it could be done through the schools. Do not know if all teachers think as I do. It could be done at Glen Forrest.

213. I suppose the inquiries could be made through the schools, through the trade unions, the various charitable organisations, and perhaps the police?—I do not think it would be advisable to bother about the police. People are doubtful when the police come around, and that is why I suggested the registration of unemployed should be effected at road board offices. I suppose, if you wish to get satisfactory statistics, it may be necessary to arm yourselves with all the sources of information which you indicate.

214. I want to get the names of boys who to-day are out of work, and to find out something about them?—It could be done through the schools. Most of the teachers have lived in their respective districts for some time, and they get to know the information personally. The children could be asked to bring in the names of these who are out of work, but in that way you may not always get reliable information, although it might be helpful.

BESSIE MABEL BISCHBIRTH, 0.1.8. J.P., Widower, residing at Cottesloe, sworn and examined:

215. By the COMMISSIONER: I understand that Mrs. A. B. Joycey, J.P., who is with you, collaborated with you in the statement which you wish to place before the Commission?—Yes.

216. I understand, too, that you submit the statement on behalf of the Women’s Service Guild of Western Australia?—Yes.

217. As a preliminary to your statement, will you tell me your qualifications and the positions you and Mrs. Joycey have held?—I have been an officer of the Women’s Service Guild for over 23 years, an officer of the Kindergarten Union since its foundation, a member of the Children’s Court Board at Perth for 15 years, during which period I have adjudicated, a member of the Children’s Protection Society, Chairman of the Citizens’ Committee for Unemployed Single Women and Girls, which functioned for 12½ years but is not operating now. I have been a member of the League of Nations in 1935, and a member of the Fifth Commission when a report on Unemployment among Young Persons was under consideration. Mrs. Joycey has been an officer of the Women’s Service Guild over 25 years, an officer of the Kindergarten Union since its foundation, founder of the Little Citizens League, member of the Fairbridge League Committee for a number of years, member of the Boys’ Employment League, member of the Children’s Protection Society, the Young Women’s Christian Association, and the Girl Guides’ Association.

218. I am surprised with your statement regarding first with the definition of "youth," my statement reads—

Statistics are not available that would clearly indicate what becomes of approximately 6,000 boys and girls who every year in this State leave our State and private schools and become employable. We are not in possession of information beyond the fact that many of them fail to obtain work and that many others are engaged in work of a low grade that is a social indictment on our sense of moral responsibility to the younger generation growing up and who will then be capable of facing the responsibilities and duties. We feel that a census is necessary, and endorse the suggestion already made that such a course should be followed. The times are such that we must approach this problem from a new angle, and recognise that the girl as well as the boy has to face this complex economic system, and as human beings have an equal right to fullest development and expression.

For these reasons the Government of Western Australia is to be commended for being, it is believed, the first Government in the Commonwealth to institute an official inquiry into what is generally conceded to be the most vital human problem of our time, namely, the problem of the employment of our youth—boys and girls who are equally affected by our failure to realise that we are living in a changing mechanised world, and that a certain preparation in necessary to help them to find their place in life.

This problem should be tackled on a national basis, and a lead was given by the Commonwealth Government in calling a conference of representatives of the State and Federal Government to review the position, and to develop an Australia-wide scheme for the welfare of the youth of the Commonwealth. The conference could do nothing short of achieving its purpose, the work of evolving a scheme for the training and employment of youth being left to each State, the Federal Government making a grant of £200,000 as a first instalment to be divided among the States on a population basis. We are here to request that girls as well as boys shall participate in the allotment of £200,000, which is the amount due to Western Australia.

A statement made by the Conference and published in the Press indicated that the term "youth" was defined to mean males from 16 to 25 years. The organisation that we represent before this Commission went to some trouble to ascertain from the Acting Minister for Defence (Mr. H. Y. Thompson) if it was intended to include girls in the proposed national survey. The reply received from the Minister stated that, "The information available indicates there is no provision associated with the training and employment of girls."

We consider that this decision was very unjust and short-sighted, and we claim that the rights of girls should be considered equally with those of boys. It is not workable that ye number of girls and women workers placed on the same basis as men (because they pay the unemployment tax), no provision has been made for them in the event of their becoming unemployed. We claim that any scheme adopted by this State, some provision should be made for their economic security.

219. My Commission speaks of youth in the collective sense. It covers both males and females?—Yes, I am glad of that. My statement continues—

While official statistics are not available (and it would therefore be interesting to know on what ground the States considered it unnecessary to make provision for the registration of unemployed each year) some thousands of girls leave school, but from that time they are lost sight of by the Government of any official authority, as do the statistics. Many of these girls drift into unskilled or dead-end jobs from which they are dismissed in a few years when employers are called upon to pay them a higher wage. The eleven reasons which make it is, seemingly, an immediate unemployed girl problem—I mean young girls, of course. However, the only has the effect of removing girls needing assistance from school, and I accept the statement—idealising first with the definition of "youth," my statement reads—

Statistics are not available that would clearly indicate what becomes of approximately 6,000 boys and girls who every year in this State leave our State
regulation of most other kinds of work and in which, under present conditions, there is little hope of training or advancement.

2290. Do you think it would be advisable to have an Arbitration Court specially set up for domestic servants?—I have quoted Denmark as an example. In Denmark they have an award. However, that comes a little later in my statement. Also the nurses of this State are under an award. But I am not saying... statement continues.

It would appear that from 14 to 18 years boys and girls find employment, but from that age many of them become unemployed (owing to prevailing economic conditions), and they are then compelled to seek assistance from the Government. The decision of the Conference is a recognition of the Government's responsibility toward the boys of the Commonwealth. In the case of the girls in similar plight, the Government refuses to recognise its responsibility, and the girls are left to fend for themselves. It has been officially estimated that in London during the years of depression, 55,000 girls were driven on to the streets by force of economic circumstances. Reliable figures for this country are not available, but it is known that a similar situation was created and still exists, although the figures are proportionately lower. It has often been said that there is always domestic work available to girls. But not all girls are suited to this work, and not all boys are fitted to do farm work. Our organisation supports the principle of equal pay for the sexes, equal opportunities in all fields, and that no occupations dealing with conditions, boys and pay, entry and training should be based on the nature of the work, not on sex the worker.

On the question of girls taking men's jobs, Miss Mary A. Thorpe, a Trades Hall organiser in Melbourne, has written a very valuable work entitled, "Are Women Taking Men's Jobs?" That book has been published by Hilton & Vitch, of Geelong's Lane, Melbourne. No phase of life should be regarded as specifically male or female, as in the practice in some branches of industry, and in the Public Service and other organisations. In this connection, when visiting California last year I was particularly interested to note that in the State schools the curriculum provided for the training of both boys and girls in domestic science, and girls as well as boys were obliged to take the manual training course, although not at the same hour. This idea appeared to me to be particularly applicable to our Australian conditions, where so many of our boys have to go into the bush and feed for themselves. But apart from this, the psychological effect would be to give a more rounded experience and help to do away with sex emphasis in jobs.

Education.—In these days of social insecurity, it is imperative that every boy and every girl should be educated and trained to earn an independent livelihood. The education of adolescents is of vital importance to the welfare of the nation, but here in Australia about four-fifths of the boys and girls leave school at 14. Parents are just as harassed in finding employment for their girls as for their boys. The time has gone by when the male members of the family were able to support their womenfolk, who, therefore, must be given every opportunity to provide for themselves. The question of raising the school leaving age is coordinating the attention of Governments of many countries and of the League of Nations. That "youth's situation is not new" is the conclusion arrived at by a joint committee set up in America to study youth problems. I have a copy of the committee's report, a rather valuable one, entitled, "Youth—How communities can help." This committee was appointed by the authorities of the Department for the Interior, U.S.A., and their survey is valuable. Also I hand in Report III, issued by the International Labour Conference (Geneva, 1927), entitled "Unemployment Among Young Persons," which finds no interesting matter on pages 88, 89, and 90. Another Bulletin issued by the same office deals with vocational training. The committee that operates under the administration of the Department for the Interior has issued an interesting report, a copy of which is also before me. Their findings show that (1) dislocation of youth to the date of economic dislocation; (2) the majority among criminals has moved steadily downward since the peak age of about 16 years to now under 10 years; (3) the school leaving age has been mounting up and from 14 to 16 years, and in some States 18 years, but education has not been adapted to many cases to the interests of those who are held at school.

In Great Britain, junior instruction centres for boys and girls have been established by the British Government to deal with the problems of the devastated areas in the north of England, Wales, and these centres seem to attract a new wave of education needs. While in England last year I visited these centres by arrangement of Dr. Leslie Burtin, M.P. (Parliamentary Secretary to the Board of Trade and the Ministry of Labour), and an outline of the scheme is attached.

In discussing these centres with the Director of Higher Education for the County of Durham, who accompanied me on this tour, he said that in his opinion these centres were more effective than for the children to carry on for a year or even two years longer at school. His experience was that boys and girls developed in general intelligence in a remarkable degree in these centres, which are particularly directed to their interests, unlike the average school education which has not been adapted, in many cases, to the interests of the boys who are held in school after 14 years. Boys and girls of that age and over who return unwillingly to school are likely to feel that they are in a rut and only taking school work because they are without employment, or because there is no other place for them.

The centres aim at developing general intelligence. I might say it is a wonderful scheme, and there is a lot to be said for it not being continued at school. They are financed by the establishment of grants-in-aid by the Government. That does not come out of the educational grant. I was particularly impressed by the type of instructors, men and women, whom the Government have sought all over the country for this work. They were not necessarily selected from the Education Department, but from playground associations and other associations. These instructors were giving the children the very best that was available, and were over-stepping the usual red tape to be found in educational experiments. My statement continues—

Our organisation favours the raising of the school age, and is strongly of opinion that some scheme similar to the junior instruction centres should be established. These centres should be for both boys and girls (not necessarily educational) of 14 years and over, attendance to be compulsory until 16 years. It is fully realised that such reforms are dependent on some form of national insurance or family endowment, and our organisation advocates the introduction of some such scheme. In the "West Australian" of the 20th May, Chief Judge Dethridge is reported to have expressed the view that, "Family endowment would have to be adopted sooner or later to lighten the burden which a family placed on the wage-earner."

Employment.

The position of girls compared with boys in industry, commerce and the professions.—From the time they leave school, boys and girls cease to be regarded as equals, and this attitude continues until, by the time they reach 18 years, they are struggling under grave disabilities. In some instances, they are prohibited from entering certain trades; in other cases their work is governed by special legislation, and in all cases, with the exception of the higher professions, they receive only about half the wages paid to men.
2321. Which trades do you refer to as being closed against girls? I have commented on that a little later in my statement, which continues—

Industry.—The Shops and Factories Act clearly sets down what work a girl may or may not do: women are to be paid according to the level of work and conditions, and wages never rise above 54 per cent of the male basic wage.

Public Services.—A fundamental principle of the Public Service is that certain work is regarded as "male" work and other work as "female" work, and neither sex is allowed, where practicable, to curvace on the work of the other. Whatevere better work the women can do, a girl may give, and whatever her ability, she is never eligible for high promotion, because she has always been precluded from entry to the higher grades of the service; not because she is incompetent and unqualified, but simply because she is "female." Her salary is usually four-fifths of the "male" wage.

Commerce: In the commercial field conditions, hours and pay to some extent follow the Public Service, but not rigidly. Girls in this work are usually expected to have a good all-round knowledge of office routine—shorthand, typewriting, bookkeeping—and be able to operate the telephone switchboard and the various machines with which modern offices are equipped. These girls, who in a few years are likely to become invaluable to their employers, rarely receive more than 50 to 54 per cent of the salaries being paid to men working the same hours under similar conditions on jobs which are similar.

An outstanding example of the restrictions placed on girls in a regulation of the Shops and Factories Act which provides that girls cannot be employed in factories until they are 15 years of age. This regulation does not apply to boys. If this is a protective measure it should apply to the youth of both sexes. Girls are at a loose and for a year after leaving school.

Whether or not the average citizen and the worker concerned will admit it, the fact still remains that the economic standard imposed on girls affects them psychologically to their disadvantage, and this attitude is reflected in their continued subordinate economic position all the way through life as wives, mothers and homemakers.

Apart from the principle involved in girls' work being awarded on merit and not on sex, it should be remembered that they have now established themselves in all phases of industry and should be regarded by man as competitors. The lower wage gives girls and women an unfair advantage over the male wage-earner, thus tending to cost him from his employment. For his own protection, therefore, he should recognize the need of equal pay for the sexes accompanied by some form of family endowment.

If equal pay were introduced with the restrictions on girls that exist, it would be very unfair to them.

Evidence: The evidence before the Commission by the Chief Inspector of Factories and other witnesses entirely bears out the inquiries we have made in regard to the beauty trade. This is a new trade which has grown up and which promises employment for an ever-increasing number of girls. At the present time there are approximately 360 girls employed in the trade in this State, but it would not do to train more than that if it were desired.

The conditions of training for this work need improving. As pointed out by Mr. Bradshaw, a girl who pays a premium of £8 for two years, as she is regarded neither as an employee nor as an apprentice. It is understood that a first step to protect these girls and improve conditions has been made by a group of employers and the Master Ladies' Hairdressing Association who are working in co-operation with the Technical College where an advisory board has been set up and courses and classes have been established. The aim in view is that a girl shall enter this trade either through apprenticeship or by qualifying at the Technical College. A girl who pays a premium of £8 at the Technical College is course for two years and qualifications will need to be apprenticed for two years; those apprenticed directly to the trade will need to serve four years. The employers' federation satisfies itself that the inspectors at the Technical College are competent, and the advisory board informs a girl if it considers the position suitable.

The reason they are developing will stabilize the whole industry for girls and should also improve conditions for the public. It is hoped that when the Bill dealing with these girls is again comes before Parliament, it will be passed.

Clothing trade: In the section of the trade known as the tailoring trade both male and female may be apprenticed. In this State approximately 100 girls and women are apprenticed. This, however, is not the case in other branches of the trade. Section 56 (h) of the above referred to "Apprenticeship under this agreement shall be confined to males only" and the sections of the trade affected are ready-made dressmaking, shirtfitting, knitting, millinery and boys and men's ready-made clothing.

It would appear that apprenticeship for girls in some of these trades would be very useful.

Many thousands of girls are employed in the clothing trade, and its varied branches should provide opportunity for training, advancement and security. But the reverse is the case, an increasing number of juvenile workers being employed for a short time and then dismissed and replaced by other juveniles. Conditions need to be improved. Wages are low, and because of piecework methods the worker's chances of training and advancement are small. Our organization considers that, as with all other avenues of work, opportunities for advancement in this trade should be open to girls on the same terms as boys.

Domestic science: There is a wide difference between domestic science and household employment. Domestic or home science is the science of human life at its foundation, and in its widest sense must take a more important place in the future education of our girls. A better knowledge of dietetics in our homes and hospitals would save the country thousands of pounds annually. Infant health science which means the prevention of these new up another wider field than is at present touched in nursing training. These are fields of research which open up avenues of work in the aspects of nursing which were formerly considered to be more or less expensive facts but which to-day are being universally advocated.

Perth is without a domestic science training college, and in this respect lags behind other capital cities. A short course is provided in the State school curriculum, but only a limited number of girls pass through. For many years the Women's Service Guilds, together with other organizations, have advocated the establishment of a domestic science training college, and have urged that domestic science should be made equal standing with other sciences in our education system, but that it should not be made a compulsory subject.

Modern domestic science should be in the future prove an attractive field of employment for girls. At present there are no facilities in Australia for girls to do an advanced course in nutrition and dietetics, and girls wishing to gain a University diploma with these as major subjects are obliged to go abroad to get their training. If such a course were available here, a girl could attend a domestic arts school which would enter for the practical, rather than the theoretical, and have gain a living certificate. She would then proceed to the technical college such as the Emily McPherson College in Melbourne for further experience and continue at the University to obtain the theoretical aspects of this work. Such a department at the University would answer the need for domestic science to be placed on an equality with other sciences.

The establishment of a domestic science training college in Perth might well be the nucleus of this more advanced course.

In other words there is an interesting demand for women trained in nutrition. Their services are required by departments dealing with public health, by newspapers, broadcasting stations, dietary laboratories, etc.

Paid service in the home: New efforts to solve an old problem are being made in many directions and it is time that a real effort was made also to solve the problem of raising the status and conditions of girls in the field of domestic science.
a profession which, in this State alone, absolves 12,463 girls and women. The present position is unsatisfactory to both employer and employee. Training which should carry a diploma or certificate essential, and entitle the candidate to evidence a knowledge of nutrition and the use of modern household electrical appliances. It is unlikely that the housewife will recover up to a substantially better status until she is able to secure the services of properly trained and qualified workers.

2823. Generally speaking you think the girls are not properly trained?—Really they are not trained. Some of them get a smattering at school, but otherwise they have to do the best they can.

2824. Is the household worker in Norway on a different plane from the household worker here? Is she regarded as being on a better social plane?—She is better educated and has a higher status.

Last year the World's Young Women's Christian Association issued a valuable pamphlet on "Household Employment as an Occupation for Women," which was reprinted in Melbourne for a conference convened to discuss the subject. I submit a copy of the pamphlet; also a pamphlet dealing with the Emily McPherson College of Domestic Economy, dated July, 1926. The South Australian branch of the Y.W.C.A., which runs a domestic employment bureau, formed a study circle on this question, and developed certain recommendations which are submitted as containing valuable suggestions for a new line of approach to this difficult problem:

1. To keep on in the education of both employer and employees. 2. Some definite form of agreement should be entered into between employer and employee. 3. A 60-hour week should be definitely emphasised. 4. Two weeks' annual leave on full pay should be guaranteed. 5. Two weeks' sick leave should also be allowed. That bureau had an expert leading the study circle.

Home Service Clubs: In England and elsewhere experience has shown that when there are trustworthy girls prepared and trained to take responsibility, they can always be secured by housewives. Those women take charge of children, assist with entertainment preparations, and all household duties, mending, etc. This is another experiment which appears to be meeting with success, and is therefore worthy of consideration.

Denmark and a Domestic Workers' Trade Union: A number of years ago a domestic workers' trade union was formed in Denmark where the need for the proper organization of this group of workers was recognized. In 1936 the union opened a school in Copenhagen, where a six-months' free course and six months at a small charge for advanced students were instituted. The school is now an independent institution managed by a board consisting of three representatives of the Domestic Workers' Union and one representative from the Danish Women's Association, the Copenhagen Municipal Council and the Danish Ministry of Commerce.

In Belgium a Bill has been introduced for the regulation of domestic service. Particulars of this legislation can be obtained.

A variety of courses is open to Danish women over 10 years at a small charge. The school runs its own boarding house and public restaurant. It also sells such products as jams, cakes and other products are sold. With the advent of trained and qualified workers the status of domestic workers has been raised to that of a profession, and consequently correspondingly improved.

Unemployment: During the years of depression 1920-21 a group of men and women in this city formed themselves into a Citizens' Committee for the Protection of single women and girls, for the purpose of trying to alleviate the distress amongst single women and girls. The members of the committee were: Miss M. Eason, Miss E. E. Hocking, Mrs. C. A. Bulkley, Miss E. E. Hocking, hon. treasurer, Mr. Blagden (Civic Service Association); organising secretary, Miss M. C. Ogilv; committee, Misses J. E. Johnson, Miss L. C. Bousfield, Miss Ada Johnson, Mrs. H. H. Dennis, Mr. E. Neeham, M.L.A., Mr. D. Smith, Mr. J. P. Lynch (Superintendent of Technical Education), Mr. B. Carter, and Mr. G. B. Burgoynes.

The following is a brief outline of the work done by the committee, and is one example of the need of Government provision for the care and better training of the girls of this State. Thousands of girls were totally unprepared to meet such a problem as the demand for domestic workers was already inefficient, under-nourished, and often badly housed. During that time 1,110 girls passed through the committee's hands. Fully 1,106 girls, a great number of whom were under 18 years. Wages ranged from 10s. to £2, the average being 16s.

We found that some employers wanted to employ these girls without any wages, because of the depression. When being sent to persons' gardens provided with suitable clothes. The committee inspected lodgings before girls occupied them, and paid £100 in rentals. The committee had also endeavoured to meet the needs of girls temporarily utilised for work. The Child Welfare Department provided sustenance where necessary.

If the same position occurred to-morrow, the girls would be in the same plight.

2824. Were the employers who wanted the girls to work for nothing people who could afford to pay?—Yes. We managed to keep the wages up to 10s. 6d.

The committee raised £4,000, and received 22,585 Old Age Pensions. From the government. We found that trained and experienced domestic workers usually get their work, but these trained workers were few and far between. The majority of the girls who needed assistance were young, untrained and inefficient.

We found that the lodging conditions were often appalling, and that girls were placed in most immoral and unpleasant conditions. This also applied to typists and other office workers. The more experienced were placed in positions sooner or later. It was found that boarding was accommodated with was often unsatisfactory, and that many girls were suffering from malnutrition. In some cases families lived in small overcrowded rooms with no facilities for training their daughters in domestic work. Some parents resented the fact that their daughters were not earning.

In the case of girls in domestic service, it was sometimes found that conditions in the employers' home were unsuitable. A great need was felt for household training, especially in cooking. Again and again we petitioned the authorities to make available facilities for training in science, and many organisations are still pressing for the establishment of a Home Science College.

The Young Women's Christian Association gave most valuable help in housing the work of the committee on a voluntary basis over a long period at their headquarters. Improved cooking classes were, with great difficulty, established, and these proved of considerable benefit to the girls. A separate class in commercial, knitting class, social club and fire-side teas, were arranged. A sewing centre was also established where garments were made for families in attendance and our girls were paid for work on certain conditions.

The following is a quotation from the organising secretary's report: 'The number of girls who are attending the Perth Hospital on account of their physical collapse is appalling. Some have had operations and others are awaiting operations, both major and minor. The committee has arranged for some girls to be supplied with tonics. Wrong feeding seems to be the cause of much ill-health. The big majority of girls who live in rooms without proper facilities for cooking seldom get a properly cooked meal. Suggested remedies for Unemployment: Among the many suggested remedies put forward to help in solving the complex problem of unemployment are (1) short time; (2) guaranteed wages; (3) the ending of school-leaving age; (4) unemployment insurance; (5) voluntary camps; (6) a new economic system to meet the new conditions of a scientific age, which would mean a modification of the present highly competitive financial system. Some interesting experiments are being made in this direction.
Attached hereto is a statement outlining a scheme by Prof. J. W. Scott, of the University of Cardiff, entitled "New York in a New Technique," of which the basis is "a domestic currency." (Publication handed in.)

The British Government and Unemployed Girls: The British Government has established both residential and non-residential training centres for domestic workers in many parts of England. A special committee known as the Central Committee on Industrial Vocational Training scheme, the efforts of this committee are not confined to training domestic workers, but likewise commercial classes, shorthand, typing, etc., clerical work and machine operating; nursery nursing and midwifery. (Publication relative to this matter handed in.)

Since the inception of the committee in 1926, 76,000 women and girls have been trained, mostly for domestic work. I visited some of these home training centres, the expenses of which are defrayed by the Government. These centres are large houses standing in their own grounds. They are very adequately equipped, and each centre has club facilities for trainees who may secure positions within easy travelling distance. At the conclusion of her training, every trainee is helped to find a suitable job, and a good "follow-up" system has been instituted.

2325. What committee looks after this follow-up system?—The committee appointed by the Government: its effect is training and improvement in the employment of domestic servants. (Publication dealing with the scheme for the conduct and establishment of courses for instruction of unemployed boys and girls in England.)

Women's work and freedom of choice: In some countries at the present time there is a tendency to dismiss single women and girls from the industrial and commercial field of employment in the belief that women's activities should be confined to the domestic sphere. This we consider to be a wholly mistaken and limited idea which will certainly not solve the unemployment problem for either sex. In his report published in 1925, Heuri Fuss, Chief of the Employment, Unemployment, and Migration Section of the International Labour Office, Geneva, said, "Unemployment is not a problem only especially concerning men but women, but rather it affects workers of both sexes. The policy of trying to remedy men's unemployment by aggravating women's is not only unjust and degrading, but economically unwise."

Miss Mary Anderson, director of the Women's Bureau of the U.S.A. Government Department of Labour, Washington, supports this view. She is responsible for the establishment of millions of American women in industry, and aptly summarizes the position in these words: "Women are not necessarily displacing men workers. It is the question of the division of labour, of adjustment of the sexes to the work of the world. Women may have taken some jobs from men, but in the development of home industries into factory processes, men first took these jobs from women, and to-day machines are taking the jobs from both." The Department of Agriculture at Washington a great deal of experimental work has been done in connection with agriculture and the home, and many avenues of work for girls and women have thus been opened up.

2326. You said that one of the State Departments in U.S.A. had put forward a scheme for home farm crafts or work. Do you know what was done?—Yes, the Department of Agriculture has a Home Economics Bureau experimenting in dairying, plot development, marketing, and instruction in the law of supply and demand. It is the most advanced work on agriculture in relation to home work in the world. The world's conference of rural women, to which I have referred, was held there a few months ago.

2327. You said that new avenues for employment had been opened up.—Yes. The work followed the lines of research. It has led to the opening up of home farm crafts or work. About 600 experienced women are employed in the Home Economics Bureau of the Department of Agriculture at Washington. They are experimenting on dairying lines, plot development and chemical research.

ETHEL ROSE PATTERSON JOINER, J.P., West Porth, Swansea, and examined:

2328. By the COMMISSIONER: Mrs. Rischbieth has already given some account of the experiences you have had in regard to social matters. I understand you have prepared certain evidence in addition to Mrs. Rischbieth's?—Yes. It is more an unravelling of certain points that have already been made. Many of the problems we meet with to-day are due entirely to want of education, especially on the part of the girl who is to take up domestic work. It would be much easier for domestic employees to have limited hours of work if they became efficient in all cases. Owing to that deficiency, much time is being wasted; and a waste of time is one of the greatest evils any nation has to put up with. An educated girl would be able to do something that is efficient in the home, and thus would be able to provide herself with a claim on the rule of liberty, during and after marriage, and have leisure to improve herself still further. The difficulty of the position as I see it, as regards the girl in the home, is the attitude of the public towards marriage help. I maintain that a girl who is efficient in the home holds perhaps one of the most important positions that anyone can hold.

2329. When you speak of the attitude of the public, what attitude do you refer to?—The attitude of despising such a position, or not considering it to be of a very high standard. To my way of thinking, it is a most important position. Unfortunately, girls take up the responsibilities of a home with no knowledge of how to discharge them. Therefore, immediately we have a system that would give the educational and qualifications a girl to take up a position in a home as wife or mother, this will make it possible for her to employ help under better conditions. The public, however, need to realize that domestic aid is most important calling.

One of the greatest necessities is a college of domestic science where the arts and crafts could be taught. Establishing such an institution, we consider, begin to build up the health of the community and some to the value of life in a different way. In building up the health of the community we would do away with many of to-day's problems. It is not a good sign to see so large a number of hospitals, however efficient or beautiful the buildings may be. But to me, the greatest beauty is beautiful greenery. We have to employ our land under nourished and have no idea of the value of foods, no idea of law and order in looking after their own bodkins. One cannot blame, because one has only an vague pity for those who have gone into the question feel a deep sympathy with the girl who has to go out to work without having been

2330. To show what advancement there has been in the last 30 years, is there no advantage over the present time by the use of machinery?—2331. They very largely. 2332. We have modernized our farms, but the machinery is made for the man. 2333. Country people prefer the old-fashioned method; they have a better class of people than to-day.

2334. Country people, however, are very versatile. They can work through long hours, and 2335. But the modern farmer is a better farmer, and 2336. But the modern country person is a better person, and 2337. But the modern country person is a better person, and 2338. But the modern country person is a better person, and 2339. But the modern country person is a better person.
the opportunity to learn. Very often the girl in the country has a much better opportunity than the girl in the city, because the country girl has so many different duties to perform. A great difference has arisen from the fact that the country girl has more to do. The schemes we propose will deal with flat life, where help is needed only for a certain time. It is rather an error to think that it is expensive to pay high wage. If a domestic aid is efficient, she can earn more than less efficient domestic aids.

There should be a clinic where the girls would have the opportunity of being advised. The schools could keep a record of children leaving, and from the school information be Education Department so that special tendencies each child that went through has. Children could be advised as to the avenues of employment in which they would be likely to succeed.

A child should be educated, not taught, to its highest efficiency. In that case many persons would not find themselves in avenues for which they are not suited, and in which they are only because economic pressure forced them to take any sort of employment. The schools should provide some record of children for the information of the next group that is to deal with them. In education up to 16, 17, or 18 years of age, the first thing that all must be to stimulate appreciation of the job that children are in.

Many of us could tell interesting stories of how, since stimulation has been felt into the work and a great change in the attitude, a creative thing that is not merely drudgery. I feel that I cannot emphasize too strongly the need for a college of domestic science. In California, as we are told, both girls and boys are being taught domestic science. There is a case for many years at the Fairbridge Farm School, with which I happen to be connected. To those connecting the farm it seemed highly necessary that boys and girls going out to their callings in life, mostly on the land in the case of the boys and mostly domestic service in the case of the girls, should be equipped with knowledge for the work they have to do. In the bush one finds oneself many times absolutely on one's own resources. If a boy gets slack and careless, deterioration of the whole character sets in. If he needs his hands and keeps himself clean and does his washing, and if he can cook his own food, what valuable assets these things are to him. I have heard people say it is a dreadful thing to teach boys domestic knowledge. Why believe it? The boys of the Fairbridge Farm School have found that knowledge of great benefit to them after they have gone out to their jobs.

Are there any follow-up records for Fairbridge to show how boys and girls have done since they went through the school?—Yes. There is most important after-care work. That work is considered highly essential, not only by those in charge of the farm but also by the people in England.

I should be interested to see these records.—They would be preferably available to you at the secretary's office. Only a very small percentage of the Fairbridge boys and girls have not made good. A selection is made as to who have to take work. We have excellent instruction in domestic science at the farm. It is worked in an interesting way. A girl starts at the age of 12. It is no use putting girls into domestic work until 16 years. One needs to learn under 16.

Then the creative time of work comes, and the pupils pursue it.

The Fairbridge pupils are selected in the Old Country.—Yes.

By whom?—By the Child Emigration Society, which is now called the Fairbridge Farm Schools Mart.

We are very keen on all the craft work.

Roughly, how many boys and girls have passed through the school since 1911 or 1912.—765-550 boys and 215 girls. At present there are 344 at the school.

During the First World War the natural thing was to get them to do the work. Then again, the war stopped everything; the war years are like a blank. Now we expect to get 70 children in a year and to put out 70 in a year. The number of

children now at the school is, as I have said, 344. I think the younger child is five or six years; the oldest would be about 15 or 16. We make provision for the children to come back to the Farm. There is a club-house and they have come back from the home they have them to look upon the Farm as their home. They come back for holidays, and are able to stay at the club-house. When they are ready to go out to service again, they go. The club-house is to keep the community life and the family life, which are highly important things. There should be some place such as Mrs. Eliza's in London, where boys and girls can get the opportunity of getting into a centre if they want it themselves. Sometimes the desire has been stimulated, but often the desire is there without the opportunity.

ETTA HARRIET HOOOTON, Journalist, severally and examined.

3356. By the COMMISSIONER: You have prepared some notes of evidence for the Commission. I believe you have acted as honorary secretary of the Western Australian Federation of Parents and Citizens' Association for 16 years, and held the position of honorary secretary of the Citizens' Committee for the relief of unemployed girls and women for 42 years beginning in July, 1935. You have also been for 20 years associated with the welfare work of the women's service guilds, and four years honorary secretary of the Employment Economic Council, the latter regarding itself as an employment committee particularly in respect of youth? That is so.

3357. I understand that most of its members had been engaged on relief committees where the detrimental effect of youth being workless and wageless was borne in mind. They have the advantage of the Youth and Motherhood Appeal Committees and served on the sub-committees which advised as to the possible expenditure of the money seen.

3358. Will you read the statement that you have prepared?—It reads—

My association with parents and citizens' associations has given me insight into the different problems which perplex and worry parents all over the State, in regard to the training and equipment of their children for employment. Everywhere there is a continual and justified demand for extended cultural education for boys and girls before entering on a specialized training for earning a livelihood, and in a great majority of cases parents are handicapped by financial inability to meet the claims of their children for proper preparation for their life's work. In this respect the experience of parents and citizens' associations yet held in this State has declared for raising the school age to 15 years with the idea of progressively extending it to 16 years, if it be understood that this is not to be done by conference that this change would never be effective or satisfactory without Government financial assistance to the parents.

At this time of day when all nations are claiming a full life service from every individual both in respect of military and economic functioning it seems only reasonable to expect that these nations in return should be responsible from birth for the nutrition, housing, training, and general equipment of the people until they are placed in suitable employment. Instead, however, we are faced with the fact that every possible resource is employed to force the responsibility of rearing the young up till the time that are recognized by the country on to the individual parents, who in their turn have to face all sorts of hardships, both financial and economic, which are quite beyond their ability to meet. It need scarcely be pointed out that not only housing, feeding and education of children, but also the care of their general health in both physical and particularly dental treatment, is a vital necessity if the required physique and stamina is to be achieved, and again this is as much the business of the nation as it is our so-called "The \_ \_ \_ \_ of the Nation".

No nation can become A1 intellectually and physically which does not regard its duty to girls equally the same as boys. Girls are increasingly called upon to take part in all the activities of the nation, including defence purposes, and in recent wars have even taken to the battle field as well as to air services, and in any case, women are always the numbers
of armies whether they be military or economic. This perseverance, stamina and concentration required to make the effective individual not likely to be found in men or women born to mothers whose health has been undermined, and whose mind is dwarfed and distorted by conditions which are inimical to liberty, equality and security.

Four and a half years' experience gained in the handling of 6,115 women and girls who registered for work during that period made it clear that some very definite planning is necessary as a permanent scheme in the nation's general policy to cope with any such condition which might arise in the future, and also disclosed the fearful deterioration in regard to health and physique which might follow from a break-down in stamina of the women of the country.

Would you care to give any details of what you think should be done—I have already said that the first business of a nation really is life-building, and that its resources should be organised. If it is going to produce a race that is worth while, the nation must give first attention to its women and children.

Numerous problems showing the effect of so many people being suddenly rendered worthless and wageless girls seven shillings a week unemployment, but as this amount did not enable them to cope with the situation, the citizens' committee paid rents for many girls so that the nations supplied by the 7s would be of some use to them. All rooms engaged for girls were inspected by an official of the citizens' committee before being paid for.

Enables a table showing the amount of money raised by the citizens' Committee, the amount allowed by the Government, together with the number of positions filled, the average wages paid, the number of rents paid, the average paid to girls helped in this way, and the number on the books to the end of the year, which covers the period from the 30th June, 1936, to the 19th July, 1936, is as follows:

REPORT OF CITIZENS' COMMITTEE FOR THE TRAINING AND RELIEF OF UNEMPLOYED SINGLE GIRLS AND WOMEN.

<table>
<thead>
<tr>
<th>Positions filled</th>
<th>3,758</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maximum wage £3 12s. 0d.</td>
<td>Minimum wage £1 10s. 0d.</td>
</tr>
<tr>
<td>Amount paid to each girl</td>
<td>8s. to 10s.</td>
</tr>
<tr>
<td>Number of rents paid</td>
<td>8,106</td>
</tr>
<tr>
<td>Amount of money raised</td>
<td>£4,275 5s. 10d.</td>
</tr>
<tr>
<td>Government subsidy</td>
<td>£2,247 11s. 0d.</td>
</tr>
</tbody>
</table>

2340. That committee has ceased to function—Yes, I resigned in December, 1935, and I believe the committee carried on for about eight months longer.

2341. Why did the committee cease to function—The Government withdrew the subsidy that they paid, amounting to £15 a week. That was discontinued because it was said that the unemployment problem had ceased to exist in a major degree.

2342. It had diminished to a great extent then—Yes, the volume of unemployment was nothing like it had been previously. To continue my statement—

It was evident that many of the girls lacked specialised training for any particular employment, and that a large number of them were unable to engage in housework, was, for a time, held at the Y.W.C.A. centre. Some girls improved by it, but it was clear that much more training than we were able to give was needed. To-day the effects of these years of financial depression—when many women were homeless and wageless—is reflected in some of their children and many of themselves.

2343. How long had it taken the average girl to improve by the training you were giving—It cannot say definitely, but it was some time at least with the cooking class except as secretary and on the committee. Mrs. Frank Orgill, who was engaged in the office, conducted the cooking classes. She had better training at the catering college. I do not know that her classes were largely attended, but a number of girls did participate, and certainly some benefited by them. There is a lot of difference between a proper domestic training centre and the provision of half an hour or an hour each week in the Government schools; the trouble is that there is no continuity of the training under home conditions. Where such training can be given amid what amounts to home surroundings, all the activities of the ordinary home are carried on, just as if the girls were engaged in a real home; the young people would then come to regard their domestic training as a science. We have not got these conditions. The girls are trained in centres for so many hours a week, and after the tuition has covered that time, it is finished. It is quite haphazard. One day a girl may learn to cook a cake, and the next time the class is held she may learn to cook vegetables, polish a floor or wash a garment. There is no continuity of home housekeeping attached to the work.

2344. Mrs. Orgill could say how long it would take the average girl to become reasonably proficient—I do not know that she could say because the period would be so very varied. One girl might possibly take a training better another, who might progress more slowly, and they might not become trained at the same ability, or willingness, or application. All girls are not the same. Some of them who have afterwards found positions have done quite well. The trouble is that most people who engage girls want someone who can cook. They do not require them so much for ordinary housework. So many of the girls came to cook. However, the classes were held at the Y.W.C.A. and some of the girls did well, while others did not.

2345. On the whole did they display a desire to learn?—Well, you can certainly imagine the outlook of a girl who is reduced to absolute poverty and is said to accept charity, as it is referred to. I do not think in that position she would display a desire to learn much until she herself felt well and had a roof over her head. We had a number of those girls who were broken in spirit, and there were quite a number of girls from offices who were. You can hardly expect the same desire to learn something when the individual concerned is underfed, does not know where she will sleep the next night, and so on. However, to continue my statement—

As will be seen from the table, the number of women placed in employment in the year ended 31st May 1935 was 3,578, and when allowances are made for those finding work for themselves, it is believed that an immense amount of relief was necessary, as a result of the results it was
which we found the girls. A large number of girls who were forced to apply for help at the centre were extremely capable professional women who had been engaged in all branches of banking, office work, and many such women frequently deplored the fact that household service was regarded as menial, and therefore something to be shunned by women who wanted educated society and an honoured status in life, which led us to the conclusion that nothing was more necessary in the present scheme than the recognition by Press, public opinion, and the people of Australia of housework as a profession.

2346. Did some of the girls who came from banking houses and offices go into domestic service and stay there for any length of time?—Some of them did, but for the most part they stayed only a short time. They took domestic service in order to tide them over a period, but while they were so engaged they purposely kept out of the way of their friends, for obvious reasons. They regarded it as merely temporary work because they had to live in the meantime. I am positive that it was not because of the work itself, but because of the lack of status, that they would not stay in domestic service. Then, again, there is the point that the conditions attaching to domestic service are not stabilised. There are no set wages; all sorts of hours have to be worked, and the girls are at call at any time. In fact, some mistresses require them to provide midnight suppers. That sort of thing would not help to keep a girl in domestic service.

The tradition has come down to us from earlier times that housework is something that is looked upon as a menial service, and has entirely misinterpreted what should be entirely a scientific job. We feel, therefore, that what is needed is a proper domestic science college, where girls can be educated in beautiful home surroundings to appreciate the science of home-keeping, and to feel it is a lifework in the same way that other occupations are standardised.

I desire to make the following recommendations in regard to the necessity for the institution of a domestic science centre that will, I feel, open up a great field of work to the educated women, which, through our own foolishness, is closed to them—
(a) That domestic science training centres be established in Perth and in various country towns.
(b) That the centre should be linked up with the labour market in such a way as to establish housework as a profession and thus open up a big field of work for educated girls.

I want to emphasise that point, because the conditions of the labour market are so very different to-day from what they were to-day, so that those in employment can create a new atmosphere around the job. I think I am right in saying that some of the teachers of domestic science hold the idea that they are really teachers in the sense of that which the work is professional. They hold that they are teachers to teach others to be teachers. We hold that there should be a great field of work to the educated woman, which, through our own foolishness, is closed to them.

Factors Making for Success.—These actually in charge of such an institution would need to be experts in domestic economy, able to induce women and girls to regard the centre as their own, and those controlling it as their friends, deeply interested in placing housework on a proper footing in the community to believe that those in employment can create a new atmosphere around the job. I think I am right in saying that some of the teachers of domestic science hold the idea that they are really teachers in the sense of that which the work is professional. They hold that they are teachers to teach others to be teachers. We hold that there should be a great field of work to the educated woman, which, through our own foolishness, is closed to them.

(c) That a certificate similar to that given to nurses be given to those completing the course.
(d) That a committee of representative and helpful women should be appointed by the Government, who would not only co-operate with the management in training the girls, but would also help by their influence to place women and girls trained in the work among their friends.

Must be Recognised as a Profession.—Girls will not regard this class of employment as a desirable way of earning a living unless the community accept it as an honourable occupation, and proper training is given for it. The Government, it is true, trains schoolgirls partially in the home arts, such as cooking, house-cleaning, nursing, gardening, &c., but they do not ask for advice in preparing their girls for earning a living, and some teachers appear to recommend a domestic training when the girl is considered not over-bright. Nine parents out of ten who have been advised to let their girls do a domestic course talk as if they have discovered that the girl has no ability, and so she will do for housework. But the problem is not solved when one because even the least intelligent girls will not stay in service if they can avoid it while the community regards it as a menial job. In the first place, the fact that so many people desire housework prevents most home helpers from enjoying the ordinary social life that healthy girls are entitled to expect; in the second place, many feel that housework cannot be regulated like any other industry. This claim was made in respect of hotels, restaurants, clubs, etc., but in each case it has already been found that any organisation of waiters and drapers and other shop assistants lived on their employersl premises and were always at their beck and call; the same thing was said, but no one ever makes such a claim nowadays. The general complaint of the incompetence of household helpers can be put down to the fact that, while other positions have been stabilised, that of housekeeping has been largely neglected. All history shows that principles have been accepted long before systems have been evolved which express them, and it appears that we should set about utilising this large field of service in the only way it can be done, by not only seeing that house workers are properly trained and paid, but by a determination to place domestic work, including the care of children, on a professional basis. It will not be done in a day, but it will be worth doing, as once the link is broken between domestic work and the home, the proper way educated women will, in many cases, seek it voluntarily, leaving work in which they are now engaged, to men and boys.

The Nation Should Take a Hand.—The nation itself should take a hand in this matter of the home, which would be beneficial to all concerned. The Prime Minister recently complained that thousands of unemployed women in Australia would not take housework, but the Government of the Commonwealth, with the help of the Press, and proper training centres for domestic work, as well as modern conditions in the industry, would reverse that state of affairs in a few years.

Factone Making for Success.—These actually in charge of such an institution would need to be experts in domestic economy, able to induce women and girls to regard the centre as their own, and those controlling it as their friends, deeply interested in placing housework on a proper footing in the community to believe that those in employment can create a new atmosphere around the job. I think I am right in saying that some of the teachers of domestic science hold the idea that they are really teachers in the sense of that which the work is professional. They hold that they are teachers to teach others to be teachers. We hold that there should be a great field of work to the educated woman, which, through our own foolishness, is closed to them.

2347. Would you suggest an award for household workers?—I will not say, no.

2348. But we must have something of that nature to stabilise conditions. If it is not an award of the Arbitration Court, you must have some legislative force behind a scale of wages. Girls in household work should be defined as industrial workers, and should go to the Arbitration Court.

2349. That is what I suggest. Do you think it would be advisable in this industry to have governing conditions and rates of pay?—Yes, most certainly. Such Acts have been put up in Parliament several times, but have been defeated. There was such a case last session. My prepared evidence is that—

New Aspects of Employment.—A centre was opened up some years ago in London by a body of people who set out to professionalise housework. They soon found that many people were willing to engage their girls for important work. The girls were to come from a few hours. They had many requests for kinder-
garden-trained nursemids and for reliable women of all ages who would go to a home and take charge of the children while the parents went to the theatre or other social function. The committee claimed that this could be helped by the social employment of labour, as it is helped to prove that labour could be regulated, and also in enabling people to realise that housewives could live elsewhere than in their employers' homes, if necessary. Most of the girls, of course, be weekly workers and may be required to live on the premises. The extended social life which people now indulge in also opens up a field of occupations, all the drawings, etc., all belonging to the domestic sphere, in respect of diners, parties of all sorts, group celebrations, etc., which would call for specially trained women in the domestic activities of the people, both family and general in character.

In that regard, it does seem that they appear to be developing centres somewhat like the Nurses' Home, where they agree to pay by small fee weekly when not there, and where they get their calls, and live their social lives, and where they would be found when not working. I remember reading about an English system where they would send a girl out for a day, and she would be paid by the employer. It shows the great need for specialised training, that it should be done, and that it would help many people whose income is limited, as well as the girls. It would get us over the vexed question of whether the person working for you should sit at the same table. My prepared statement continues—

The Need of Recreational Facilities.—If there is one thing that I think more necessary, or perhaps more necessary than anything else, in our educational system, it is the need for the covering care of the whole life of the individual, from schooltime to maturity. It must be apparent to all that large numbers of our young people, some of whom may be thoroughly trained in work methods, have yet lapsed badly and become inefficient because of a break in the continuity and impairment of their social outlook. Choosing the wrong friends is a factor, and the lack of development of certain cultural interests leaves the individual one-sided and lacking in general balance and that fullness of personality which makes for the highest efficiency.

It is very difficult to get a lot of people to think for a moment of the emotional side of a person's life. Yet it is quite as important a principle more so, perhaps, than any other in our educational system. It is the need for the covering care of the whole life of the individual, from schooltime to maturity. It must be apparent to all that large numbers of our young people, some of whom may be thoroughly trained in work methods, have yet lapsed badly and become inefficient because of a break in the continuity and impairment of their social outlook. Choosing the wrong friends is a factor, and the lack of development of certain cultural interests leaves the individual one-sided and lacking in general balance and that fullness of personality which makes for the highest efficiency.

It seems to be the understood thing that when a boy or girl leaves school, when they need technical training for work, no organization of any magnitude can take itself responsible for the all-round development of character and stability of the young in respect of guidance as far as life itself, especially its emotional side, is concerned.

Measures for promoting a general and vocational education of the young should be accompanied by measures to facilitate the useful and agreeable utilization of their spare time, such as the establishment of a recreational centre, linked up with the Education Department. Such sessions should be under the supervision of a qualified person, but their arrangement should be arranged, as far as possible, by the young students themselves. It is suggested that in the centres young people might have physical training, reading, debating, discussion, amateur setting, sport, chorusing, orchestra work, painting, or some other form of art; in short, expressing themselves through any medium they agree to select.

What a matter who might be concerned with these centres would need to be young people preferably with infinite tact and sympathy, possessing marked ability to grasp new ideas and not afraid to adopt modern methods. These adults should be trained by the universities and higher schools of learning. The Board of Education in England has already acted in this matter and established community centres for juveniles, arranging to pay part of the salary of the selected leaders. Adequate playing spaces are planned in each new town-centre for physical training.

These recreational centres should be directly under the wing of the Government and should be linked up with all the operations of the Government in this field. The building was utilised entirely for the display of children's work, both in Government and Public examination, and the entire cost of the building, and the operations of the financial system under which we live being raised for the time being. Any Government that desired to do so would find a big response of pure sympathy and practical help ready to be drawn upon.

I say that as one who has had conversations with a large number of people of different kinds. The headmaster of the Technical School told me a few days ago that since the Industries Exhibition he has had many boys approaching him on the subject of training that he had had for years.

2560. You think the public would respond and that voluntary effort could achieve a good deal? You think voluntary organisations could be formed that would be a vital link in any system evolved?—I do, but I think the financial responsibility should be carried by the Government. As the Government claims those people for military service, it should be responsible for their proper development and education. At the same time all such movements are enriched by the spontaneousness of the people. We are sometimes told that people do not want this or that social reform, but if you approach the ordinary person you find him most interested, even though he considers the whole business hopeless; people have been told that these things cannot be done; there is a great unbridgeable gulf between them. Governments would over-renounce the line of least resistance and are always ready to make the people responsible. When I say voluntary organisations I mean co-operation and practical sympathy for the building up of these schemes rather than for financing them afterwards. After all, average people do not control the financial system; it controls them.

2561. However the scheme is carried out, someone has to pay for it—that is so.

2562. We would like to have schemes that would fit in with the ordinary life of modern life, that could be educating the children and preparing them for their future—that is so.

2563. If we had such schemes provision would have to be made for their upkeep—that is so.

2564. In formulating a scheme I have to determine what the Treasurer might be able to raise to meet commitments that would be entailed. That is why I asked you how far this work could be done by voluntary effort, say, by means of assistance given by people in their own time?—I am positive that you would receive a lot of resistance if you tried to provide a domestic science centre. Much voluntary help would be available. The problem we are faced with is that which arises in connection with the central points trained for the Junior Education Board. It is useless to launch a scheme unless you know it can be carried
There was too little money and too much to do. If the money had been allotted to this, that and the other activity, without showing any satisfactory results, the whole of it would have gone. What we thought should have been done was to launch some schemes that would put the trouble of which we complained. Anything that is started along those lines should have a guarantee that the Government will carry it on, and the more the Government stands up to that principle the greater will be the amount of money that will be set aside for it. When people know that they have to carry on a scheme, it becomes a dead weight. If they knew the Government would carry it on much more help would be forthcoming.

Summary. (a) The community which claims full service, including military action, from its citizens must take full responsibility for the proper training and all-round development of its future workers.

I know that all these things have to be paid for, but the essential point is that the Government has a right to take the requisite money from the people as a whole, and should not throw the whole responsibility upon the public spirited people who are interested, because such a scheme must then die. There are not enough of them, yet. No one should be released from the responsibility for these basic problems.

(b) "No nation can rise above its women" either physically, mentally or morally.

In order to allow for work being raised to a profession, there should be a domestic science college where girls could go into service and be trained as professionals regarding home-work and the scientific care of children. Conditions of work and residence should be as good as in other occupations. If this were done I feel that a big neglected field of work would then absorb many more women workers. The main test of the success of such an institution should be its ability to place its trainees in employment under new and more attractive conditions. The nation should take a hand in this connection.

(c) In order to give the young folks a chance of reaching greater efficiency and at the same time to create more work for adults, the school-leaving age should be raised to 16 years, and financial help should be available to parents, if necessary, to keep their children at school.

All-round development of latent power in those whom we expect to solve the enormous problems which we have created for them is essential. Therefore youth institutes should be evolved in all populous centres where the emotional and artistic nature of the young people can be so developed as to create in them individual self-esteem and self-control, together with a sense of personality.

(f) Such an institution should also deal with the employment of the young under the Ministry of Industry without classifying the unemployed separately from the employed, etc.

It helps youth movements that have employment as a central pivot to be connected with the Ministry of Industry. This gets away from the academic idea of learning in one place and finding work in another. You would have a reeducating centre if youth could look for a job from their social centre. When they are trained in an academic way and then thrown out, it is nobody's business to find work for them.

(g) The nation should expect employers to show at least as much practical sympathy and co-operation in respect of youth welfare as is displayed by the unpaid social workers of the community.

I do not mean to infer that employers as a class are ungenerous or lukewarm. I know that many of them have been caught up in the best thought of the world, but there is a sort of anchorage in business life, and employers generally seem to stick to one line of thought. There is a tendency among them that unless they are one-pointed in profit-making they will fail, and no one wants failure. Therefore those more liberally inclined cannot do what they otherwise would do because of that obstruction. By the term "liberal" I mean interational and humanitarian.

(b) The general advocacy of the consumption of local goods should carry with it an understanding between employers and the people as a whole, both as consumers and employees, of the obligation to regard all forms of work as social as the farmer, the engineman, the builder of human life in this country, which could, if it would, set an example to the world.

In order to show that there is nothing fantastic in my suggestions I am including at this place a few of the objects held by the Canadian National Federation of Home and School. This is a very powerful non-party political and non-sectarian organisation in the Dominion, and indeed it is world-wide.

5556. What is the date?—It will supply the date.

Policies of the Canadian National Federation of Home and School. A corrected list to raise the standards of living of the people of Canada, especially those of the non-skilled labourers. School education must be supplemented by home education, and home education cannot be adequately given by parents who are poorly stricken.

The minimum standard of living should include not only the provision of adequate food, shelter, clothing, medical care, and health insurance, but also provision for books and magazines, facilities for music, art, sport, etc., and all other facilities which would make possible the best kind of home and school education.

The young people of the country should be given opportunities to become useful, productive citizens. To live a life of unemployment is a disgrace. The Dominion, provincial and municipal governments should strive vigorously to increase the number of industrial openings. "Jobs for our Youth" should be one of our great economic objectives. The Federation realises that youth unemployment is but one phase of general unemployment. It is, however, especially concerned with the welfare of youth.

Dominion and provincial subsidising and supervision of the fundamental health services.

More and better libraries and branch libraries in our cities and towns.

Provision of library van service in large areas of rural settlement.

Better home libraries.

Better facilities for indoor and outdoor sports, both in rural and urban communities, through the provision of gymnasia, tennis courts, playgrounds, etc.

Better facilities for music, art and drama. Provisional and municipal governments should embark upon a definite programme for the provision of such facilities.

A more adequate programme of vocational education and guidance. Each province should have a guidance bureau, and the bureaus of the nine provinces should co-operate closely in the common task. Guidance should be conceived broadly, and not in terms of a long span of years.

The British Government has inaugurated a system which is very much in advance of anything done here with regard to the culture and care of young people. I do not think it would be difficult to co-ordinate effort in this State along similar lines.

The Commission adjourned.
HENRY WILLOUGHBY MANN, Farmer, sworn and examined:

2537. By the COMMISSIONER: You have been Chief of the Criminal Investigation Department?—Yes. In addition to conducting a farm now, I am chairman of a commission investigating Unemployed Boys' Farm.

2538. For many years you have taken an interest in the welfare of boys and have been associated with many movements concerned with their welfare?—Yes.

2539. You have prepared some notes for this Commission on delinquency and its association with unemployment of youth?—Yes. My statement reads—Applying my experience as a detective officer in this State, covering close upon a quarter of a century, and also applying my close connection with the unemployed population for the past two decades, and more especially youth unemployment and youthful criminality, I say very definitely that from the fields of unemployment are migrated a large percentage of youthful delinquents. Another avenue from which delinquent minds are developed is the house, casual, dead-end jobs in which there is no permanency. Just as a lad thinks he is settled in a job, it peter's out; and he is thrown on the scrap heap again. In that way, any ambition he has is broken down for he may get into employment again merely to meet the same fate.

2560. What is the nature of offences committed by this type of youth?—Petty stealing. The reason is that in the search for employment the boy is taken and the poorest and least efficient are left. I can look back and remember where boys have had a real job which did not last very long, starting probably as messenger boy, out of that and working in a wood yard, out of that and into some other job, and again out of that. In the meantime their clothes get frayed and worn, and they cannot keep up with their mates who are in work. This gets on their nerves, and they are led to acts of petty stealing. After a few weeks out of four or five times, they give up trying to get employment, and the parents cannot drive them to look for it. In fact, in a large percentage of cases the parents are not capable of helping the boy to find employment. In many instances the father is struggling to get work for himself. While on that point of delinquency arising from dead-end jobs, I may say that this problem has been investigated over since 1921 by a number of eminent men in New South Wales. I should like to quote some remarks on the subject made by Mr. Archibald Frazer, in the December, 1923, number of the "Australasian Journal of Psychology and Philosophy," edited by H. Tasman Lovell, Associate Professor of Psychology in the University of Sydney, and published at the Royal Society's House, Elizabeth Street, Sydney. I quote from page 275—It is interesting and important to notice that these (dead-end) jobs tend to change their occupation very frequently. Usually the occupation chosen is that of a general type known as "dead-end" occupations. The highest possible wages are sought, usually of course under economic pressure in the home. Little or no consideration is given to ultimate ends. Then Mr. Gray makes this point, which in my opinion is a very good one—It is quite exceptional to find among delinquents boys who have been apprenticed to a trade. Herein lies a very profound problem from the social and economic points of view.

2581. Has that been your experience also?—It has been my experience.

2592. Do you think that where there is a tie between some employer and a youth, and the employer is obliged to watch over the youth, so to speak, the youth is less liable to lapse into vice or crime?—Yes. There are reasons for this. One is that better environment and the Bondage of the employer is a deterrent to some extent. The employer is watched all day and every day, and his mind is occupied. He can see a future for himself in his trade, no matter how poor or how poorly he is able to think for himself. And then he is in a better environment, with better associates. But I think the strong point is that he can see a future for himself, whereas the lad who is kicked from pillar to post sees no future. His environment is poor. He has a lot of idle time. He becomes detected because of his general position and appearance. My statement continues—His labour was just a convenience to the employer. In the end he finds his clothing becomes frayed, and he cannot keep a position among the more fortunate youths, and so becomes an easy victim to temptation to steal. Of course there are parents who wish their sons to go through, assist their lads; but I have in mind the case of a family of four or five boys who were merely left to their own resources, receiving no care, no advice, no instruction from the parents. Oftentimes they get into mischief, and make bad. The others get scattered to the winds. They become drifters and merely a burden on society.

2536. Would it not be better to improve the home and keep the family together rather than to take the boy away?—Yes, if it could be done. But in those cases where the father is indifferent to the welfare of his family, probably due to various reasons, it is more or less impossible to improve the home life.

2536. You are really speaking of instances where the fathers are social offendors?—Yes, and in those instances the lad has really got no chance of getting away from his home. The father is indifferent and the lad is neglected in the course of his bringing up. As the lad grows up, the contact is more and more, and, in fact, each lad has no bridging up at all. Generally speaking, you find the delinquents coming from those sources. The father is a lad who never got work. It may be through no fault of anyone; he just did not get work. There is the boy who has dead-end jobs from which he gets out very soon after he gets into them. That goes on until he gives up all hope of ever getting any permanent work at all. Then, thirdly, there is the boy who drifts from his family because of his indifferent bringing up, and that type of lad has no regard for anything at all. I will make this point in my opinion it is in the best interests of those lads, and of the State as well, that they should be taken away from their surroundings.

2596. I take it if you are speaking of lads up to the age of 19 years?—Yes, from 14 to 18 or 19 years of age. I have in mind boys after they have left school. For lads in this category clearly professionals can understand them. They have no chance to study in order to enter a profession. Commercialisation will accept the best of farm and industrialism can place few but the remainder are in dead-end jobs only while their labour produces a profit. After that they are on the scrap heap. Then, is their outlook? Sympathetic friends and institutions help some to canal labour jobs in the country, but what of the great mass of youth? They are merely drifting. What hope is there for them in the big cities? On whom can the blame be cast if they become delinquents and accept a career of crime? In putting up this point I am supported by a report submitted by a report submitted by the Mental Deficiency Committee of England, which consists of a joint committee of the Board of Education and the Board of Control. In their report, which was published by His Majesty's Stationery Office in 1927, there appears, on page 155, the following paragraph—"Expulsion from school and poverty in the home are closely associated. In itself, no doubt, poverty may be an effect of the dullness of certain members of the family quite as often as it is a cause. Yet, directly or indirectly, poverty is undoubtedly a set
ous factor, nearly always aggravating any inherent backwardness in the child himself. It is in the poorest districts that backwardness and what is called mental deficiency is most noticeable, and there is a need for active social service in connection with the backward classes. A systematic inquiry into what has already been done in the field of education and what is still needed and practicable, is greatly to be desired.

It is obvious that the teacher of the retarded child will need special qualifications. If he is to be successful he must regard his work, not as a thankless burden but as a privilege and as a unique opportunity for studying types of mind, at the same time possessing a sense of pride in his pupils and their difficulties. He must be familiar with modern educational methods for instructing the more immature minds, and at the same time appreciate the more worldly interests possessed by the older. He must be capable of dealing with his class as individuals rather than in mass, and have an interest in and skill in manual work as well as in work of a more academic type.

I quote because I am sure that it is in the least efficient manner that are left on the school loop. First go the most efficient to professionalism, then commercials take the best of what remains; then industrialism finds a place for some; and then the deadenders, and finally there are those who can never get started. What the school can do is to attract the delinquents are drawn. It has often occurred that a child has been brilliant at school and has given promise of a bright future, but it is difficult to account for the certain child that will fail at this stage of development—the stage that is so essential to harmonious social adaptation. Not infrequently a child who has a good record at school falls badly during the period of adolescence; his development seems to stop abruptly at the threshold of this last stage. It is therefore impossible in many cases to diagnose moral deficiency during childhood. A large number, if not the majority of persons, who were regarded as morally defective, had, however, manifested a considerable emotional instability and a desire to be a part of a larger group. The psychologists have made a thorough study of the emotional and personality aspects of child life, we shall probably be able to forecast with greater certainty the type of child that is likely to prove morally defective. With our present lack of knowledge of the complex factors that influence normal social behaviour, we thought it well to be very cautious in making a diagnosis of moral deficiency in the case of any child; and therefore the number of children examined to be morally defective was very small.

In my experience as a detective I have met such cases as those indicated here. When I discussed the position with them, the parents would say, "There is nothing for it; he has no chance for a good education; look at his brothers, how well they are doing." They did not realize that the breakdown of character had occurred without any apparent reason. So age: yes; but a good record at school falls badly during the period of adolescence; his development seems to stop abruptly at the threshold of this last stage. It is therefore impossible in many cases to diagnose moral deficiency during childhood. A large number, if not the majority of persons, who were regarded as morally defective, had, however, manifested a considerable emotional instability and a desire to be a part of a larger group. The psychologists have made a thorough study of the emotional and personality aspects of child life, we shall probably be able to forecast with greater certainty the type of child that is likely to prove morally defective. With our present lack of knowledge of the complex factors that influence normal social behaviour, we thought it well to be very cautious in making a diagnosis of moral deficiency in the case of any child; and therefore the number of children examined to be morally defective was very small.

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the antecedents and the homes of the boys, that there was a region of weakness. On page 272 the report goes on to say this—

At this stage in the research it is impossible to give any definite conclusions about the various influences upon delinquent environments. An examination of the actual locality of residence of these 101 cases would seem to indicate that delinquents are drawn from all types of localities. If there be a deficiency of the usual delinquent alma mater it might be accounted for partly on the score of greater police vigilance.

Here, for example, is a boy aged ten years and nine months from Waterloo, charged with being a neglected child, and living under such conditions as would indicate that he is laping into a career of violence. His mother is dead, his father is a drunkard and in a very poor state of health. She is reported to be of good character, but is unable to care for this boy. His father's movements are unknown, and this boy is living with an aunt. He suffered from marked physical defects. His intelligence quota is 76. Occasionally he attends a denominational school. The fact is incredible to us that we are not surprised that at this early age he should be guilty of a sex offence on a small boy of four years.

And on page 273, this paragraph appears—

If the word ‘environment’ be interpreted as actual home conditions, there is definite evidence to show that the poor environment has adversely affected to the child, nor is this otherwise than might be expected. I have already quoted cases that illustrate the point. In some cases the families are large and the general economic conditions poor. The father may have no fixed employment, and whatever is earned is unearned. In some cases the character of either or both parents is questionable. Drink and gambling are vices frequently manifest in hard brilliance. Often the parents are of different races, and the consequence of miscegenation and misintegration is apparent.

One father’s experience is analogous. Sometimes the parents are separated; and so one can continue examining factors that contribute to a bad home environment. These lead to a lack of parental interest in the child. Little importance is attached to the regularity of their attendance at school. During holidays the children are often allowed to go to picture and vaudeville shows frequently during the week, to the detriment of their health and sense of work. In many cases there is no evidence of useful hobbies or interests in the home. While a general complex of conditions such as those lead teachers to operate in quite a large number of cases, there are shining exceptions.

2369. I thought I caught a suggestion of contradiction in that report. The writers say that if there is any preparation in the so-called slum areas, it is due to the increased police vigilance—Yes.

2370. They rather suggest that youthful delinquents are growing—Yes.

2371. And the environment of the home has not had such a great effect—? I think there is a difference between the terms ‘area’ and ‘home’. The home might be in the area, but the home conditions might be bad. The paragraph begins—‘If the word ‘environment’ be interpreted as actual home conditions, then the point is made that if there are more cases in urban areas, there is greater police vigilance in those areas. The home, however, is the important factor, whether in a district of good or bad class. Knowing as we do of urbanisation and industrialism will not absorb all our youth, we must seek another avenue if it exists. If there be another avenue available in the area, it is necessary to visit the city but for that avenue. In featuring the avenue of production of agriculture, principally the production of butter, bacon and meat, I have been influenced by the experience of the Danes. I reproduce a journal dealing with the position in Denmark when the country, after the war with Germany, was poverty-stricken. The Danes had no cattle left. They had been forced to sell out their farms and industrialism offered no opportunity. They therefore turned their attention to a new industry, the production of butter and bacon. An outstanding character named Christian Kromme is to be an example of this. Their cattle were reared on high schools but were really farm schools. In Denmark, this scheme has been an unqualified success, and it should be equally successful if applied elsewhere. I say it could be applied here. At the time the journal was written in 1923, Denmark had 59 such schools and 5,000 pupils.

2372. What is the title of the book?—‘Some Lessons from Rural Denmark,’ by Frank Tate, Director of Education, Victoria, being the results of observations made during an official visit to the country in 1922. The book shows the vast and rapid progress made in Denmark. In the years 1881-85 Denmark produced 15,629 tons of butter and in 1911, 49,429 tons. Those who knew Victoria ten years ago will remember the bursting of the land boom and the drought conditions that prevailed in the early nineties. Mr. Tate, on page 8, remarks—

Australians must remember that Nature always exacts something for her gifts. We need to be on our guard against such progress and to be prepared to welcome such a robust growth as a stimulus to improved efforts. What we regard as misfortunes may often be the very means by which our prosperity is increased. It is significant that one of our closest links to Denmark is our butter industry. We began to develop this 20 years ago, when we were suffering acutely from the combined effects of drought and the financial crisis following the collapse of the land boom. At that time we explored the new dairying methods of the Danes; but did we do more, for we showed the same resolve to rise superior to natural and other disadvantages. So much we adversely do.

2373. The prudent homesteaders, following the Danes, are improving their methods, and the effect has been to increase the output of butter and cheese. In 1911, 49,429 tons were produced. Those who knew Victoria ten years ago will remember the bursting of the land boom and the drought conditions that prevailed in the early nineties. Mr. Tate, on page 8, remarks—

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It cannot be thought that the People's High Schools receive nothing but favourable criticism in Denmark. Although, in the first instance, they were planned to take in all classes without exception, yet, in practice, very few students from among city workers; and of the rural workers the larger proportion are the children of the more substantial farmers, rather than those of the small holder or tenant farmer. Of course, economic reasons for this latter fact. It is recognised by the working-class organisations that the general plan of the People's High Schools is a good one. But it is not argued that the historical method of preparation and the general traditions of the schools are of the best.

A Worker's High School, therefore, has been founded as Esbjerg. It is not to be in any sense a technical school. Its object is not to train for any definite life work. At best the school can hope to place a social aim before the pupils and set up ideals worth fighting for. The prospectus of the school states "We especially stress the knowledge of literature, of evolution, of sociology, and of organised effort towards those ideals which great thinkers have given us about the future opportunities for the happiness of all mankind. The society of the future must be able to build upon wide-awake and enlightened youth, and to this end the school must strengthen and develop that feeling of comradeship which will make us keenly interested and responsible for the needs of all as for our own."

We are going through what is called a period of depression. Here you the experience of a nation which went through an even greater depression, but the country was reconstructed by a system of production which is applicable to this State. I am now going to give you the experience of a long way, and if it has been practicable in a small way, it should be practicable in an extended way. Four years ago the Ugly Men's Association, of which I am a founder, was being pressed by members of Parliament in the suburbs to do something for boys. We took over a farm at Wokalup. We began with six boys, but we have now put through 256. Only a very few have proved failures. One having been a billiard maker, another a runner for an S.P. shop, and so on, and for that reason unable to settle down in the country. The other boys have been a wonderful success. Some we have taken at the request of the Child Welfare Department, and some at the request of the parents or of the boys themselves. Sometimes a boy is the son of a widow or has a mother with a large family and a very small living allowance. In one family I know of there were seven all told, including the mother, and the family was living on the allowance for three children and herself. The boys were underfed. I took the first boy and then his younger brother. They had been playing in the North Perth brass band. They settled down quietly to life on the farm, and after five months got put. One is still in that position and the other has come back to join the school again. In 50 per cent of failures we have proved failures, one having been a billiard maker, another a runner for an S.P. shop, and so on, and for that reason unable to settle down in the country. The other boys have been a wonderful success. Some we have taken at the request of the Child Welfare Department, and some at the request of the parents or of the boys themselves. Sometimes a boy is the son of a widow or has a mother with a large family and a very small living allowance. In one family I know of there were seven all told, including the mother, and the family was living on the allowance for three children and herself. The boys were underfed. I took the first boy and then his younger brother. They had been playing in the North Perth brass band. They settled down quietly to life on the farm, and after five months got put. One is still in that position and the other has come back to join the school again. In 50 per cent of failures we have proved failures, one having been a billiard maker, another a runner for an S.P. shop, and so on, and for that reason unable to settle down in the country. The other boys have been a wonderful success. Some we have taken at the request of the Child Welfare Department, and some at the request of the parents or of the boys themselves. Sometimes a boy is the son of a widow or has a mother with a large family and a very small living allowance. In one family I know of there were seven all told, including the mother, and the family was living on the allowance for three children and herself. The boys were underfed. I took the first boy and then his younger brother. They had been playing in the North Perth brass band. They settled down quietly to life on the farm, and after five months got put. One is still in that position and the other has come back to join the school again. In 50 per cent of failures we have proved failures, one having been a billiard maker, another a runner for an S.P. shop, and so on, and for that reason unable to settle down in the country. The other boys have been a wonderful success. Some we have taken at the request of the Child Welfare Department, and some at the request of the parents or of the boys themselves. Sometimes a boy is the son of a widow or has a mother with a large family and a very small living allowance.
and that large areas of land are not needed. I might conclude my remarks by reading from my prepared statement:

If measured in money, it means the difference to the community of the upkeep of someone of 250 horses, thought to be too large, but run 1,800 sheep. It is subdivided into paddocks, and we have improved the water supply since we have been there. In addition to running 1,600 sheep, we are at present milking 40 cows. At the height of the season we milk 60. We have 100 pigs and our principal revenue is derived from cream, lambs, wool, and bacon.

And after taking all your revenue, what position will you be in at the end of the year?—We are gradually overturning our deficit. Last year it was about £450. The upkeep last year was £5,316. per day per boy, and it cost 11½d. for clothing, boots, stationery and transport. The Government gave us passes but when the boys go to jail we have to pay for their keep. That runs into £10 per day.

2387. Are you including the farm produce when you say 1s. 5½d. per day per boy?—Yes, the ration killed there is charged up at wholesale rates. Vegetables are also charged.

2388. Who keeps them in clothes?—We do.

2389. Under what heading does this go?—Under the 11½d. per day. That includes also stationery and postage. The lads write letters twice a week, on Wednesday and Sunday. I do not consider the farm too large, and that is why it is nearly ready to pay its way.

If we had money with which to buy 500 more breeding ewes, we would have no trouble in getting through. There was a good deal of capital invested in the farm when we first went there. We had to put down two bosuns. For four months of the year the brooks do not run. We have equipped one of the bosuns with a mill. A good deal of fencing has been done, and the old flax plots have been sold. We also sold a house there for 80 years, and we sold a new house. The lad helped in that work. They also built a small weir across the brook, which is quite a success.

2390. Do you irrigate from the weir?—The water gravitates from the weir to the well, and is reticulated from there. The number of boys who pass through the institution is about 50 per year. You will not be the number this year because we have not the means.

2391. You mean that you have bad as many as 55 boys there?—No. We have about 32 at a time, but 55 have gone through the Farm in one year. The Agricultural Department told us we were losing about 36 per cent, of our animals, and that was mainly due to milking. Boys without knowledge had been milking the cows, and the cows seemed to resent that inexpertness. I had not quite realised that. I am glad to say that we have not got the same number of boys coming in, and the boys on the Farm are more experienced. The result is that the same number of cows are a much greater amount of work than the same number and under the same conditions. My conclusion, therefore, is that more efficient milking is giving a better return from the cows. In every way, of course, a junior boy is doing more work, because whatever he is put to he is sure to do wrong in some respects. Thus there is a great deal of superfluous work, and that is one reason why we have abolished prefects. We found, in the past, that although a senior boy saw a junior boy doing something wrong, or perhaps breaking a rule, he would not report the matter, thinking it not the proper thing to do. But when the elder boy was made a prefect, he would tell the junior boy that he was doing wrong and probably he would report the matter. After the first six or eight weeks on the Farm, one can really see the boy developed. One sees him doing things more intelligently, and growing up to manhood. The boys have been moulded up to that stage, and their minds are straight; he is getting his spirit. That is just a small matter, but it shows how the boys develop on the Farm. I have been able to do a great deal of work with the employed youths, and a great advantage has been to a number and under the same conditions. In some cases parents have said, 'I will bring my boy here and get him a job.' In one instance the mother got her son into Foy's, who did not remain there a week; and he is back again in the country.

VICTOR ULRICH, Secretary of the W.A. Branch of the Federated Clerks' Union, Australia, Industrial Union of Workers, sworn and examined.

2392. By the COMMISSIONER: Is your union registered under both the Commonwealth Conciliation and Arbitration Act and the State Industrial Arbitration Act—Yes.

2393. How long have you been secretary of the union?—Since July, 1926.

2394. How long have you been associated with industrial matters?—I have been associated actively with the organization as an official since October, 1924.

2395. Has your union a very large membership?—Yes, but in relation to the number of clerks employed, the membership is comparatively small.
2396. What is the membership?—In round figures, about 1,200.

2397. It comprises principally clerks in the metropolitan area?—Yes.

2398. I understand from the preliminary paragraph of the statement you have prepared that the scope of the union covers clerical workers, except bank officers, insurance agents employed by the insurance, railway, and public service companies, and civil servants engaged under the Public Service Act and Regulations.—That is so.

2399. The clerical employees have their own separate organization.—Yes, we do not come under our organization. We do cover and cater for quite a number of government workers who are not otherwise eligible for membership in the Civil Service Association, or were eligible for membership of an industrial union prior to the amending Act of 1950.

2400. But will you proceed with the statement and deal out what matters you wish to place before me?—The union has various industrial agreements and awards set out as follows:

**Agreements:**

**The Fremantle Harbour Trust Commissioners for their clerical staff.**

That agreement really covers about 45 clerks, mostly adults. There are about four or five females as well. The Perth Hospital Board, for their clerical staff, there are approximately 12 or 15 clerks there, including a head office. The Wyndham Meat Works staff. That agreement covers the whole of the clerical staff not employed under the Civil Service Act or Regulations. That will include the staff at North to the Meat Works. They comprise mainly adults, and two or three juniors. There is a difficulty there with regard to taking juniors, but after much discussion, they are very careful in the selection of the juniors to receive such appointments, because it might mar the boys for the rest of their career.

**The Metropolitan Milk Board.**

There is a small staff concerned there and it applies to about ten clerks.

**The Letter's Commission.**

That applies to a small staff again.

**The State Shipping Service.**

I might explain that there are two types of employees covered in connection with the State Shipping Service. One class is governed by the regulations under the Public Service Act. They were those who were in the employ of the service prior to 1919, and the other section refers to those who were employed subsequent to that date.

2401. Those will be some of the administrative officers?—They are all clerical officers.

2402. When you specified the portion you first referred to, would they be in the administrative section?—No, it is only on account of some promise made to them since 1919, in which they were employed subsequent to that date.

2403. So that there may be one man doing a particular class of work and another doing exactly the same work, the former is a member of your union and the latter a member of the Civil Service Association?—Yes. Then, finally, we have an agreement covering wages employees (clerical) employed on construction and maintenance jobs for the various Government departments. That would include timekeepers, tally clerks, cost clerks, and so on, employed in connection with water supply, maintenance of roads, sewers, habouri construction, road-making, and such jobs those. That is a peculiarly performed by adult males.

2404. They are what are really timekeepers, tally clerks, and so on?—Yes. Then we have the following three awards: The first covers shell clerks employed by the Fremantle Harbour Trust. They are the men who are employed in the waterfront offices. There are eight or nine of them concerned. Another award deals with clerks employed in wholesale establishments. That award was issued by consent and is No. 44 of 1936.

2405. Have you the number of the first award you mentioned?—No, I did not think sufficient interest was shown in that particular at the time. In the second award, No. 44 of 1936, it is provided that the area to which it applies shall be that within a radius of 25 miles of the General Post Office, Perth, and its scope is set out as follows:

This award shall apply to all workers employed as clerks (including telephone attendants and messengers, where such workers do clerical work) in wholesale establishments and fruit and produce markets carrying on the business mentioned in the first column of the schedule hereto.

Attached to the award is a long schedule setting out the days and hours of work, and the representatives of the employers concerned. Our difficulty is that the area of that award, that is, where the award arises from the fact that if an industry is not mentioned in that schedule, nor yet a representative of the firm carrying on in that area, the award is not bound by that award. We are faced with the position in many instances, the third award applies to clerks in wholesale establishments, and that award is No. 44 of 1936. The area to which that award applies is that within a radius of 25 miles from the General Post Office, Perth, and its scope is similar in that the wholesale award, except that the retail establishments are mentioned in lieu of wholesale concerns, and no reference is made to fruit or produce markets.

2406. Then, owing to the manner in which the schedule is framed, you find that you have no control over clerks employed in any industry not specified in the schedule?—Yes, that is so, but not to the same extent in the retail as in connection with the wholesale award. These awards were by consent; the terms were actually agreed upon around the table of the Employers' Federation, but when we went for the award by consent, a lot of the employers refused to be bound by a consent award. The union was faced with the problem of getting the award by consent before Christmas or waiting for a considerable time; so we agreed to it.

2407. How many of the employees in wholesale shops would be outside the jurisdiction of the award by consent, by reason of the shops not being specified?—Approximately between 500 and 600.

2408. And the number governed?—Between 2,500 and 3,000.

2409. Then about 25 per cent. is not reached by the award?—About that.

2410. And how many in the retail establishments are in the same position?—Roughly about 190 clerks, while those governed by it would be nearer 1,000. The biggest and main employers in the majority of industries are catered for; all the big importers and stores are bound by the award.

2411. Taking those persons not governed by awards, under what conditions are they working?—Are they receiving good wages?—We are not in a position to give definite evidence on that, because there is not any authority for us to examine their books. But we do know from statements made to us that in a number of instances, they are not bound by the award, in fairness to some of the employers not bound by the award it must be said that they admit the moral obligations. But also from statements made to us there is, quite a number of employers who take advantage of the fact that they are not bound by the award.

2412. Now dealing with the males and females in the union, tell me, are the males and females in the other industry, during the period of time there has been any marked alteration in the number of males and females in the industry?—There has been a definite increase of percentages of females employed as against males.

2413. To what degree; have you any statistical data that would enable you to tell us?—No. We are under the difficulty of not being a strong financial organisation, and in consequence have not been able to give attention to the question of statistics. We have had to take up the immediate issues. But, owing particularly to the mechanisation in industry, females have been employed to the exclusion of males.

2414. You say that owing to the mechanisation, females have been employed to the exclusion of males; what do you think is the reason for that?—There have been many alterations in the systems of various employers, due to the installation of machinery. When I was working for a particular firm there was one department; either a two or three junior females. There has been a constant alteration in the system of machines and the order by sending to the packing room a list of the stuff to be packed, and a list of other commodities that went up to bulk lines. Then he would have to get out a cart note or a rail note or a shipping note, according to the
circumstances. Then, in the case of shipping, there would have to be made out a bill of lading. After that process had been gone through, the order would be returned to the invoice room, and the invoice department would make out the invoice. After that, all the sheets would be filed away and another clerk would enter them into the day book, while another clerk posted them into the stock account. In many establishments, an order is taken in and a female will make out that order in five copies. One will be the charge sheet, another the note, another the invoice and another would be the first record. A lot of firms keep a duplicate in case of a file being lost. Instead of those being posted into the journal, all the sheets would go to another girl on a certain form, and all she has to do is to prepare that table on a long sheet, no name being written in. The ledgerkeeper also gets one of those slips to post from. So all the work necessary under the old system has been eliminated, and the new system has been applied by most of the firms. Whereas 20 years ago that particular order might have been handled by five males, today it is handled by about three females. It is generally recognized that two females operating ledger-posting machines can do the same number of accounts as five ledgerkeepers used to do under the old method.

2417. Are those machine jobs open to men as rates for men specified in the award?—The award sets out minimum rates of pay for adult males and adult females.

2411. Do adult males never ask for those jobs?—To my knowledge there is only one firm under which males perform them.

2417. Do you know of any firms where males are doing them on machines?—At Fowler's in Fremantle they do.

2418. How many of them?—That firm has never made any alteration in its staff since the inauguration of the system.

2419. Have the men stuck at the work on those machines?—Yes, but Fowler's have recognized the monotony of such work, and so do not keep the men exclusively on that work. It is generally agreed that the female can stand the monotony of the work better than the male. It is our claim that the monotony nature of the work is too severe. At our meeting last night we had a complaint in regard to one firm, saying that it is not unusual for two or three girls to be away at a time, mostly owing to the strain of the machine work.

2420. What are the male rates and female rates, respectively?—At present, the margins over the basic wage for males at 21 years is 7s. 10d. per week; at 23 years, 14s. 1d., and at 23 years or over, 19s. 4d. For females there is a uniform uniform of 10s. 6d. There is a provision in the award as follows:

Female ledgerkeepers (classified as such by agreement, or, in default of agreement, by the Board of Reference) shall receive the prescribed male rate: Provided that female ledger-posting machines, posting into ledger accounts and taking out the balances of such ledger, shall not necessarily be classified ledgerkeepers.

If we cannot agree with the employer that the female is entitled to the male rate of pay we have approach to the Board of Reference. There are females who are in receipt of the male rate of wage.

2421. How many?—Roughly about 20. Quite a number of employers oomone that when they have a fairly big accounting staff by giving the responsibility to a male and giving to the female only the duties of posting on the machine. The female has the responsibility of taking out the ultimate balances.

2422. The balances have to be taken out?—Yes. The balancing of a ledger is only one part of the book-keeping system.

2423. You have dealt with the work done by machine, and your remonstrance as meaning that in that phase of clerical work, the woman is supplementing the man?—Yes; there has been a growing tendency by quite a number of employers to employ females in preference to men. This, however, is not general; it is done by only a certain type of employers who appear to prefer female labour. Other employers engage females for their opinion is disproportionate for these, such as on the telephone and for typing. Speaking of typing, quite a number of employers have eliminated the old hand-written invoices by having them typed, and so females have been employed to a greater extent on that class of work.

2424. So the invoice clerk has gone?—In a sense he has gone.

2425. In the other employments you speak of where women are being employed, is there any particular type of work you can point to?—No, it would be general.

2426. You could not say that females were employed on jobs for which they were particularly adapted?—No. You could not say that the wholesale grocer did it, because one does it and another does not. There is only one large biscuit manufacturer here, and the clerical staff consists mainly of females. I can say that the average Western Australian industry employs more females than males in the office. I allude to biscuit, brassware and sauce manufacturers.

2427. Have you males and females on the executive of your organization?—Not at present, though we did have them in 1921 when the employers were the applicants and we were the respondents.

2428. Did the employers ask for a general award?—Yes.

2429. There was no request to the court to lay down a principle on the subject we have been discussing. No. A definite move has been made by our federation.

2430. That was in New South Wales?—Yes, but it has extended beyond New South Wales. I received a copy of the report of the conference held in New South Wales, and I also received a copy of one of the papers in which the report was published. I passed it on to the "Worker" newspaper. Only yesterday I received a letter from the secretary of the A.I.P., saying he was aware of a similar conference. We say it is the work of more than one organization; it is the principle of equal pay for the sexes that is involved.

2431. Have you seen the principle operate anywhere?—Yes, in this State with the barmaid and barmain.

2432. The barmain has not been dispensed with. From my observations I should say that the barmain has probably increased in percentage.

2433. Do you know of any other instances? I can recall any.

2434. I heard of one in Victoria. Does that call for your mind?—Our Victorian branch on two occasions has got equal pay by the Wage Determination Board, but the Court of Industrial Appeals upset it on each occasion.

2435. You were speaking about two awards, one relating to wholesale establishments, and the other relating to retail establishments?—Yes.

2436. The two determinations are the main instruments of the union and govern the conditions and wages of the majority of clerks in the police, police, and the majority of both kinds of males in the G.P.O. They both allow for a liberal proportion of junior to be employed; in fact, in the G.P.O., our opinion is that it is too liberal. It is our desire to reduce the utilization of junior labour on work that should be allocated to adults, which leads to place too great a strain on
responsibility on the juniors, and, further, to obviate the risk of dismissal when the junior reaches the age of 16.

2443. Briefly, what is the proportion of juniors?—It depends upon the number employed in any one establishment.

2443. What are the maximum and minimum ratios?—The proportions in wholesale houses as provided by Clause 15 of award No. 44 of 1936 is—

(a) Where no adult worker in receipt of the minimum wage is employed, one junior male and/or one junior female may be employed.

(b) Where the number of adult male workers does not exceed five, an equal number of junior male workers may be employed.

(c) Where the number of adult male workers exceeds five an increased number of junior male workers may be employed, in the proportion of one to two in respect of the number over five.

(d) Where no adult female in receipt of the minimum wage is employed, junior females in the proportion of one to each male in receipt of the minimum wage may be employed.

(e) Where the number of adult females employed does not exceed twelve (12), the proportion of junior females that may be employed shall not exceed two (2) to one.

(f) Where the number of adult females employed exceeds twelve (12), the proportion of junior females that may be employed in respect of the excess shall not exceed three (3) to each two (2) adult females.

(g) In computing the number of junior workers to be allowed under this clause, all clerical workers in the establishment shall be taken into consideration.

Proportions for juniors found a place in the determination of 1924. It was the decision of the late Judge Burnside that the proportions laid down by him were altered slightly by the industrial board which gave the employer a larger proportion for a large staff. The proportions for the retail are stated in No. 44 (a) of 1936, thus—

(a) The number of junior male clerks shall not exceed the proportion of one to one for the first five male seniors and thereafter one junior to every two male seniors or fraction thereof.

(b) Where no senior female clerk is employed one junior female clerk may be employed.

(c) Where one senior female clerk is employed two junior female clerks may be employed.

(d) Where two (2) senior female clerks are employed three (3) junior female clerks may be employed.

Where three (3) senior female clerks are employed four (4) junior female clerks may be employed.

Where four (4) senior female clerks are employed five (5) junior female clerks may be employed.

And thereafter the proportion shall not exceed five (5) junior female clerks to four (4) senior female clerks.

(e) In this clause the word "junior" shall mean a person receiving not less than the minimum adult rate prescribed.

2449. Are they both similar?—Yes, in principle; it depends upon the number employed.

2441. Have you ever taken a census of your unem- ployed?—When the depression came and unemployment hit the clerks, a number of them drifted away, and some of these have never returned. However, we have lost sight of a clerk it seems to be the end of him. While the youth problem is a very difficult and urgent one, the adult problem is also difficult. If a male clerk of 40 or over has been generally obtains only seasonal work afterwards. Numerous em- ployers in the city will not employ a clerk permanently after the age of 30, even as a full-time employee. Generally speaking clerks are employed from youth. This is one of our problems. A man reaching middle age gets out of work and becomes a casual worker.

2442. Why not employ employed them? Do such clerks become slower in their movements?—No, employers have their own system and prefer to train their own men. They might even admit that a certain man was a fine employee and system, but under the new system he does not fit in.

2443. It is not so intricate that it cannot be learned? You cannot get the employers to see it. A few years ago the manager of an oil company in Chicago said he was going to hire a good ledger-keeper. I offered him a man aged 45, and the manager heard what he said, "It would be worth more than my job to give him the job; I would soon get a cable from Chicago telling me not to.

2444. Are there more clerks available than there are jobs?—Yes, even when a junior gets out of work he has skill and security of other employers.

2445. The first fixation of ratios in the industry was made by Mr. Justice Burnside?—Yes, in 1924. There was some before that.

2446. What was the position with regard to the number of juniors in the industry then?—There were many firms with whom there would be no argument, whereas others were at all times ready to exploit junior labour.

2447. In 1924 there was some complaint as to exploitation by a certain class of employer?—Yes, Mr. Justice Burnside laid down that there was to be no alteration in the staff, and that they were not to take on any more juniors until the ratio had been complied with. Anyone who had too many juniors could not dismiss them in conse- quence of the award. Some employers ask their clerks to do work beyond their age. We claim that even though a clerk may not suffer immediately from the strain, it will undermine his constitution eventually. I am ashamed at the number of clerks who wear spectacles. That is due to bad lighting and the strain placed upon them through having to do work above their age, called upon to do. Juniors are frequently taken on and dismissed for other juniors. Most employers, however, like to start the boys on their own systems and teach them right through. They do not need to employ as many older boys to the system. The junior schedule for retail houses is on the age basis and for wholesale on the experience basis.

2448. Even where experience is the basis, when the junior reaches adult age he must receive at least the basic wage?—The minimum wage.

2449. A boy after spending his early years on work that other employers claim is of no value to them is invariably thrown on the scrap heap when he loses his employment. Some employers are too fas- t to dismiss juniors when increases are due, and at times use the excuse that they cannot afford to keep the lad or girl as the case may be. This may be true in many one-man concerns, but is only an excuse in the majority of cases.

2449. Have you kept a record of the extent to which people are dismissed on reaching adult age?—Employers do not always wait until then.

2450. Or the extent to which they are dismissed when increases become due?—No, but we know it exists. Employers do not always say the dismissals are because of the increases. They can always find other excuses for getting rid of people.

2451. Is this a thing that has grown up gradually, or has it been taken advantage of by employers since the wage scale operated?—I do not think it is done by many employers. It may operate more with other occupa- tions than the clerical.

2452. An employer in one class of business may sack his employed when reaching adult age, whilst another in the same class of business may keep them on. An employer may dismiss his juniors from a factory, but not his clerks, when it comes to a question of paying more wages. Most employers look upon clerical work differently from manual work. Some employers in all those endeavour to keep their clerical staffs right through from boyhood.

2453. This sort of thing creates a lot of unemploy- ment amongst youths and adults, and works out methods of how to remedy the position?—No, there is really only one remedy, and that is by altering the financial system. When people are trading for profit, there must always be this trouble. Any other method is only to have one woman or a girl act chiefly as a messenger and carry out minor duties.

An office boy may be taken on for 12 or 18 months and then the employer may say he cannot pay more of the work done, and the boy has to go. Some employers declare that but for the union they would keep these boys on. Others feel it is not right to ask a boy of 17 or 18 to do such junior work. It is all a hardship upon
the boy, for he has great difficulty in getting another job. Our experience is that the boys end up by doing manual work. I know of a boy at Fremantle who had been employed for 16 months with the firm. An argument arose because the employer refused to pay him holiday pay. I found that the boy had been underpaid for the last two months of his service. The justification the employer gave was that he had told the boy to get out six months before as he was unsuitable as a clerk. I said, "If you did not intend to keep him on, you should have told him so 12 months ago." The employer denied that he had thought of that boy's future. He is now 164, and according to the employer will never make a clerk.

2454. Was he dismissed because he was due to receive an annuity?—Yes.

When a junior is dismissed another is taken on. These juniors have not had nearly sufficient experience for another job. The big employers generally desire to train juniors from the outset in their own methods and system, with the result that the lads are more or less lost in the scheme of things. The claim that the junior is dismissed only because increased wages have to be paid does not convince me for it operated prior to industrial determinations coming into effect for clerks, and does, in fact, obtain to-day where awards do not bind the employers.

The first determination for clerks was in 1920, but this operated before that. Some employers dismiss boys because they will not ask them to work for less than the rate of pay that might be paid for a lad of 16 or 17.

2455. Was there a recognised scale in those days?—No. The clerk used to ask for an increase. If he was too persistent, he might get the sack.

2456. Do you refer to the hours?—I remember the discussions we have used to have in the early days of the union in 1920.

2457. In those days, if a low paid clerk was a little insistent on demanding an increase in his wages, he got the sack?—Of course he would not get the sack for that; many exchanges could be found.

2458. He would be, as a rule, only a weekly worker, and he would only get a week's notice?—Yes.

2459. What would those seasonal occupations be in your particular industry?—The wool industry and the fruit export are the two main ones. The wool season usually lasts longer than the fruit.

2460. I suppose that type of employees have not constituted a forming of insurance funds to help them out of their difficulties?—No. They are taken on as lads of 14 or 15, and they get from three or four to seven months' work, and at the end of the season they are dismissed.

2461. Would there be many of them?—In the wool stores there would be about ten a season.

2462. That is not very many?—No. However, our wool industry will probably grow, and there is a greater tendency to get down to seasonal work. There is fruit and wheat export, and that type of business is growing.

2463. Do the lads manage to get into other jobs while waiting for their seasonal work?—Perhaps half of them do, but a lot of them finish up doing other work, such as unsatisfying or repulsive manufacturing and such jobs.

2464. I think you need to elaborate on that a little. You are pointing to the case of an employer with a big business, one of whose lines is wool, which entitles him to certain amount of seasonal work. Do you think that the employer should recruit these workers from his general staff? Otherwise, how can he employ them?—All the wool brokers with one exception, are foreign firms or companies. Their headquarters are not here. They have an elaborate system of provident funds or superannuation or pension, and the only employees who participate in these funds are the staff men. Those firms and companies will not employ anyone on the staff except under certain conditions. They do not usually employ their staff men on this type of work, either junior or adults. Even the adults on this work are seasonal men, except for two or three in each firm who are kept on permanently. I do not think there would be much chance of getting the companies and firms to agree to such a proposal. But the employers could hold out some sort of opportunity for future work to the juniors, either eventually as wool classifiers or something of that nature, even if the employer cannot keep them wholly and solely as clerks right through.

2465. Have any of the employers done that?—They have done it at times. One of those things that an employer will not admit, but which nevertheless exist, is that work of that kind is retained for friends or relatives of good clients. Take Elder Smith & Co., who employ up to 200 clerks, all permanent. On the seasonal work Elder Smith's employ up to 30 clerks, including females and juniors, about August. By the end of the year that reduces to a half. By the end of January it will be down to 15. At the end of February half a dozen may be left. Dulgety's position is the same, except that the figures are different. They employ men and women, to the extent they take the adults back, but not often the juniors.

2466. The work is of a seasonal nature; how could the employers give those seasonal employees permanent work?—I do not say they should give the adults permanent work, but I do say they should not take juniors unless they can give them some sort of permanent nature, provided the juniors make good.

2467. You have not any figures which would indicate the number of dismissals resulting from the incidence of wage scales?—No. That is not really a serious matter, but it does operate.

2468. It is a sore spot?—Yes.

RICHARD SIMONSEN, Proprietor, Mason & Simonsen, Automotive Engineers, Adelaide-terrace, Perth, sworn and examined.

2469. By the COMMISSIONER: You have taken an interest in the questions of insurance for young people?—Yes, the Apex Club of Perth. There is an association of Apex Clubs, the head office being in Geelong. Zone 4 represents the Western Australian zone.

2470. What are the objects of your club?—Service and fellowship, and the propagation of better citizenship. We felt that on a subject of such national importance an association of young businessmen might be able to assist the Commission by preparing evidence. We all went in our views to the same head office, which is at Bunbury, and this is a statement of that evidence.

In dealing with youth employment, we appreciate the complexity of the subject, and the problem of employment in this State is brought up with the world-wide problem of international trade and finance, and of State and Federal politics. We wish to deal more specifically with suggestions for the practical work to be carried out in the training and absorption of youths in primary and secondary industries, and in particular with regard to the so-called "lost generation"—the ages of 18 and 25, who left work in the depression in the years 1929 to 1934, who have been unemployed since leaving school, or since being in dead-end occupations.

1. In order to obtain full and accurate information as to the position generally with regard to youth unemployment, we advise that a State-wide census be made of youths up to the age of, say, 25 years; and if it is suggested that, in addition to the usual persons...
as to age and standard of education, particulars should be obtained as to (1) physical fitness, (2) previous employment, if any, and reasons for previous employment being terminated, (3) eligibility for training, and present employment and absorbing the unemployed youth in primary and secondary industries.

2. A recent census in Victoria has disclosed that there is a large number of youths in that State between the ages of 18 and 25 who have either never been in regular employment or are employed in dead-end occupations, whereas a census in this State would disclose that there are several thousands of youths in the same position.

If a census is taken in this State, consideration should be given to the trustees of the Jubilee Appeal for Youth and Motherhood for allocating the proportion of the funds in their hands towards the assistance of such youths for whose benefit the funds were primarily subscribed.

The census taken on the lines suggested above would disclose what proportion of the unemployed youths had preferences for employment in primary or secondary industry.

2472. You have referred to a census. It is a very difficult and costly thing. You can get near the mark by survey—By the census is referred to.

We do not know whether you would consider that the objectives that you have in view include powers to make recommendations to the Government with reference to the young men in the hands of the trustees of the Jubilee Appeal, but it seems likely that the trustees would be in a position to advise you with respect to the expenditure of the funds, and we submit in this regard—

(1) That the unallocated portion of the funds should be applied as far as possible towards the rehabilitation of the "Lost Legion"—youths to which the usual avenues of employment were and are still closed owing to the financial depression.

(2) That the sum be allocated for training of such youths in primary and secondary industries in proportion to the numbers of youths who according to the census prefer training in primary or secondary industry respectively, taking into account any expert evidence available as to the relative costs of training a youth for primary or secondary industry.

(3) That the proportion of the funds available for training youths at farm schools and/or for the purchase of stock and equipment, etc., up to, say, 400 in each case for starting youth in primary industry undertakings such as fishing, market gardening, bee-farming, and poultry-farming.

In connection with primary industry, it is suggested that the Commonwealth and the Agricultural Bank should be asked to co-operate in the training of youths in sheep-farming and dairying with a view to such youths being available after, say, two years' training to take over abandoned farms on liberal terms, and that sufficient funds be provided by the Bank, the Government, and the Jubilee Fund jointly for the purchase of stock and equipment to enable youths after completion of training to take over abandoned farms. An expenditure of, say, $160,000 for three years' training of, say, 250 youths would be justified if in the end it would conserve the agricultural properties and the training of unemployed youths already commencing on farms and producers of wealth instead of charges on the State.

(4) That the proportion of the funds available for training youths for secondary industries be in proportion to the number of citizens and producers of wealth during vocational or technical training, and in payment of fees for such training, and, in cases where employment is immediately available for youths in the secondary industries, the wages payable instead of charges on the State.

2473. The experience in that regard is very sad one; supplementary wages by granting them, I think, that when the supplementing ceases the employee gets the sack—I can appreciate that point. Yet the position is extremely difficult while the employer is bound by an award. I should like to mention that I do not think we could employ in one particular section of our trade easily two more youths, but unfortunately we are not allowed to do so because we would have to apprentice them. Otherwise they would not be allowed to work in the trade.

2474. What is your industry?—Automotive, and I think probably we have the second largest business of it kind in the Union, and I think we need a head of engineering and drafting, and panel-beaters are extremely scarce. If we offered surplus wages all we would succeed in doing would be to rob another employer of a man. We have the union officials to allow us to apprentice and train them in our own time. The union was not prepared to allow us to do that and said that the only way out of the difficulty that they could see was to employ more men was by paying the highest wages in the town. That, of course, is an impossible position.

2475. You wanted to employ two more men?—Yes, in that particular branch of the trade. In the mechanical engineering section I employ 40 men, and I am not permitted to employ anyone else except fully-fledged mechanics or apprentices. We can get lads of 18 or 20, and would prefer to apprentice them at that age, but unfortunately it is not possible to do so. From 18 to 20 they are sufficiently old to be intelligent, and we could soon see whether they were adapted to that type of work. But the last year's wages for apprentices are 12s. 6d. a week. At that age a youth has certain responsibilities at home.

2476. You could not take him as an apprentice?—The union would not allow us to apprentice, and they tell us that we could only do that at the ages of 18 and 20, and the same is approximately 12s. 6d. a week. At that age a youth has certain responsibilities at home.

2477. You would take an apprentice if you could get one?—Yes.

2478. You have the required number of journeymen?—I have three men and one apprentice. I want to increase my staff, but I am not allowed to employ apprentices because I have not a sufficient number of men.

2479. You have your full quota now?—Yes, and I cannot get more men. I have asked for permission to train two boys.

An alternative would be that the Government should introduce legislation to provide for the variation of the provisions of industrial awards to enable the employment of apprentices and youths now despatched on account of age, and to raise the age limit for apprentices to 21, and for junior workers to 25, and to enable payment to be made according to years of service instead of according to age.

(5) That when the Jubilee Appeal funds are exhausted monies provided by the Government for youth unemployment be paid out of the Public Roads Trust or such seeds as the financial emergency tax; a tax which was imposed primarily for the relief of unemployment, but which has of late years been applied for general revenue purposes without consideration of the Commonwealth, because this State is primarily dependent for its revenue on exports of primary products. Farming is our basic industry and unless
the farmers in this State can be profitably employed, every industry in the State would be adversely affected. It follows that an adequate supply of labour for primary industries is not only desirable but essential.

From statements supplied to the Press from time to time by the Boys' Employment League, it appears that the proportion of boys placed in urban and rural employment is about 20 per cent. and 30 per cent. respectively, but that there has been for some time a shortage of competent men for country work. The apparent reluctance of youths to take jobs in the country may be due to the prevalent impression that farm work is a last resort of the industrial worker; but even if a man fails at a number of jobs, he is 'good enough to go on the land.' This is an entirely misleading and erroneous idea. Farm work is becoming increasingly mechanised, and offers a boy of reasonable intelligence an opportunity of acquiring considerable mechanical knowledge, in addition to some knowledge of, say, carpentry and blacksmithing.

Another fact that is apparently not generally appreciated among youths is that farm wages (that is, wages plus keep) are in general higher than city wages under awards. By accepting a position in the country at, say, 25 per week, a boy can help his parents by contributing, say, 10s. per week, and relieve his parents of the cost of keeping him, in addition to helping to keep himself. The business of farming is becoming more scientific, and the days of the inefficient 'cookey' are becoming numbered, due to the increasing necessity for production of primary products to keep up with growing demand. It appears that the demand for competent veterinary officers and for trained agricultural scientists exceeds the supply, and we suggest that this is an avenue of earning benefit to the community which might be explored by the trustees of the Jubilee Appeal funds, for the training of youths.

2480. Do you think that to-day veterinary officers in the country districts are making good incomes?—That is a question I cannot answer.

2481. That is one of the phases that induces people to take up avocations?—I think veterinary surgeons are very scarce.

2482. I understand the income derived by those practicing that profession has been a little low, probably due to the depression?—I cannot say.

In order to make farm work more attractive to urban youth, having in mind the recent increase in expenses of the primary industries, it is suggested that wages, regular payment of same, working hours, and general conditions be standardised.

2483. In other words, you say there should be some sort of industrial award covering the industry?—Yes.

There is no doubt that, at present, infinite harm is being done by reports from boys who have accepted farm jobs only to find that food, housing, wages and hours have made the jobs unattractive. Sometimes wages payable after harvest have not been paid at all, on account of crop or other financial failure. Numerically these cases may not be plentiful, but disabilities are usually magnified in the telling, and each telling becomes a separate example. It would be better for employers and employees if this state of affairs were remedied by standardisation, not by means of an award, but by extension of the laws of the Factories and Shops Act. Boys would then know what they were to expect and farmers and their bankers would realise their commitments and obligations. This is not a new scheme; over the centuries old in the British Isles and Europe where conditions are fixed by custom more irrevocably than can be done by statute. No doubt it would evolve in Australia in time, but the extent of the country and the scattered nature of farming communities render that unlikely to occur in this century. The existing shortage of that proportion of the populace skilled in agriculture might be better utilised through the medium of the factories act or by other means.

2484. If it is thought advisable to recommend legislation along the lines indicated, it is suggested that particular attention be paid to the following points:

(a) Hours of work on various types of farms.
(b) Provision for extended hours in busy seasons, extra working hours being paid for by the employees by time off in slack seasons in lieu of overtime.
(c) Holidays—weekly, public and annual.
(d) Provision for working on public holidays in busy seasons with time off in lieu in slack seasons.
(e) Annual holidays to be taken in slack seasons, weekly holidays regularly.
(f) Insurance against sickness, accident and loss of wages.
(g) Regular meals, and adequate bedding and housing with provisions for wide variation of meal times and account of the nature of farm labour.
(h) Separate rates with keep and without.
(i) Regular fortnightly or monthly payment.
(j) Control of deductions from wages.
(k) Registration of employers and employees.
(l) Inspection and penalties on both parties with summary recovery.

We suggest that some competent organisation such as the Boys' Employment League should be subsidised to carry out propaganda work by broad casting and encourage boys to take up country jobs, and to remove the erroneous prejudices against country work.

2485. In the list you have given from Nos. 1 to 7 you suggest what are included, in reality, in practically every award governing industry, and you suggest that it should be unobtrusive in an Act of Parliament. Do you not think it would be much better and more elastic in the form of an award, as an Act of Parliament is very difficult to alter?—Yes, it is a long road.

2486. But not so hard as the former—I am quite confident that that matter could be left in your hands.

2487. I want your views, because most of the things that you suggest appear in every-day awards of the court—that is true. As you suggest, I feel sure why an award should not be just as satisfactory.

2488. The conditions are more inflexible in an Act of Parliament than in any award?—I appreciate that it is very difficult to alter an Act of Parliament.

Dealing with the question of the training and absorption of youths in secondary industries generally, we make the following submission:

(1) That the fact that there is at present a severe shortage of female domestic servants, wages paid to boys and girls up to the age of 21 years under all awards in all occupations should be at a standard award rate, as employers would in all suitable occupations ultimately employ boys to the exclusion of girls, and would make the boys a start in life, and should solve the domestic servant problem. We admit that some employers of domestic servants require to be educated in their proper treatment just as much as other unsatisfactory employers of labour, but it cannot be denied that, taking a long view of the matter, for the average girl some form of domestic training is preferable to office or factory work.

(2) That instead of the present system of apprenticeship, youths should be apprenticed to apprenticeship boards. This should enable apprentices to be provided with reasonable continuous work, and that the number of apprentices to each trade could be increased. At present certain trades, where work is so particularly susceptible to changes in economic conditions such as the building trade, an employer cannot reasonably be expected to undertake the financial burden connected with a five-year apprenticeship.

It is also suggested that, in view of the present shortage of skilled labour in many trades, where the employer can prove on the giving of likely material on the other call for prompt alienation,
The number of tradesmen employed, with a minimum of, say, one to one instead of one to three, as at present.

2. That instead of vocational training and technical training, apart from experience, boys should be trained in practical work at factories or workshops at about the age of 14, as they are learning theoretical work, whether at the factory or at school, or at a technical school. According to recent industrial reports in England, experience has shown that technical education is not good enough to take the place of practical training.

The position is that employers of labour are now giving special training to the factories for employed and prospective employees, and are selecting tradesmen after tests in the factories for the positions available. As machinery and factory equipment become more complicated and costly, it follows that technical education must be adequately equipped except at a very great expense.

The practice of speaking one section of your shop, the panel beating section, in which you had three journeys.

The only scope those at present is for one apprentice — we have him.

How did you select him? — By the process that he was actually next in line. But we had the three months probationary period, and if at the end of that time he was quite unsatisfactory, we could get rid of him. But it is very hard to take a boy of 14 and tell him within three months whether he is going to be a satisfactory boy.

You have a good deal of precision work, apart from that? Yes.

How many apprentices have you? — Roughly, about four.

During the depression period, we had such a scare with apprentices, having to employ them to the exclusion of all other labour, that the employment of apprentices now is something that we do only with great care and consideration. This for two reasons: you really cannot cope with quite a long time whether an apprentice is going to be satisfactory, and secondly, once you have an apprentice, you cannot get rid of him, but have to keep him on.

You think three months too short a probationary period? — Yes, for our industry.

What period would you suggest? — In accordance with the provisions, you should have a 15 months probationary period. If we could get kids older, up to say 19 or 20, they would not need so long a period.

Do you think that during that longer probationary period, you should pay a little over the ordinary apprentice rates? — I do not see why he should not get a little extra consideration. Of course, if he finally becomes apprenticed, I would say no to that proposition, but if, on the other hand, he is not apprenticed, then perhaps something should be given him for his longer probation.

Is there any difficulty there would be that the boy might think he was going to get a cheque, only to find that, because he will be apprenticed, no cheque is coming to him? — After all, employers in a trade is so much a gamble that we are very careful about it. We have been forced to employ likely youths of from 23 to 24 years, and actually have had to pay them the award rates and teach them the trade as quickly as possible.

Have you ever brought that up when the award has been removed? — I have not, but I have mentioned it to the Employers' Federation, and no doubt it has been brought up.

That is only in certain sections? — Yes.

Would you consider five years too long for a youth to get into the costing section of five years is by no means too much for a boy learning his trade.

Are all garages able to train apprentices properly? — No. In some garages, repairs other than ordinary maintenance work, such as the grinding-in of valves, the relieving of brakes, and that sort of thing, is quite beyond them, as they have no equipment. In such garages a lad's training is necessarily very cursory.

It comes back to this, that he should not have been apprenticed, and that it cannot train him — That is so.

My prepared statement concludes.

4. Without expressing any opinion on the question of increasing the school leaving age, which is now 14, and which we believe to be of some advantage in the cost of education to the State, we submit that more attention should be paid in primary education to hard work itself — building and carpentry — and that if this were done, it would have an important bearing on youth employment.

One of the primary institutes in normal human beings is an instinct of construction, but for the most part it is neglected in education. It is given full scope in the kindergarten (a modern development), but it is usually neglected during the grammar school. When a boy reaches the State school, where much work tendency to become an inconsequential subject rather than the most important of methods. This may be partly because the time during which the State school is available for the natural conclusion of a liberal education, whereas the majority of children whose ability is average and who will earn their living with their hands and, in fact, may be said, to think with their hands, should be educated largely on the lines of actively doing things, through a straight-out appeal to their instinct for construction.

The connection we submit that the Education Department could render very great assistance towards dealing with the problem of youth unemployment by introducing at an early age mental and general tests for school children for fitness for particular classes of work. In England since the war an increasing amount of attention is being paid to the subject of industrial psychology — the application of tests for fitness for factory workmen. Unemployed boys in Australia are one of the fields of study of psychology seems to have been discussed.

The State provides a stereotyped form of education for children up to a certain age; no account is taken of individual differences in children, and no provision is made for the sub-normal or abnormal child. The reason for this is probably lack of finance, but it has an unfortunate effect in that it tends to encourage the growth of a large class of unskilled labourers, and to force children who are unsuitably educated into dead-end occupations. What is required is not only a curriculum of about two years, but that of young people — that which would have been called a finishing course, but preliminary course would be a more appropriate name — to be devoted to studies which would be of most use to a boy or girl preparing to become a mature member of society.

In lower and intermediate classes, too much attention has been devoted to the requirements of the five per cent, or of primary pupils who will undertake professional studies. It cannot be denied that this has been to the advantage of the 90 per cent, or 95 per cent, who will finish their schooling at the minimum school-leaving age. This position can be remedied to a great extent by the introduction of a school system of grading pupils when they reach the age of, say, 12 or 13 years, whereby these unused for commercial and professional pursuits may be given an opportunity of acquiring prior training in industrial activities for a period of two years. This position can be met with little cost to the State by —

(a) Ending the restrictions which at present bind our system of apprenticeship by the introduction of a system of pre-apprenticeship in factories and industrial institutions. This would be of great assistance to industry, would give youths an opportunity of ascertaining their suitability or otherwise for the particular work upon which they were embarking, and open up channels of employment which at present are closed to many willing youths, who are not permitted ready access to the industrial system to learn trades in industries where there already are the requisite number of apprentices allowed under the Act. Many unemployed youths are day remain in the gap between leaving school at 14 and the plunge into the business of life has become so wide that ambition and the desire to work are lost. In this way, many possibly good workers enter the industry because industry was prevented by legislation from giving them a chance to learn.
(b) The extension of our present system of farm-training schools such as exist at Murrak and Narrogin, particularly to the closely settled South-West and dairying districts.

(c) By the enrolment and registration of approved farmers willing to undertake the training of youths under a system of apprenticeship, statutory payments to be made to them on a sliding scale according to the length of service and type of work undertaken, the period not to exceed two years, and to be governed by suitable working conditions for the protection of the youths being apprenticed.

(d) By the introduction of training schools for domestics throughout the State in public schools, and/or alternatively the introduction of a system of apprenticeship to approved employers who would be registered with a central bureau, such apprenticeships to cover a period of two years, and be governed by wage conditions according to the period of service or proof of efficiency. The introduction of such a system governing domestics would open up a wider avenue of employment, and, inasmuch as the system would be under some control, would have an important bearing upon improving the conditions of employment which exist in many homes where domestics are employed at present. The training of domestics under such a system of apprenticeship would relieve the State of a good deal of expenditure and have a very beneficial effect upon the lives of many young girls who leave school untrained for any branch of domestic service, and without the prospect of finding congenial employment under suitable conditions.

5. If information as to the extent of unemployment among youth is obtained by means of a census, it would appear to be advisable to follow up the taking of the census by the establishment by the Government of a youth employment bureau to act as a co-ordinating body between employers, trade unions, apprenticeship boards (if established), and the Education Department and unemployed youths. Such an organisation could undertake to adjust the supply of labour to the demand and keep statistical records of the rate of absorption of youths in particular industries, the proportion of youths available for specialisation, and the variation of conditions of employment in primary and secondary industries. Such an organisation exists in the Boys' Employment League, a body which has undoubtedly done valuable work since it was established. It is difficult for those who know of the work of the league to understand why the league has not received a greater measure of support from the Government or from the State Government, and in particular from the trustees of the Jubilee Fund. The officers and staff available for the work of the league have been inadequate, and the surroundings in which the work of the league is now being carried on must have a depressing effect upon youths seeking employment.

Without venturing into the realm of party politics, we would like to call attention to the apparent indifference of Governments in Australia during the past two decades to the problem of youth employment. This is remarkable in a country of democratic Governments where the conditions of employment are among the highest and most regulated in the world. But the fact that the Australian system of industrial arbitration and Australian industrial legislation is the most highly developed in the world may have tended to encourage among our legislators a feeling that such a system and such legislation is sacrosanct and not to be amended, in spite of the fact that changing economic conditions and increasing mechanisation of industry may require this to be done. This conservatism may be explained by the tremendous struggle on the part of the workers extending over many years to obtain better conditions of employment, but it cannot be justified if it maintains a privileged class in employment at the expense of those youths who are the citizens of to-morrow.

During the depression years the young unmarried man who was unemployed received an allowance barely sufficient to provide an existence, and unemployed youths received practically no assistance at all. While appreciating the financial difficulties of the Government, such neglect must have left on youths at their most impressionable age a feeling of hopelessness, and in many of them stifled any desire to help themselves. Such governmental attitude is in marked contrast to that of what may be styled totalitarian States—Germany, Italy, Russia, towards the youth of those countries. Those Governments realised that the peace and prosperity of their countries depended on their future existence on the youth of to-day, and they concentrate on dealing with problems of youth employment, youth training, and youth leadership.

We are not suggesting that a system of government based on dictatorship is preferable to a democratic government, but the apparent growing indifference of young people in Australia towards politics and problem of government may perhaps be traced to the reluctance of our Governments to deal adequately with the problem of youth employment.

While admitting that, through no fault of their own, a proportion of our youths may be unemployable, as in every country, however prosperous, the youth of this State are probably more physically fit than and as mentally alert as those in any other country.

The Commission adjourned.

WEDNESDAY, 16th JUNE, 1937

A. A. WOLFF, Esq., K.C., Commissioner.

JOHN WHIFFING RICHMOND BROADFOOT, Chief Mechanical Engineer, W.A. Government Railways, sworn and examined:

2497. By the COMMISSIONER: How long have you occupied your present position?—About 10 years. Prior to that I was works manager at the Midland Junction workshops. Before that I was assistant works manager at Pinjarra.

2498. Your work has given you opportunities to observe the training of apprentices at the Midland Junction workshops?—Yes.

2499. You have prepared a statement?—The statement is as follows:—

Under the conditions existing at present it is impossible to do any large amount of work at the Midland Junction workshops. The work at present is due entirely to the orders received from the Government for the supply of goods to the Western Australian Railways. The work consists of the manufacture of carriages and wagons and locomotives and cars for the Trans-Australian Railway. The work is not only confined to the construction of new carriages and wagons but also includes the repair and maintenance of the fleet of carriages and wagons.
4. Character: Each youth is required to supply three original testimonials of character.

5. Medical examination: Before appointment every youth is examined.

2500. Is the medical examination a strict one?—It is fairly strict. It is made either by our own medical officer or with the medical officer in the locality from which the apprentice comes.

2501. The examination would reveal defects of movement, physical defects, etc.?—Yes, even to a minor degree.

Selection board for apprentices: When apprentices are required applications are invited through the Press. After preliminary checking of applicants, recognizing about a month, all youths who comply with the regulations are summoned before the selection board, free passes over the Government Railways are granted, and on the selection board, one for each trade, comprising a chairman appointed by the Commissioner of Railways, the foreman of the trade concerned, and a representative tradesman appointed by the union concerned, interviews each applicant and selects the number required. Selected youths are informed by letter that they have been included in the list of selected applicants and are subsequently started as required, provided they do not attain the age of 17 years. To emphasize that boys do not always take up the calling for which they are best suited, it may be noted that at the 1950 meeting of the selection board—

119 boys applied for one trade only.
48 boys applied for two trades.
42 boys applied for three trades.
22 boys applied for four trades.
4 boys applied for five trades.
2 boys applied for six trades.
3 boys applied for eight trades.
13 boys applied for nine trades.
2 boys applied for ten trades.

Thus, for 299 boys, 969 interviews had been given by the board, a month being occupied in this way.

2502. When you say three boys applied for eight trades, do you mean that they put in for any one of these eight trades?—Yes. Probably we required only 30 or 40 boys altogether.

It is obvious that the main objective of the majority of the applicants is to obtain work in any direction rather than in one particular calling. The chairman of the staff selection board considers that one examination for each youth before a fully constituted board, consisting of representatives of the Commissioner of Railways and the union, is sufficient. On the results of this examination the youth, if satisfactory, is allotted to the trade for which in the opinion of the board he is most adapted. Of this I am entirely in favour.

2503. How long does the examination last?—From six months to a quarter of a hour.

2504. Do you think one examination of each youth is sufficient?—Prior to bringing a boy before the board we have examined all his papers, and the documentary evidence, and to his educational qualifications, character and physique. The board merely puts him through a riding voice examination, bringing forward subjects of everyday interest to see in what direction the boy's intelligence and capabilities lie, and as a test of his general knowledge.

Educational Standard.—This, in my opinion, should be the seventh standard for all apprentices. The Government provide free education at schools, and continuation classes for those youths, and provides for those boys who are engaged in continuous employment under good conditions, and should be entitled to employ all that helps the best boys available. I am satisfied that the seventh standard is not too high for all apprentices.

Employment of Apprentices.—Provided a selected youth passes the departmental medical examination, he is started, and is immediately registered with the Arbitration Court as a 'paid apprentice'.

In the shop the youth is placed with a tradesman. His progress, aptitude, conduct and attention are noted by the leading tradesman in the workshop, and of the particular section of the work, and at the expiration of three months a report is submitted regarding his suitability for apprenticeship. If this is satisfactory the court is notified that the youth has completed the probation period, and the indenture papers are prepared.

2505. It is said that the boys are on their best behaviour during the probation period; and the incident is shaken off a bit—I have no doubt that such is the case. However, it does not apply only to boys. Any man who is engaged knows that he is on probation and is being watched carefully. As with the boy, if an adult employee engaged, a report is issued on general suitability and conduct after he has been in the shop for a month. As the result of long experience with men and boys, I am convinced that during that period they are watching themselves very closely.

It has not been found generally that boys give less attention once they are apprenticed.

I am speaking from my own personal observation, but perhaps I see the boys at their best. I speak now just as I would do in ordinary circumstances.

Workshops Training.—Throughout his term of apprenticeship the apprentice passes from phase to phase of the trade, conditional on satisfactory progress, and every facility is given him to become an efficient tradesman. His progress is the subject of reports submitted every quarter, and at the end of each year a special report is made regarding his practical work.

The apprentices fitters, boilermakers, coppersmelters, and blacksmiths in their fifth year are given instruction in oxy and electric welding.

Apprentices to the plumbing and electrical fitting trades are sent to other branches of the Railways to receive instruction and obtain general experience.

The best of the apprentice fitters are exchanged with the Fremantle Harbour Trust, and are also given six months' running-shed training when possible.

2506. At what stage are they exchanged?—Generally about the fourth or fifth year.

2507. And you exchange them with fourth or fifth year Harbour apprentices?—Yes. At least I consider that they would be on their best behaviour, I speak now just as I would do in ordinary circumstances.

Technical School Instruction.—I refer to the syllabus attached to this statement.

With the commencement of his practical work, the apprentice also begins his course of instruction at the Technical School. This is given him on one of the days of the week during working hours, and at the expense of the Railway Department. At the commencement of this training the officer in charge at the Midland Junction Technical School determines the class the apprentice shall attend, based on educational qualifications prior to his entry into the workshops. Thereafter the progress through the classes is dependent upon the result of the annual examinations and the amount of diligence and interest shown.

The apprentice's work is reported upon each term, and an annual examination on the technical instruction is conducted.

Advanced apprentices are given opportunity to increase their knowledge; and, in addition to the advanced classes at Perth dealing with engineering subjects, there are classes as "Building Construction", "Iron and Steel Building", "Painting", "Wire Drawing", and electrical fitting trades for electrical engineering apprentices, and plumbing and sheet metal working classes for plumbers, fitters, and coppermith apprentices. The foregoing classes are attended by apprentices concerned who pass Grade III.
Apprentice's progress—Workshops practical work.

Generally, the apprentice's progress in the practical work has been reported by the workshops instructors as satisfactory.

From the records at the 31st December, 1935, two apprentices were reported as not giving satisfaction in their practical work, and in addition having failed in school examinations for two years in succession.

There is generally, I find, a reluctance on the part of the leading tradesmen to report adversely upon the work of the apprentices in respect of practical work and general behaviour in the workshops.

2505. How are you going to obtain a better system of grading reports on the work and conduct of apprentices?—I can only rely on the persuasion exerted by myself, the works manager, and others immediately in charge of the boys. That is the way I am doing.

2506. You must admit that you are not getting correct reports about some of the boys?—I judge that on this fact. We are carrying 500 boys, and have been doing so for a great number of years now. To me it is impossible to believe that every one of those boys is everything he should be. I know we have had boys occasionally reported for bad conduct, but it is very rarely I receive a report on a boy's craftsmanship. I can hardly credit that the result is absolutely correct.

My reason for saying so is that perhaps some time after the holidays his apprenticeship period leads the workshops, and then wanted to come back, an adverse report has been given. That, to my mind, indicates that the boy did not get all satisfaction during his course of his training.

2510. Can you suggest any better system of getting reports on apprentices?—Only to induce those immediately in charge of the boys to give absolutely correct opinions on the boys.

2511. That scheme has not proved altogether satisfactory. The position is very difficult. I have come cross with others on this question, but the solution that has been mentioned is the only solution of the trouble that I can see. Those immediately in charge of the boys must realise their responsibilities. If a boy is backbreaking or is badly behaved, then the interests of the boy himself those in charge of him should immediately report that fact to the management, who would take any action considered necessary.

2512. Do you keep shop tickets for the boys?—We do not.

2513. Would it be practicable to do so?—Without giving the matter further consideration, I cannot say whether it would be advantageous or not. By 'shop tickets' do you mean the chart which the boys take on a job, or the sort of job he makes of it?

2514. Both the time he takes and the foreman's opinion on the way the job is turned out, whether any materials were wasted whilst the job was a batch or a success?—They should enter in their ordinary reports a mention of anything of that sort which comes under their notice.

2515. But particular jobs are not ticked so far as apprentices are concerned?—That would be difficult, because the apprentices are shifted from job to job daily, and with tradesmen for perhaps three years, the tradesman doing the important work and the apprentice doing the work of minor importance. In the machine shop it would be more easily picked up, and from that shop reports have been occasionally received that an apprentice has spoilt a job. However, we do not expect every piece of work turned out by an apprentice to be perfect.

2516. I quite realise that. If you know what a boy was doing from day to day and had a record of his work, you could in the best position then to judge. Yes. Something of that sort might be devised for keeping in closer touch with the individual apprentice's work.

2517. Do the journeymen have job tickets, have they not?—They have works orders. The apprentice works to the works order also. We know that a ticket is for one part to an engine, but we do not particularise each individual piece of the engine. We would perhaps a works order for the boiler, or for the troller, or for the engine generally, but not for each individual part of the engine. Any of the engines would come under the works order which is a separate order.

2518. The person doing the work does not write on a card just exactly what he has done and the time he has spent on the job?—No, We rely on supervision for that.

Apprentice School Examinations.—The position in regard to the results achieved by apprentices in regard to the educational side of their training is not entirely satisfactory. For a number of years warnings have been sent to the apprentices and that partly fails, but generally these warnings appear to have little effect.

In many cases it is considered that the apprentices concerned have reached the limit of their ability to derive benefit from any further instruction.

Summary of Examinations during past Five Years.

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<tr>
<th>Year</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
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<th>1936</th>
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<tr>
<td>Pass</td>
<td>86</td>
<td>66</td>
<td>106</td>
<td>93</td>
<td>147</td>
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<td>Failed</td>
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All those with unsatisfactory results were dealt with; that is, giving the boy his notice to leave.

In the 1935 examination, of the 59 who failed in both subjects, five were failures for the second consecutive year. This was reported to the Court, who decided 'that the term of apprenticeship be extended six months, and that the period during which payment of rates shall be extended six months; for the years of service to amount as from the expiration of such six months.'

2519. There is a large percentage of failure?—That is what I meant by saying that the position was entirely unsatisfactory.

2520. You have had more failures than passes?—No. In 1936, 50 failed in all subjects.

2521. Does that mean that the apprentices in question have to go for instruction during the department's time in this extended period?—Yes, and that their period of apprenticeship is also extended.

2522. What do you think of that?—That a penalty of some sort should be enacted, and that perhaps the method which would have the greatest effect on the boys would be to make them serve a longer term and to curtail their increases in wages, but sometimes they serve the longer term, and naturally get the increase in wages.

2523. It does look as though you are paying for their failures?—It does, but we wanted to be fair to the boys as well as to the department.

In the November 1936 examinations, 50 apprentices failed in all subjects, 18 of those having failed two or more years in succession. Those youths were asked for explanations, and have been reported for action.

2524. When were they reported?—Their cases are now in the hands of the Commissioner.

2525. Does the youth who fails his examinations show signs of making a good machinist or tradesman?—I know of a number of instances, which I can personally vouch for, of boys who were not bright at their class work, but were good tradesmen. Naturally there is reluctance to report adversely against them.

2526. As a general proposition, do you find that the boys who fail at examinations is usually not good at any rate, indifferent at best, at the bench?—I cannot say that definitely. It is my personal opinion that the boy who is good—I do not say brilliant in the educational side makes the better tradesman. Speaking from the experience we have had in our own workshops, I can say that boys who have maintained their educational standard both after leaving school or college and after completing their term of apprenticeship with us, have turned out to be the best men, and who are occupying positions to-day either in our own branches or in other parts of the industry of the world.

2527. You referred just now to the class of boy who failed to pass his examinations but showed adaptability at the bench. Speaking again of that particular boy in the last in that category anything out of the ordinary?—No, he would make an average tradesman. He works with his hands purely and simply, and probably has not the brain power to make his head count his hands.
2528. So it comes to this, that there is a class of boys that cannot pass examinations or has difficulty in doing so only make an average tradesman—Yes. With regard to pre-vocational training I have the following observations to make—

Of 325 apprentices now employed, 112 (34.8 per cent.) received pre-vocational training and the balance of 213 had no such training. Of the 50 apprentices previously mentioned who failed in the 1936 examinations, 13 had received pre-vocational training.

Youths with Youths with pre- vocational vocational training training.

Presented themselves for ex-amination in 1936... 107 26 Failed examination... 15 37 Percentage failed... 12.1 18.3

On the other hand, as an instance of what can be achieved by some boys, it is mentioned that at the 1936 annual apprentices' examination, 97 apprentices passed with credit, eight of whom obtained double or more credits.

The following details are included in my statement in order to show you just exactly what these lads achieved:

One Youth:
Mechanics and Heat, 81 per cent., credit.
Engineering Math's, 86 per cent., credit.
Practical Math's, I, 78 per cent., credit.
Engineering Physics, 80 per cent., credit.
Engineering Chemistry, 78 per cent., credit.
Mechanical Drawing II, pass.

One Youth:
Applied Mechanics I, 75 per cent., credit.
Applied Mechanics II, 90 per cent., pass.
Technical Engineering I, 75 per cent., credit.
Mechanical Drawing III, pass.
Engineering Physics, 80 per cent., credit.
Engineering Chemistry, 83 per cent., credit.

One Youth:
Mechanical Engineering I, 77 per cent., credit.
Engineering Physics, 80 per cent., credit.
Practical Math's, II, 55 per cent., pass.

One Youth:
Elementary Math's, 80 per cent., credit.
Geometry and Shop's Drawing, credit.

One Youth:
Elementary Math's, 75 per cent., credit.
Geometry and Workshops Drawing, credit.
Trade Math's, 55 per cent., pass.

One Youth:
Elementary Math's, 75 per cent., credit.
Geometry and Workshops Drawing, credit.
Trade Math's, 83 per cent., credit.

One Youth:
Engineering Drawing, 75 per cent., credit.
Engineering Math's, I, 90 per cent., credit.

One Youth:
Mechanics and Heat, 84 per cent., credit.
Engineering Math's, II, 85 per cent., credit.
Practical Math's, I, 80 per cent., credit.

Additional Education.

I am of opinion that it should be compulsory for apprentices to attend night classes at the Technical School for at least three hours per week in his own time and at his own expense.

2539. At the present time they do attend for two or three hours—And they have three or four hours with us during the department's time. It is optional for them to go to night school.

2540. But I thought special classes were provided for those—We send the highest class boy to Perth.

2541. But it is optional as to whether the boys go to night school—Yes, we have no authority over them regarding their attendance at night school.

Advisability of Giving Practical Encouragement to Efficient Boys.

I am of opinion that only those youths who satisfactorily pass their examinations during the first three years of apprenticeship should be given further technical instruction. Boys with satisfactory results should be sent to advanced classes and given extra time for this purpose. I would like to see some practical scheme introduced whereby specially suitable apprentices would be given opportunity to attend University classes at the department's expense. It is in this direction that I consider the better boys should be rewarded.

2542. What do you think of a bonus on the salary that otherwise would be payable, say, a 15 or 10 per cent. increase?—No, I think the boys are well enough paid as it is. We would rather see the boy given an opportunity to extend his education rather than deal with the matter on a cash basis. I think it would be better for the boy.

Penalty for Bad Conduct.

On the other hand, in order to deal with those apprentices who continue to be unsatisfactory, I consider there should be greater latitude given to the Department to inflict penalties on those whose adverse reports at work or at classes have been received.

2533. What percentage of boys employed as apprentices would come within that category?—A fairly low percentage. It would be too bad if a boy should be given out before I could answer that question definitely.

2534. If you had proper reports on the boys, the percentage might be higher—Yes, that is so.

Apprentices Employed.

The number total of apprentices employed in the workshops is as follows:—

Blacksmiths... 36 Moulders... 17
Boilermakers... 49 Plumbers... 10
Car and Wagon- builders... 60 Patternmakers... 8
builders... 60 Plumbers... 8
Coppersmiths... 5 Tinsmiths... 10
Fitters... 87 Trimmers... 8
Machinists... 20 Turners... 33
Watch and Clock Rep- pairs... 1 Total... 317

2535. You have one apprentice to watch and clock repairing. To whom is the lad apprenticed?—To a watchmaker.

2536. What Arbitration Court award covers his apprenticeship?—The Amalgamated Engineering Union looks after the lad; he comes under their award.

2537. Then the watch and clock repairer comes under the laineworking industry?—Yes, with us. Special provision is made for him in our award. We have between 2,000 and 3,000 clocks and watches in the department and the watchmaker is one of the departmental workmen. Every guard, driver, and so forth has a watch, and it is a big job overhauling the watches and clocks in connection with the railway service.

In addition the following apprentice fitters are at 'stations:—

Electric Running Shed... 1
East Perth Running Shed... 2
Northam Running Shed... 1
Train Electric Light Inspector... 1
Total... 5

2538. What opportunity do those boys have to get into the Midland Workshops?—These are the boys I previously mentioned as having been selected on account of their showing greater interest in their work, and been rewarded by giving them six months training in actual running or on engines in the running sheds.

Number of Apprentices under Leading Tradesmen.

<table>
<thead>
<tr>
<th>Trade</th>
<th>No. of Leading Tradesmen</th>
<th>No. of Apprentices under each</th>
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</thead>
<tbody>
<tr>
<td>Apprentices Fitter</td>
<td>85</td>
<td>14</td>
</tr>
<tr>
<td>Car and Wagon-</td>
<td>Car and Wagon-</td>
<td>15</td>
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<tr>
<td>builders</td>
<td>builders</td>
<td>17</td>
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<td>Blacksmiths</td>
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<td>Moulders</td>
<td>Moulders</td>
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<td>Patternmakers</td>
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<tr>
<td>Tinsmiths</td>
<td>Tinsmiths</td>
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<tr>
<td>Plumbers</td>
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<tr>
<td>Painters</td>
<td>Painters</td>
<td>10</td>
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<tr>
<td>Turners</td>
<td>Turners</td>
<td>35</td>
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<tr>
<td>Machinists</td>
<td>Machinists</td>
<td>29</td>
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<td>Drawing Office</td>
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2553. Yes, on a conciliation basis—Yes, I think such a board would do good work, subject to the fact that it did 50 or 60 things in every direction. We must have a limit.

2564. But each side would watch the other. You would not like to see watered down all the regulations that have been built up to prevent the exploitation of junior labour. That is what you mean—that is what I was driving at. I think such a board might be available to deal with cases such as those which have been mentioned, or at any rate, that completes my evidence as far as apprentices are concerned. My statement continues—

Unapprenticed Youths.—Another important phase of youth employment is the unapprenticed boy or junior worker. At the Midland Junction Workshops 44 junior workers are employed at present, as shown—

Turning Shop—
One on general work.
Four on duplicate and fish bolts.
Blacksmith Shop—
Thirteen on hammer-driving, etc.
Boiler Shop—
One on hammer-driving.
Seventeen on general work (heating rivets, etc.).
Coppersmith Shop—
One on making lead seals.
Track Equipment Shop—
One on general work.
Car and Wagon Shop—
One on ground work.
One on tarpaulin shop repairing lubricator pads.

Electrical Shop—
One on general work.

General Office, etc.—The Arbitration Court awards only permit boys for the following:

Rivet boys.
Powder hammer boys.
Helping apprentices blacksmiths.
Cleaning and sweeping shops.
Messenger boys.
Gathering bolts and rivets and screws, etc., which have been dropped by tradesmen.
Assisting in tool shop.
Netting bolts.
Sorting, bagging and weighing bolts and nuts, rivets, and spikes.

Holding up rivets up to half-inch in diameter (provided the junior is not under 16 years of age).

Assisting lauders in daubing ladles.
Operating belt and spike finishing machine.
Operating painting machines.
Operating lag and burring machine.
Operating nut tapping machines.

The whole of that is particularly light work. There is nothing of a laborious or heavy nature about it. My statement continues—

But there are many instances where they can safely be engaged on duties that are performed no more efficiently by adults. Apprentices coppersmiths would be well served by a junior worker, but an adult has to be employed to assist an apprentice coppersmith. In the blacksmith's shop junior workers work to a limited extent with apprentice blacksmiths as strikers, and thus receive training enabling them to become adult strikers upon reaching the age of 21. Similarly, in the boilermakers' shop, starting as rivet boys they work with apprentices boilermakers and receive training, ultimately becoming boilermakers' assistants. This practice, I consider, could be extended, and a greater number of juniors employed on work well within their capacity.

I want it to be clearly understood that I am no exploiter of youth labour, but I think our own boys who had not the opportunity to become tradesmen should be taught what might be called the unskilled callings, as far as we can do it. But there are many instances where such a boy would prefer the calling. Now that a boy has been doing only light work while they were fully capable of doing a much greater variety of work in their own interests.

2556. Then you consider there is an opening for the absorption of this class of labour?—Yes, I do. If the times were such that we could not absorb them, the boys nevertheless would have received some sort of training which would enable them to compete with our apprentices.

2557. Have you ever brought forward this matter to the Court?—On the occasion when we did bring it forward, we asked for a great deal more than we obtained.

2558. But you got some concessions?—Yes, they are set out in paragraph 5.

2559. That was the first time these concessions were granted?—Yes. That was some years ago, 1928.

2560. The award is to be reviewed shortly?—Yes, it is under discussion now. My statement continues—

The following shows the number of junior workers employed for the past 10 years.

Number of Junior Workers:
1925 1926 1927 1928 1929 1930 1931 1932 1933 1934
59 53 83 98 84 44 44 44 44 44

This shows that we have fewer junior workers to-day than we had 10 years ago.

2561. Why do you not take on some more?—We have all that we can keep fully employed. We have not the work for them. My statement continues—

Except during the period of acute depression, all of these boys are absorbed into the workshops as adults, replacing losses through retirements. Boys with Workshop experience would be preferred to men from other callings for many of the vacancies, provided they could be given proper and adequate training for the unskilled callings. Generally, however, the Midland Junction workshops require a large percentage of tradesmen and skilled workers.

2562. You also submit a number of forms used in regard to apprentices?—Yes. (Exhibit 46.)

2563. You have filed in those forms with fictitious names, but I take it they represent actual cases?—Yes.

2564. Take the educational report which is divided into years. In the first year there is very little comment to make. In the second year engineering mathematics 25 per cent. That means the boy obtained only 25 per cent.—Yes.

2565. You consider that a poor result?—Yes.

2566. And the next year he got 65 per cent, and for engineering and drawing 70 per cent.—That is just a pass.

2567. In 1925 he got four per cent. in mechanics and heat, 15 per cent. in engineering mathematics and four per cent. in practical mathematics—that is so.

2568. That is an appalling result—it is. This is the type of case I should like to have the boys deal with quickly without going to the Arbitration Court. That boy was taken up after his second year. In the third year he was all right, and no objection could be raised to his continuation.

2569. In the fourth year he got only four per cent. in mechanics and heat—Evidently he was showing no interest or had no aptitude. You can see from the Technical School instructors' reports that in the year 1928 he gradually went down hill, although he came to light in the second and third term.

2570. Take 1932. The boy was classified as fair in the third term, but look at the results—ten per cent. for engineering mathematics and 15 per cent. for mechanics and heat. I should describe it as a rotten result—that is the type of boy I wish to be able to drop entirely. He is not doing himself any good and the fact of his being in the class makes him a menace to the others.

2571. You describe him as an outlaw. What about his conduct report?—His school conduct report was satisfactory and he was satisfactory throughout in his workshop training.

2572. In his last year he finished up well—conduct good, knowledge good, aptitude good, industry good, progress good—I do not object to a boy having a bit of the devil in him. As a matter of fact I like it.
2597. If apprentices are not being trained, where are you going to recruit your artisans?—We blame the building laws and contracts. The sole cause of the existence of the Apprentice Board was the fact that an Apprentice Board was formed, we had a system whereby a boy was apprenticed through the union, and then the contractors were in a minority as far as taking apprentices was concerned. The building oath and other paper work filled the book. The board resigned, and the contractors obtained exemption from having apprentices. That was in 1895. We have always maintained that the contractor is the man responsible for taking an apprentice. We contend that the contractor, whether he has the continuity of work or not, should be responsible for the employment of the boy. The Apprentice Board is responsible and very sympathetic. However, many of the employers had no work and could not afford to keep the boys going, and so secured exemption. Now a contractor has the privilege of transferring a boy to another contractor if he himself has not sufficient work for the lad to do. I am not in favour of that; I would rather have it that the contractor should be able to find that boy, as it were, to another contractor who himself had further work to do. I am broadminded, and consider contractors should have a fair go, just as well as the apprentices. If a boy has served two years of his apprenticeship and, because his employer has no work, he transfers the lad to someone else, the lad does not go back to his original employer. Yet that original employer has trained a boy for two years, and is in the worst period. We shut our eyes when a boy is on loan to another contractor. I really think that is what should take place, and every contractor has an apprentice, whether he had continuity of work or not. Both bricklayers and contractors have always been sympathetic to the boys, but out of 80 returned soldier apprentices only 20 have turned out and are in business.

2598. What becomes of the remaining 60?—They simply drifted away.

2599. They did not enter the trade?—Some did, but they were too old to make bricklayers although some of the older men turned out to be first-class tradesmen. They had to go through the three-year period, and those who were specially interested in their work came out well, and those who took no interest at all went back. Several of the successful ones are now foremen on big contracts. But we are not in favour of that system. A trainee who has had only three years is useless until an impraver, and the worker beside him will have him "scooted." If I may use a common expression. The "headshanty" bricklayer believes in giving first-class quality, not quantity. I, as an old bricklayer, do not believe in quantity; I believe in turning out a first-class job that will remain a monument. A trainee under the conditions I have just mentioned will remain with that company, and an apprentice who is serving his time with a bricklayer receives sympathetic consideration from the bricklayer. Either, the bricklayer wants him. We have sons to train, and we have had to keep the workers. Now I do not know how we are going to get on. Only within the last six weeks we have had a ballot of members, and the result of that ballot was that the 180 bricklayers voted for the abolition of apprentices. We are now approaching the building contractors with a view to the abolition of apprentices.

2600. Do you think that will have a salutary effect with regard to the taking of apprentices?—Yes, because the 180 bricklayers have more apprentices now than the contractors have.

2601. I suppose a few sneak in as improvers.—Yes. During the boom period, 1920 to 1923, we had 600 bricklayers and could not get the supply. The contractors then started to encourage bricklayers to come here from the Eastern States. In all the Eastern States there are improvements. Even now we have a man who was a representative of this country in South Australia. He stated at that time that if a labourer came on to a job and asked for work as a bricklayer, the foreman would say to him, "Do you know how to lay bricks," and that he could, he was told, "Go and get a trowel and make a start." We are compelled, before we can register to accept a clearance from the Bricklayers' Unions through the Final Settlement. The wages were 25c. and 30c. a day men came seeking here from the other States on clearance. That is a well-paid rate, but my own union has been trying to get it up.
why we have such a lot of data in our union, and that is why we do not like junior business.

We do want good trade unions, and, in our estimation, the apprentices is the only solution. The Apprenticeship Board should have more power to compel each firm within its field to belong to an Association of apprentices, or to take an apprentice. There are some contractors who have continuity of work, and it is good business to employ apprentices.

Some contractors have put too much money in the bank, and we have had two or three ballots of the members.

We know of no other place in Australia where the work is so good.—Serious five per cent. of our members are pieceworkers. I really think that if every contractor were compelled to take a boy, we would have many more apprentices.

And the others would have to go out—they are only a nuisance, and I am ashamed to have to acknowledge their work. We do not want that with junior labour; we want to carry on work of which a bricklayer may be proud. We are encouraging apprenticeship in every possible way. When trainees were in vogue, I was an inspector, and I gave them all the encouragement I possibly could. We mainly got the bricklayers who carried the trainees on their backs, and taught them.

At the present time most of the pieceworkers have arisen from the unions brought here from the Eastern States. If these men were put on to a "dinkum" class of work, they could not do it.

Then to ask them to train boys would be asking the blind to—"The same.

With regard to the behaviour of lads under indenture, do you find that as a whole the boys are satisfactorily behaved?—Yes.

Do you think that the method of dealing with them through the board existing at present is satisfactory?—Absolutely.

At the present time, if it is desired to cancel a boy's indentures on account of unsatisfactory conduct, you would go to the court?—No, to the board.

Your board has power to cancel indentures?—Yes.

Are you satisfied that there is no delay when applications come before the board?—Yes.

The board deals with them expeditiously?—Yes.

I suppose you have noticed the technical instruction given to these boys?—Yes, and I regard it as very satisfactory. Some of our apprentices from that source are wonderful tradesmen, and splendid draftsmen. I have one who draws plans for the jerry-builders as well as doing his own work. The system at the Technical College is a helpful one. The union suggests that not only should the technical part of the work be taught to the boys, but that after they have drawn plans they should have to proceed to their plans. That is being done with considerable success. Some of the work carried out by boys from one year of training upwards is wonderful. They get a remarkable insight into the building trade. I believe that our architects will yet get away from the Spanish idea, and return to true bricklaying.

At present too little attention is paid to true bricklaying. Mr. Stevens, the instructor, believes that the better class of work will come into its own again. The boys are taught the technical work and then go outside and do practical brickwork. That is one of the best educations they could possibly have, and for this reason the union believes in it.

I think he is there for life. Another has turned out a wonderful tradesman, and is able to teach men who have been at the trade for 30 years. I have nothing but good to say of the school training.

You have always found the school willing to listen to suggestions from the board?—Yes. Mr. Stevens is exactly the right man for the position. He has a way of making the boys treated fairly; he never allows them to treat the boys. When he first started he had a rough school, but he has handled the boys so that they have come to respect him, and he is respected in turn.

He is a gentleman. He has had many trials. He has turned out many first-class men. A gentleman I know of sent for my son who advised him about a fireplace, but my son was able to design it for him. That is the sort of advice required, and you help sticking up the apprenticeship system.

2615. The brickwork of St. George's College appears to be very good.—Yes.

2616. Where did the journeymen come from who did that work?—We all come from different places in the early days.

2617. Where did those in charge of the work come from?—They were local men. I have only praise to offer of Mr. Armitz. He has given all the boys who passed through his hands a really good education. He has had only the best artisans to teach them, and not one boy has turned out a failure. The same can be said of Mr. Fairweather. His are all local men. Architects in this State seem to us to have been always quite as good as those who come from the other States. We have some of the best men in the world here, men who would put imported artisans in the shade. We have done a lot of fine work myself. I know that our men can do wonderful work in the building of big stacks. In the Eumbar stack you will see the best stack ever built in this State, and it was built by our own men. There is a lad who was apprenticed—and now out of his time—employed on that job. If you want to see the class of work our apprentices are doing you have only to look at that job. One particular apprentices there was taught by Mr. Brine.

As a result of the ballot, I want you to take it you will approve the Court for an alteration in the award?—We have an agreement with the builders and contractors, who are in favour of doing away with piecework. I do not know how we shall get Parliament to give power to the board to make contractors take these boys. I cannot excuse them for their neglect. I am not running down all contractors. Some of them have done their share, but not the majority.

HUBERT EDWIN WHITFIELD, B.A., B.B., Vice-Chancellor, University of Western Australia, sworn and examined.

2620. You are aware of the various heads of my Commission, and you have prepared some notes?—Yes. My notes read:—

The special relationship of the University in regard to unemployment arises (a) in connection with its function as a training ground for certain kinds of work, say law, medicine, and engineering, and (b) in connection with the problem of raising and maintaining the standards of knowledge throughout the community, and the relation of the University to the problem of adjusting itself to new conditions of industry and commerce.

With regard to (b) one can only speak in generalities, but one may point out that in the United States of America there is roughly one "college student" for every 125 of the population.

The report of the University Grants Committee, England, gives the following figures relating to other countries. The next country to the U.S.A. is Switzerland, with one student to 387 of the population; then France with one to 480; Sweden one to 545; Holland one to 573; Germany one to 604; Italy one to 808.

With regard to British communities the figures are:—Scotland one to 735; Wales one to 741; England one to 1,013. These are full-time students, not part-time students. In our University this year we had on the 1st April there has been a slight increase, and the number of students, of whom 391 were full-time. So that our figures are worse than any of the countries I have quoted in respect of University students to population, showing that we are not overburdened at all in Western Australia. That is just the general point. I do not think we are giving enough general education to the community, and I think the conversion of the Act is desirable in meeting unemployment, because it makes the population more elastic. Well-educated people can adjust themselves to changed conditions.
"Intelligence quotient," less than one-fourth went on to a full secondary education. I think that in England 145 is the figure they adopt. I do not know if you are familiar with the intelligence test methods.

2631. I have a rough idea.—In the English test they found that out of 600,000 who reached the 145 figure, 150,000 only went on to higher education. The others were rejected 'on account of their lack of fitness for the kinds of work which they will then be able to offer.

Sections (a) and (b) cannot be distinguished altogether, but can be distinguished to some extent. Thus the individuals to this purpose, it is commonly found that the costs, both direct and incidental, often rule out certain persons who otherwise satisfy the competency which is necessary to make University training worth while. These barriers are probably less important in this State than in many other countries, partly on account of the absence of University fees, and partly on account of the existence of certain scholarships and bursaries; but experience suggests that there are still a sufficient number of persons whose barriers do exclude.

We do not actually charge lecture fees, although we do charge entrance fees and deposits, and Undergraduates Guild fees which range from £5 to £10 a year. Dependents on the courses the student is taking. In that respect Western Australia is not exceptional because none of the French Universities charge lecture fees. The argument is that if parents wish to keep their children on for a University degree, the State should provide the education. California does not charge lecture fees to Californians, but these fees are extended to students from other States.

In the attached appendices will be found (A) a statement showing the occupations of parents of our present students, and (B) another statement showing the average income of the parents of the Hackett Bursars, who number about 100 each year, and the number of persons dependant on that income. The tables show that most of our students are the children of persons of small means, and the Hackett Bursars come from homes where it is often difficult to allow anyone to go to University instead of going out and earning money to help support the family. One comes across a considerable number of cases where bursaries are not applied for, or are refused when offered, because it is necessary to earn more money than the bursary allowance.

Doubtless there are many more such instances which one does not hear. Only about half those who pass the Leaving Certificate Examination proceed to the University.

The University will have to build for the next 10 or 15 years, and I suggest that we should spread our building program over a period of years, spending so much each year, and give preference on these buildings to those who wish to study at the University. This would mean that a young fellow in the country, or an older man who had long wished to study at the University could say, "I desire to study at the University, and am competent to study." That point, of course, would be a matter of putting a test of some sort on him. If he passed the test, we would give him a certain work which would enable him to keep himself. The work would be either skilled or unskilled, according to his training. Some of the applicants might be persons who had served an apprenticeship or something of that sort. At the present time we are actually giving all the bursaries that we can give out of the fund. There are people who simply cannot go to the University because they have to earn something to help the family budget. It is not merely a matter of maintaining ourselves. There are, I suppose, ten of our bursaries refused by our although they are eligible. The average course we give is about £40, but a considerable number of these people cannot study at the University even with bursaries of £40, £50 or £100, because they have to earn something to help the family as well.

A few years ago intelligence tests were made in England on school children of about 12 years of age. It was found that of the children of high
parents. In Science the position is a little more acute because that course involves training in all full-time work and, as I have pointed out, laboratory charges and the cost of apparatus and books are very expensive. It is quite possible that there is a shortage of first-class scientists, and that point was specially mentioned at the University Conference at Adelaide. We are getting a Commonwealth grant for research work.

2623. Does that shortage of first-class scientists apply to this State?—Yes. It applies to all States.

2624. How could they be absorbed in various industries in this State?—Agriculture is taking quite a lot and the Commonwealth Council of Scientific and Industrial Research has been a considerable employer. Student co-operative societies have received from the Commonwealth a grant of $2,000 for research work. That is post-graduate work, and, of course, we have some good agricultural students whom to trust (hot work). To continue my statement—

This suggestion has a particular relevance in relation to the problem of the young people who missed their opportunity during the depression period. There are, no doubt, several who in the ordinary course of events would then have taken a University training, but in so many of the industries which are vital industries in this State it is probable that some of these would still be able to handle very well the profession of a solicitor or in any other capacity where they have the skills that they have acquired.

2625. If we had a survey undertaken it revealed there were a number of persons in the category you have mentioned—students at the University who were willing to co-operate in assisting these individuals.—Yes. We would probably have to alter our matriculation arrangements and substitute some sort of industrial training and thus give some of these who could do some sort of secondary education opportunity to enter the University. We have some very good students who passed some lower form of matriculation, but that is so.

2626. Some lads sought you out; you did not look for them—that is so.

An acceleration of the inflow of suitable people into the University might be effected by a more liberal provision of scholarships and living grants. Apart from such action it is also desirable that any authority responsible for vocational guidance should be constantly in the mind of the possibilities that exist. The University Department of Education to whom many inquiries are made are very anxious to co-operate in assisting these individuals. We would probably have to alter our matriculation arrangements and substitute some sort of industrial training for those who could not hold up. When I came back I altered the system and we went back to the sandwich system; indeed, to a five-year system, and we have had no trouble since. There was no training at the time, and now we have more mining engineers. The industry is calling for men, and it takes five years to get them a proper training. At present there are many people in that industry with no knowledge at all. My statement continues—

The last suggestion would not necessarily involve any additional expense. It would merely mean the maintenance of a broad outlook on the part of any authority which had the duty of advising young people what they ought to do. If the first suggestion were thought likely to be unduly costly, or if it were unlikely that any authority from whom an inquiry was made would be expected to agree to the direct expenditure of money for such purposes, something of the same purpose might be more indirectly attained by a scheme that would attempt to concentrate the provision of facilities for University training with schemes of wage-paid labour of a different type, and which would assist the University in other directions. There are certain building activities which the University will have to undertake in the near future, and others which it will have to face within, say, the next 15 years, and the urgency of which is not such as to make it impossible, when once begun, they should be completed.

2628. Could you take many more students with your present arrangements?—We have at present a high ratio of students to staff, but in some branches we could take more students. I have figures that will show you the enrolment for the last three years, and from that you can see that the number of Faculty of Arts students is going up, but those attending the Science and Engineering courses are decreasing.
do so, should be offered what, in effect, would be part-time work at standard rates of pay, with the understanding that at the same time they would attend University classes. At the present time we have already prepared the plans of a residential hall for women students. Some money has been collected and, with a little encouragement, a start could be made on the work on the lines suggested. This work could be reserved in whole or in part for those attending the University on a part-time basis.

Suppose someone said, "We will give you pound for pound on this work, if you start on the work and give preference to people who want to attend the University." We could put such people on half-time work, pay them accordingly, and arrange for them to attend the University classes. This scheme would be somewhat similar to the Federal Student Aid Program, instituted in the United States in 1934 as part of the Federal Emergency Relief Administration. For your information I put in this brochure entitled "Federal Student Aid Program," by Fred J. Kelly and John H. McNelly. It is marked "Bulletin 1935, No. 14." (Document handed in.) My statement continues.

Under this scheme grants were made to University students to enable them to give living allowances up to 20 dollars a month to a number of students limited to 15 per cent of the normal enrollment of full-time students. (In our case, to 500 students.) In return for this, the students would do an equivalent amount of "socially desirable" work not less than 20 hours a week. 2632. Would they live at a college? They did it largely in the colleges, but it had to be that the university was not doing in the ordinary way.

2633. These students would be in residence? They would be living close at hand. American universities are not as large as our institutions; they have large boarding houses. That is to be socially desirable work, and a student getting 15 dollars a month—that was the rate actually paid—would have to give in three hours' work to earn 15 dollars a month. They found there was a tremendous demand for this sort of grant. My statement continues.

Ninety-four thousand three hundred and eighty-eight persons were assisted in 1934-35 to study in 4,654 American universities and colleges. The general opinion of the college authorities was that the work of these students was at least equal to that of the other students. The students receiving grants are those who otherwise would be unable to attend the university.

There is an objection to this. Although you could pick out one and say, "You are not at the university, but you can give you a grant," it would mean that some of them would hang back. We have a system dealing with Harvard, for example, we put confidential income tax statements from the Commissioner of Taxation. That, of course, is done with the consent of the taxpayer. If he applies for a Harvard bursary, we send him a form which he sends to the Commissioner for Taxation asking him to supply us with the figures regarding his income. We work out pretty exactly, and we think we can make sure that if we did such a grant system, the people who would benefit by it would be people who could not go to the University, or not without great sacrifice, on the part of their parents. When we go on to make sure that there is no money in the family, my statement continues—

It may be said that those students are difficult to differentiate, but for the last 11 years the University of Western Australia has been granting assistance by means of this scheme. It has elaborated a system of getting confidential income tax statements and other data about the financial position of prospective students. We do this in order to avoid the difficulty for us to pick out the applicants for work who could not attend the University without this help.

I think that is all I have to say, but I put it in, for your information, a report of the University Grants Committee for the period 1929-30 to 1934-35, published by His Majesty's Stationery Office, London.

2634. THE COMMISSIONER: Before you leave, these appear to me to be places where A, B and C will become respectively Exhibit 48, 49 and 50.

THOMAS AUGUSTINE HARTREY, B.A., LL.B.,
President Young Nationalists' League, sworn and examined.

2655. By the COMMISSIONER: I believe that for many years you were school teaching—For 14 years.

2656. You are not teaching at present? No, I have not taught since the end of 1934. I am at present employed as Mr. Charles Greif, solicitor in the Department of Education.

2657. Were you teaching in secondary or primary schools?—In secondary schools, both in this State and in Victoria.

2658. I understand that you were not attached to the Education Department—That is so.

2659. Your league and the National Party have given consideration to the question of unemployment. Have you asked them to determine—Yes, to many aspects of them.

2660. Will you read the evidence you have prepared?

Yes.

I cannot address myself to the purely local aspects of youth employment, without a few preliminary observations upon the question of unemployment in general. As no one seems at all familiar with the work of English universities, I may be allowed to do so.

2661. I gather that this statement is the view of the party?—No, this is my thesis. Later on in my statement I have explained how much is the party's view, and how much is mine. I would not be entitled to say that this officially is the view of the Young Nationalists or of the old Nationalists.

2662. Then how shall I distinguish?—In the concluding paragraphs I have stated what I believe are the views of the party, and by process of elimination, what remains will be mine.

The report of the orthodox economist is that if the poor cannot buy the products of their labour, the rich will, and if the latter cannot consume such products themselves, they will be forced to lend goods to an intermediate class of employers who will use them to create more employment. The fallacy in this argument is in its assumption that the riches of a modern economy consist of goods actually produced. Actually, by far the largest part of the world's greatest fortunes consist, not in goods, but in titles to goods, and in goods; that is to say, we are accustomed to cause goods to be produced on demand. These titles to future production are known as credit, and are hearded and disinfected for the use of owners by banks and other financial agents, including even the humble loan office and pawnshop. Very rarely are they lost, stolen, given away or even leased gratuitously.

It is true that a large part of the wealth which is not represented does come to be created through men being made to an enterprising middle class for establishment or extension of factories or business houses. But such loans are made only where there is an assured prospect of their turning interest as well as principal. Actually, every successful enterprise is driven year by year to produce more and more commodities which he...
community has not the means of purchasing, and to adopt even more fantastic forms of advertising and sales propaganda in an effort to sell them, simply in order that it may pay, over and above the quality of the goods, the cost of labor and raw materials, the dead-weight of tribute imposed by this year's rent, next year's interest, and last year's taxation. Such goods may be made without straw, but they may be made without brickmakers. Under our existing economy the only participants in production who can be dispensed with are the workers. When, therefore, capitalists are prepared to do the work of diminishing sales and fixed overhead, compelled to cut production costs or go out of business, the only reduction in the cost of which they can economize is by the installation of labor-saving machinery. As a class none recognizes more clearly than the employer of labor that this is a serious position, for it still further decreases the number of potential buyers of the very goods they are striving desperately to sell. There, however, no alternative, and unless the capitalist system be the slave of a rival go to the wall. As a consequence, there follows with the fatality of an epidemic one of those cycles or cycles of depression which, according to economists and statisticians, have been occurring with varying degrees of intensity every eight years since the Industrial Revolution. The displacement of labor by machinery and the consequent depression of wages, production becomes unprofitable and slackens off. Mortgages are called up, thereby ruining additional capitalists, and the whole scheme of society is caught in a disastrous vortex. After an interval, the elimination of competition by the extinction of the working-0ff of debts through the agency of the Bankruptcy Court, Government relief work and some form of inflation (whether by public loans or abandonment of the gold standard), through the liberal use of credit, and step by step the community creeps slowly back to normal.

In such an economy the position of wage earners is unenviable indeed. Unfortunately, it can only be alleviated by the number of potential buyers of the goods in which they have not seen fit to pursue in most democratic countries. Alleging, with such semblance of truth, that they are contented by the capitalist system, they remain blind to the fact that their employers are for the most part only a sort of vested and prosperous overclasses, subjected often to greater anxieties and humiliations than themselves, and liable always to be thrust down into the ranks of the impoverished shirkers. It reduces it to competition. In the teeth of competition, to render their appointed tribute to the landlord, the mortgagee and the treasury. By means of such measures much below the industrial agitator and the Arbitration Court. Therefore, the employer is selected to bear the full brunt of the justifiable demands. Thus, wage earners are reduced to the condition of being commodities. Modern machinery, it is argued, has rendered possible the production of increased wealth by means of the same capital, and has increased the quantity of labor. Therefore the employer must be able, and must be compelled, to pay his workers higher wages for a reduced working week. In my view this contention would be wholly reasonable if it were not based on the need to respect the benefits of increased productivity of labor. Actually, the two "sleeping partners" in industry gain interested in division of the benefits of progress. Every increase in the productivity of the soil or in the prosperity of a city is immediately reflected in a rise of rents. Every development which tends to make industry more profitable sets a higher premium on capital, and so incurs a higher rate of interest. The employer may even be, in a sense, worse off, for the greater the volume of production, the sooner the market is gluts and the cycle of depression sets in.

2643. You say that all rents should be controlled by legislation—I suggest that the Arbitration Court, when it is called upon to deal with cases of hardship, be given the power to take into consideration not only the ability of the industry to pay, but also the ability of the industry, in its ability to pay, and to the ability to pay if the burdens were diminished. But the question is too complex. For so much unemployment is that there are not enough employers, and the reason for that, in turn, is that employment is not profitable. Instead, I suggest that the Court be given the power to take into consideration not only the ability of the industry to pay, but also the ability of the industry, in its ability to pay, and to the ability to pay if the burdens were diminished. But the question is too complex. For so much unemployment is that there are not enough employers, and the reason for that, in turn, is that employment is not profitable.

2644. What about interest; do you suggest that it should be controlled, too?—It should be dealt with by a competent tribunal.

2645. The Arbitration Court—Not necessarily the Arbitration Court as at present constituted. I think that the so-called employers' and employees' representatives are utterly superfluous; they served each other out and I do not think that a legal training is perhaps the best training for the determination of matters of high economic import. As you and I know, the average solicitor has not much experience of coal mining or intricate finance, and neither would have much experience of the many problems that come before the Court for determination. My statement is this: The multitude of ways in which industrial legislation in this State harasses employers (often without anything like a corresponding advantage to employees) has been experienced to be a disadvantage. But you, Mr. Commissioner, will know of your own legal experience the vexatious incidence of many industrial awards, and in particular the injustice caused by Section 176 of the Industrial Arbitration Act. This is the section which provides that where contract of employment is entered into whereby the employer agrees to pay and the employee to receive less than the rates prescribed by any industrial award, the employee may, as soon as he leaves that employment, enter the employer in the Local Court for the full amount of the difference due to him over a period of 12 months from the date of issuing the summons. I do not advance a complete repeal of this section, as I acknowledge that in a few instances it is a valuable safeguard against unscrupulous employers. But it should certainly be amended by the addition of a subsection to this effect, that no claimant under this section shall be entitled to succeed unless the magistrate or judge is satisfied that his action is bona fide.

2646. What do you mean by 'bona fide'?—There may be instances where, for example, an employer employs foreigners, or more or less illiterate people, for more than a year at rates much below those which they are entitled to. I would call such an employer unscrupulous, and in a case like that, when the illiterate person becomes exasperated of the rates, he should be entitled to sue even beyond the period of 12 months. Of course, there is no instance where a man was given work at £5 10s. or £3 a week by an employer who perhaps was no better off than himself, and who gave the work more out of sympathy than anything else. The employer would be entitled technically to £4 9s. 3d. Then the whole of the 12 months' arrears could be entered from the employer.

2647. You say that where there is collusion, that should apply?—Yes, wherever it is a case of bona fide.

2648. My statement continues:—As the clause stand at present it is an incitement to unscrupulous employers and a serious factor in increasing unemployment among young men. I believe, Mr. Commissioner, that I agree with you, that youth does not end at 21, and that the terms of your Commission entitle you to investigate the conditions of men up to at least 30. It is with this class that I am familiar. I have been in all sorts of industries, and in no one industry is the situation more distressing. In my opinion, it is a fact that has happened that a young man who, through no fault of his own, is not able to get employment, and has no opportunity of learning any trade by the time he is 21, at the age of any, 25, until he finds a place of industry and learn much more rapidly than an adolescent, if he only could accept less than the minimum Court rates prescribed for an adult. But an employer who would be glad to take him on at £5 per
week until with increasing skill he could earn money enough to put himself at the mercy of a prospective employer by contracting outside the award. So the unfortunate young man finds that a law made ostensibly for his protection is in reality the greatest possible obstacle to his immediate employment and his ultimate advancement.

I have recently had some surprising experiences of the way in which this section operates. A carpenter who had formerly been a trade union secretary until he was dismissed for shortcuts in his work obtained casual employment for a tailor as a presser at 7s. an hour. He later claimed from his employer the sum of £170, on the ground that under the Clothing Trades Award he was never a casual worker but a full-time employee. The case came to court for a substantial sum.

A horse-driver who had begged the owner of a milk delivery business for a job at 2s. per week and keep was given £1 per week and keep. After a time he was rebuked for carelessness and threw up the job. He then, through his union, claimed £35 from his former boss, who paid in full without question. The same man then went with the same tale to a wood-merchant, who gave him a casual job cutting wood in the bush and working about the yard, at 1s. per week, rising to 2s. 6d. As he occasionally delivered a load of wood in a motor truck, he ultimately claimed against his employer the sum of £258, and got judgment for £255. In this case the second employer had been warned by the first one of what the employee had done to him, but decided to give him another chance.

In another instance a man with a re-doing business was employing two painters at 5s. per week more than the award rates and two painters’ labourers at 6s. per week more than the award rates. In this case none of the workmen had any complaint to make, but a representative of the union brought an industrial prosecution against the employer on the ground that only one painter’s labourer can be employed for every three fully-paid painters or fraction thereof. As it happened, the employer was out of business before the case came to court. In all this story £100 is less than six months; but otherwise the only effect of the award must have been the dismissal of a painter’s labourer from a well-paid job under a sympathetic boss. Apparently, the Trades Hall philosophy is not ‘half a loaf is better than no bread,’ but ‘better all day to loaf and no bread.’

In an aspect of youth employment this is effect of industrial arbitration more adverse than in the matter of apprenticeships. In general, I am in earnest opposition to the idea that the apprenticeship system has outlived its usefulness. Dating from the time of the crusades, it is as astoundingly as the contemporary bowes and arrows. In an age when the first few years of education were often the cruelest, it was but natural to assume that the only way for a boy to learn a trade was to live with a tradesman and pick it up by imitation like a monkey or a parrot. But today, when the art of teaching has become a highly specialised profession, it is quite unscientific to leave so important a part of a young man’s education as fitting him to earn his bread in the hands of persons who, whatever may be their skill as craftsmen, are wholly unqualified as teachers. The Young Nationalists, of which I am proud to say, have embodied a code making its members to go into this question, and careful thought was given to the whole problem. That committee consisted of an engineer, a building contractor, another member trained in the building trade, a solicitor and myself, who cannot lay claim to any of these qualifications, and we came to the conclusion that the trade union has the art of teaching properly, and that the future opportunities for the apprentice in the trade are more than competent in the trade in which they are teaching; secondly, that the practical experience, which an apprentice is essential if one is to learn any trade thoroughly, may be obtained by serving for short terms under various different masters, thereby obtaining a diversity of experience which is

not open to the present-day apprentice; thirdly, that this system would also remove one of the greatest obstacles in the employment of the apprentices at present, namely, the fact that so many employers cannot see their way clear to guarantee employment for five years ahead.

Our idea was that, in completion of the theoretical training, all apprentices should be registered and sent to whoever applied for them. Whenever business became slack they could be sent back for further technical instruction, being given in the meantime a small allowance sufficient to keep them in food and clothing. Before attempting to work out the details of such a scheme in full, one of us wrote to the Masters Builders’ Association and the Building Trades Employees’ Executive, inviting their cooperation, but were met with a refusal in both cases. Somewhat discouraged at the result, we did not pursue our investigation further.

I notice that views have been expressed by building contractors that continuity of employment under one master presents certain advantages. My committee, which includes an engineer and a man trained in the building business, holds that it is not so. It would be better to have a diversity of experience on different types of jobs.

2645. But continuity of employment—You cannot have absolute continuity of employment.

2646. Well, to the fullest possible extent—Yes.

2646. You are propounding this for the building trade? Any trade. Many people talk casually in the street about apprenticeship as though it had nothing to do with anything but the building trade! Who are the members on the building trade because some of our members were connected with it and had been trained in it. It was largely with a view to the building trade that we devised the scheme. It could also apply to the tailoring trade, or any other trade of a manual and practical kind.

2683. Are you expressing the view of the National Party at this stage?—The paragraph from the words ‘the Young National League’ to the conclusion of the last paragraph represents the views of the Young National League on this point, and the recommendation of the National Party. My expression of opinion that the apprenticeship system has outlived its usefulness is my own view.

Closely associated with this question is the training of youth for industry is the problem of raising the school-leaving age. I do not believe that under existing conditions this would be any remedy for unemployment. I have seen many boys’ careers jeopardised by leaving them too long at school than I have as a result of taking them away at 14.

I have seen many boys stay on at school after 14. In the case of many of these the parents could not afford to put them into any profession, and the boys themselves were fully aware of the reasons why they ultimately had to turn to labouring jobs. In such cases it would have been better had they left school earlier. I do not think that the raising of the school age would provide a solution.

The Young Nationalists, however, in accordance with the National Party’s platform, advocate this reform as a measure of social amelioration.

I do not say this plank is put into the platform of the party as a means of solving unemployment.

2693. Is it something they think they should do immediately?—It is one of the party’s principles.

The conference which put this into the platform last year was actuated chiefly by the view that it was a good social and cultural ambition. Mr. Carter of the Employers’ Federation had raised a point similar to the raising of the school age. To raise the school age would not create more jobs. It would mean that the period when women are usually put on two years. It would cost an additional burden upon the taxpayers and upon the fathers and mothers of families whose children could not earn anything during that period which was of such a nature in 1919, in 1920, and in 1921 that in 1921 you are nearly 20. It is not a matter of age the young people are fit for work.

2693. Then according to your view the child should finish school at 14?—To raise the school leaving age to 16 would be better as a solution of the unemployment problem without the imposition of the country. From the economic point of view, to keep a boy at school for two years longer would represent two years of wasted
time, for during that period there would be no improve-
ment so far as the practical things of life went for the
boys.

2664. To what age has your party suggested that the
school-leaving age should be raised?—To 16. I feel that
the more raising the school age to 16 would encourage
people to stay longer in the labour market throughout the
year, but if too low the numbers concerned. Probably it
would be of cultural benefit to them, and it is as much as
I think my party has advanced in new education. However,
re-thought could there be an improvement from the in-
dustrial aspect. I have taken men of 33 years of age,
men of average intelligence, and started them on Latin
in January. It is known that children at that age have
been able to pass first-year University Latin when it
has taken an ordinary schoolboy seven or eight years to
get there. I feel it is not possible to start a boy at
10 or 11 years of age learning either Latin or French.

An intelligent man can do as much in six months as
the same person of equal intelligence quoted, but 20
years in the sense of doing "work," and to take a greater
interest in reading and every study.

I would therefore advocate that from the ages of 6
to 10 children should be taught reading, writing, and
arithmetical methods. If the child were to read they would
be in a position to do so. The average child of athletic
资质, possessing an active body, would be more interested
in learning to be a carpenter, for instance, than he would
in reading books. His studies efforts in those years would
probably be wasted. To go back to my statement,
however.

I believe that it might serve a most useful pur-
purpose in industry—the raising of the school-leaving
age—if carried out as part of a general scheme of
re-constructing our educational system. One of the
questions finally, that your Commission enquires you to
inquire is "the need for vocational training be-
fore apprenticeship." Another is the need for voca-
tional training. I am afraid as far as possible "the
square peg in the round hole." Both of these needs
could, I feel be served by a radical revision of our
school curriculum. It is an elementary fact in child
psychology that the child of from 6 to 10 delights
chiefly in "doing things," that is, in some form of
manual labour, which it regards as play, and which
remains a natural form of the activities of adults. The
child of 10 to 15 on the other hand is beginning to look upon
physical activity—in the sense of doing tools, games "work," and
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aspects are at present any man is liable to unem-
ployment, and a trade is no weight to carry.

A number of industrial advocates have said we must re-
strict the number of opportunities for people to learn
trades to the number of people the trades can absorb. I
discuss with that point of view.

2656. The important of that paragraph is to give a bias
to trade—Not to teach trades in the school, but to give
a bias to trade. I do not see why anyone who wants to
learn a trade should be deprived from doing so because
already there are enough people in that trade to provide
total-time employment for them. Why should the labour-
using classes bear the whole burden of unemployment? If
a labourer can only get three months work at a trade
12 months, and has to do nine months of labouring,
he is to that extent better off. The whole basis of our
situation is that people get into the tradesmen's "with
you are in the aristocracy of labour." The burden
and worry of unemployment fall upon the labouring classes.
That is wholly unjust. I have heard leaders of the party
tell us that it is important for the members of the
aristocracy of labour should have 100 per cent of
employment, and that the labouring classes, not in that
aristocracy, should be shut out, and that so far as it
can be passed down to them the burden of unemployment
should be theirs. It is no answer for anyone to ask of
what use is it to train 3000000 people who cannot find
work available for 100. If 200 more are trained as plumb-
ers they may have to do labouring for nine months in
the year. It can reasonably be supposed that for three
months in the year they are so much better off.

Even the cultured aristocrat St. Paul, a Roman
citizen, and as the Roman constitution taught us, was trained
as a sailmaker and found occasion to earn his living by
it. To conservative teachers this scheme may sound
very unsatisfactory, but at least it is based on a well-
known fact. If a child's mental age in the year they
have been able to pass first-year University Latin when it
has taken an ordinary schoolboy seven or eight years to
get there. I feel it is not possible to start a boy at
10 or 11 years of age learning either Latin or French.

An intelligent man can do as much in six months as
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employment, and that the labouring classes, not in that
2653. At 31 a good many youths are looking forward to building up a home for themselves, and we have an Arbitration Court which lays down a basic wage; and you know as a fact of that wage is 23s. Would you advocate grading-off the wage universally to 23s, or making only certain exceptions?—I should advocate having the wage graded-off universally, because the modern tendency in life is not towards early marriage. Eighty years ago it was a normal thing for a girl to be married at 15 and a boy at 18. Nowadays a youth of 18 could not think of marrying. I suppose that in young men shoulders not marry before 25, and there might well be a disparity of five years in the ages of wife and husband.

In the second place, it is right in the case of married women that the highest rate of pay should be reserved for those women who had had, say, ten years' practical experience as journeymen. That would add a further gradation. There might be higher margins of skill for greater experience.

I am not at all satisfied that either of these expedients would wholly remedy the situation. As I said that in my concluding paragraphs, I believe that nothing will remedy or even alleviate unemployment except a lightening of the three burdens on industry—rent, interest, wages. While I am here, I have certain suggestions to make. If something is not done soon, young men will simply have to resort to a brigands' form of Fascism in which self-defence...

At the same time I have not the slightest sympathy for such things as Fascism.

The last of the problems of youth is the question of the displacement of men by women in industry. In a recent letter I wish to make it plain that I am not speaking for the Young Nationalists, who comprise both men and women, nor for the National Party, which has not officially adopted any view on this particular question. But for my own part I say without hesitation that this is a development of the modern industrial system which I cannot but deplore. Like the installation of labour-saving machinery, it is forced upon employers by pressure from above, the pressure of the mortgagees, the landlord and the Government. In terms of the wages bill it represents an economy, although in the long run, by diminishing the purchasing power of the community, it reacts most unfavourably upon industry and employers. But its social consequences are most disadvantageous. Taken from the point of view of the average family, it simply means that two boys, who might each be earning £4 per week, are receiving nothing, while at least two sisters, in the jobs the boys could just as easily fill, earn from 20s. to £2 10s. Taken from the point of view of the individual, it is utterly soul-destroying; but of that effect I have spoken already, under the heading "Too Old at 31." However, from the point of view of society as a whole, this problem of too much work and too little of it is a serious menace. To the woman it means the thwarting of what is, after all, the natural career and ambition of most women, to have a husband and children. As a consequence it often means extra-marital inconstancy, or an alternative "make-shift" marriage, in which children are an economic impossibility, in which both partners work when they can get employment and often have to separate to secure it, and after a few vexed years without comfort and without domestic ties the experiment ends in the divorce court, only to be renewed a year or two later with different loves.

Honesty I believe that this is one of the causes of the increased number of divorces with which society is confronted at the present time. Household and wife are practically nothing to keep them together, and they drift apart.

Another feature of the same problem, which is to a large extent the product of the fact that even where a young woman in a good position has the chance of making a happy marriage, the career of pleasure which comparatively generously waged work has enabled her to pursue pays more attractive than the prospect of domesticity. In consequence, she sometimes misses the chance of happiness and economic security, and sometimes, after embarking in a further gradient, the discontented wife through craving for the pampered existence of her former life. Without a doubt these views will not prove popular with the feministic faction, but I am far from desiring to disparage the feminine sex. It is not the social system, but the human system that makes women the victims of men in industry. Only the colossal stupidity of our existing economy makes it possible for women to displace the men, and it is the ignorance of the women themselves caused by such displacement is in the long run equal to what the men would do if they were displaced.

2659. You have said that these are your views, and you do not think the views of the Nationalists were any better. In fact, I do not think there is a solitary Nationalist young man who does not hold these views.

Again, a particular or empirical remedy is not easy to find but "equal pay for equal work" seems the popular slogan. If, however, this means that industry, without being relieved of any of its existing burdens, can be forced to pay more, to the wages and the employers selecting the award rates for men, or reduce their men on these rates, the obvious answer is that industry cannot do so.

I think that is quite obvious. To-day women typists earn from £3 to £3 10s. per week. They could not be replaced with men at £3 or £3 10s. per week. Such a so-called remedy would only increase the financial embarrassment of employers, and so drive many of them, together with their employees, out of business altogether.

2660. You advocate the displacement of women in industry by men?

2661. You say that women could not be displaced by men at men's wages?—Not unless rent and interest and so on were reduced.

2662. You would not support the displacement of women by men at male rates of pay unless adjustments were made in overhead expenses?—Not unless in interest, rent and taxation were reduced. To-day labour is not employed because it cannot pay to employ it.

A better suggestion would be the introduction of a quota system in industry, in accordance with which each employer employs an equal number of men and women, and in all other occupations an employer is only allowed to employ, say, one woman in ten. Then, if there are not enough men who wish to take up a given job, the salaries of all men who under this scheme would replace women being increased not more than 29 per cent on the rates which the women are present receiving.

2663. Whose view is that?—It is my view entirely.

When I express it, I express it subject to no adjustment made in the other overhead expenses of industry. If I express it that if proper adjustments were made in those overhead expenses, there would be plenty of ability to pay men's wages, to employ men at even better wages. My party at the present moment is in the view that poverty can be abolished, that society can produce more goods than the population is getting to-day, and we say that the remedy is to be found in economic adjustment which may make industry capable of paying those rates. As industry is just an agency for paying everyone's share of wealth, if, after paying interest on money there is not enough left for others, then the artificial raising of wages or the reducing of hours will not right the position.

There seems to me to be the principal problems of youth employment insofar as they can be distinguished from employment in general. In conclusion, I desire once again to express my regret and that of the National Party, that youth employment can be eliminated and poverty abolished, but not by the tactics that have been pursued so far. My party fought the last Stothard Bill, for the "Abolition of Poverty." They did so, because they realised that the methods of production so highly developed as they to-day, there are no means why an citizen who was willing to help to help in this production should go short of the good things of life. The rest of my thesis, that the reason they do so is because the system of industry is hardware with too great taxation and too great tribute of unearned increment, is my own, and not officially the views of our good friends in the leadership of the executive of the National Party. A suggestion of a radical reform would be to express the Arbitration Court not only to fix wages, but to control the money, and not merely one of the factors in production costs. Thus, where an award gave 10 paid holidays,
year to shop assistants it should give 12 week-holidays to shopkeepers and deduct 12 days' interest from the annual payments on the overdraft.

Today the shopkeeper earns, for instance, that the King's Birthday is to be observed on such and such a date, and on that day all shops have to close. The shopkeeper has to pay his wages and rent for the day, but his takings are nil, as no change or profitable, nor does such a practice tend to promote avenues for employment. The shopkeeper in that instance must provide it for the whole of the workers for everyone.

No other exponent will make it possible for industrial conditions to be improved or even maintain them at the same level, without unemployment becoming common and more rampant than it is now. More and more employers being forced out of business. The Arbitration Court, or any other tribunal, could not under our conditions be empowered to fix the minimum wages which Parliament and municipal bodies might levy in any one year, but the prospects rely on a lessening of the burdens of industry without change. Why 1.6,000 less, is far too much to hope that they may have the courage to implement it?

ETHEL CATHERINE ORGILL, Married Woman, of Como, sworn and examined:

2654. By the COMMISSIONER: What evidence do you wish to tender?—Before proceeding with the evidence I desire to give, I may remark that I have been engaged upon social work committees and have drawn my deductions from my experience. I was a senior school teacher in the Victoria Education Department for upwards of 16 years, and for many years I served as organizing secretary to the Citizens' Committee for the relief of unemployed single girls and women. My evidence, therefore, might be considered by any individual members of my committee hold similar ideas. I do not speak as a member of the council of the National Party.

2655. Then you are not speaking for that party?—No, although the views of small relief works and sustenance doles. Why so such suggestion has been emanated from the professional friends of the working man, I cannot imagine, but I make all parties a present of this suggestion without charge. It is too much to hope that they may have the courage to implement it?

2666. Then I will take your evidence as indicative of your own views?—Yes.

We must agree that there is not sufficient work to absorb our boys and girls who are leaving school. From inquiries amongst business men in Perth and Fremantle, I know there are hundreds of applicants who answer every advertisement that appears. We can classify these applicants into three groups: (a) men, (b) women, (c) children. I, youth (boys), 2, youth (girls). As there appear to be no statistics that show the number of unemployed who are under 15 years of age, I would suggest that bureaus be opened in centres throughout Western Australia. These could be established by reputable voluntary workers, preferably Government officials. All unemployed must be induced to register. I would extend the age of seniors to 23 years in Victoria.

2667. Do you mean by that you would make the higher wage payable at 23 years?—Yes, I would make 23 the age at which the young became an adult. The jump from 14 years onwards to 14 years and upwards who are out of employment, I would suggest that bureaus be opened in centres throughout Western Australia. These could be established by reputable voluntary workers, preferably Government officials. All unemployed must be induced to register. I would extend the age of seniors to 23 years in Victoria.

2668. You would not propose views in favour of women being discharged and men employed in their positions?—I must confess that I have no knowledge of trades unions, and I am not in the know about the work and welfare work. It seems to me, however, that if you have a man and a woman, both equally adaptable and competent, probably the woman would get the position that was available. My idea is that there are quite a number of men who could be trained to take up various positions. I would not like to suggest that women generally might be displaced, but I do not like to have women位 positions that should be held by men. The position might be met if equal pay were paid, but after all I do not propose to know anything about that phase, as my life has been more concerned with youth employment.

For classes U (1) and U (2), I recommend a scheme of schooling to cover, firstly, general education and, secondly, business education. Heads of firms might be approached to co-operate in the establishment of classes for business education. A history could be obtained and classifications made through the school teacher. The teacher could register each child 12 months before school-leaving age, suggesting what occupation the child would be suitable for, and they might be given a place in the present system in order of his choice. It appears that the present labour laws will not solve the problem. There is too much selfishness in the world to-day really to deal with the problem. In my opinion more facilities for training youth should be available.

2669. By way of technical education—Not wholly.

2670. Then what do you refer to?—I think there should be an extension of technical training, but I would like to see opportunities provided for those who wish to make certain directions. If a boy desired to learn a trade, for instance, there should be better opportunities for him in a short intensive course of training. It should not extend over one or two years, but may well long enough to provide him with the knowledge he requires in the specified direction.

The youth of the country must at all costs be given an opportunity to make good. The youth of to-day will be the voters, the legislators, the state officials, and the leaders of public opinion. The mental outlook and the moral values that the youth of to-day are forming will make or mar the country that they are going to govern. An attempt should be made to provide that every youth desiring it should receive training qualifying him as a tradesman, while reasonable safeguards should be offered to the adult worker with his family responsibilities.

The only solution I have in mind for that is child endowment.

Artificial regulations and laws should be revised to protect them forming an unfair barrier against the education of the young people.

2671. What regulations and laws do you refer to?—I had in mind the position regarding apprenticeship. Those barriers could be removed.

2672. Removed or modified?—They should be modified in some instances, but in many I think they could be removed altogether. I think we should have an apprenticeship board established for every trade, so that the youth could have means of direct approach to that board. I understand there already is such a board in connection with the building trades, and Mr. Somerville is the chairman of that body.

Provision should be made through the Education Department and the technical schools for the necessary technical training, and it might be possible to secure the co-operation of employers who would see that the youth could learn trades in the factories and establishments of those employers. Where a youth is not able to secure employment for a full-time apprenticeship period, he should be regarded as a qualified journeyman on establishing his competence, even though he may have experience extending over less than five years.

I understand quite a number of young fellows, because they have not completed their five years' apprenticeship period, have not been able to demand a position and wages accordingly.

The reluctance to take up agricultural work may be a grave danger to a primary-producing State like Western Australia. If the only means of the present generation on the land die out, there may be a threat to the willing and competent to take their places.
should be made to increase the popularity of rural work, or to dispel its unpopularity. It is suggested that managers of the branches of the Agricultural Bank might usefully assist in this direction, if they desired to do so.

(a) By helping to encourage young workers in their districts to take up rural work as their occupation:

(b) By helping to see that the living and food conditions at the places of work are reasonably good:

(c) By ensuring, as far as possible, that no youth shall work for an employer who may be unable to pay his wages in full.

There are probably very few farmers who have not paid the wages of their workers in full, but the default of these few has been magnified and now represents very largely an excuse for young men to cling to the idea that it might be possible to escape hours, etc. Boys should be taken on according to adaptability and experience, and not according to age. The unemployable would then be off the labour market and available for odd jobs.

For the girls, I would establish a centre where short intensive training would be given, and that training would consist of homecraft, mothercraft, and all work suitable for girls and women. I would specially nominate home and mothercraft, give diplomas and make every effort to raise the standard of domestic work. I have always advocated more training in schools for domestic science. Every woman should be able to cook a plain dinner, wash up correctly, wash and iron clothes. She should understand the cleaning and ventilation of a home, and be able to make a bed properly. A woman who does not understand how the work should be done cannot manage her servants or her home in the best possible manner.

My conclusions are based on my experience at the classes I conducted in connection with work of that type.

2672. A lot of the girls did not seem to have elementary training in cooking and housework.—That is why I say that life is diminishing. With so many flats and flats, people cannot train their girls. In many instances it is the change-over to the machine age that has caused this, and, I suppose, the love of pleasure, too. There are not the facilities to train them in Western Australia.

2673. You think there should be some school of instruction?—Yes, but in the work trade, but in the order-tailoring. It may be said that there are the technical schools, but they are not sufficient for the youth who has left school and wants to qualify for something. A girl may want to learn millinery or to put on figure, and these schools are only opportunities for one to learn these things for the payment of a few shillings.

The Commission adjourned.

THURSDAY, 17th JUNE, 1937.

A. A. WOLFF, Esq., K.C., Commissioner.

THOMAS McKEE, Secretary Western Australian Clothing Trades Union, sworn and examined:

2674. By the COMMISSIONER: How long have you been secretary of this union?—Since February, 1933.

2675. And how long have you been associated with its activities?—Since 1926. Prior to that I was on the executive of the union, and was employed in the industry from 1914 to 1919.

2676. In which section of the union were you employed?—In the order-tailoring trade. I was a tailor by trade. My prepared statement reads as follows:

I wish to state the views of the organisation for which I am the secretary before the Commission now inquiring into the question of youth employment. First I wish to state that provision should be made for the continuity of employment of youth in industry. The present system of youth employment in industry is such that it is only detrimental to the youths.

2677. What do you mean by continuity?—Minors or juniors are taken into employment; to-day with no idea of how long they are going to be employed. I am speaking for the order-tailoring and the dressmaking, and indeed for all the sections in the clothing industry. A worker goes into the industry and, under the terms of a day's notice in sufficient on which to suspend him from work for a day, a week, a month, or even six months. They do not know how long they are going to be employed. Further than that, the juniors are not bound by apprenticeship, but are employed for six months or 12 months and then dropped, younger juniors being put in their places. There is no continuity of employment for the juniors unless there should happen to be a shortage of youths of the required age.

2678. What is the reason why they are put off?—The employers fail to pay them the wage increase prescribed by the award. That, of course, is in some cases. In other cases the continuity is there, but with broken time, whether through slackness of trade or through speeding-up methods.

2679. What do you suggest could be done to remedy that position?—I suggest that the juniors entering the industry should be curtailed to such an extent by apprenticeship that they will become proficient in a period of four or five years, in which they will learn the whole of the sections of the trade.

2680. You have apprentices in the trade?—Yes, in the stock trade, but in the order-tailoring they have apprenticeships for both males and females. My prepared statement continues—

Secondly, I consider the matter of solving youth unemployment can only be overcome by taking into conjunction with adult unemployment, because the causes are identical.

To-day the junior and the senior are in the same position. An employee goes into work, but does not know whether he is going in for a week or for two days, because it depends on the number of orders arriving in the workshop. So the employer cannot say what tenure of employment they may have. We have a number of adults working two or three days a week, and sometimes only one day per week in the order-tailoring. It is the same in the stock-tailoring. One firm, Messrs. Quaid, Durack, are working their staff week by week. They have to do that; the juniors and the seniors have to go off together because the firm cannot have juniors without the necessary complement of seniors.

2682. You are speaking generally now—Yes, it applies all through.

2683. Both awards provide that wherever a quota is stipulated it has to be actually maintained in the shop—Yes. Quite a number of juniors in our industry early look for an opportunity to get into a shop where they will be assured of the weekly hiring system. They do not want to continue in our trade because the employer does not give them continuity of work. They want work where they can be sure of a week's wages.

2684. Some of our members are now waitresses. We get a member one day and to-morrow we find that she has a waitress at Botrington. One member returned last week after having been working as a waitress in the country. She was a fully-trained waitress and but, with dozens of others, had to go to the country in order to get a living. The fact is that youth employment can be overcome only by dealing with it in conjunction with adult employment because the causes are identical. Under the present...
conditions of trade there is no continuity of employment. I consider that youth should be excluded from industry until the age of 16 is attained. The speed that minors are expected to tackle in a short space of time wears them down. They do not get set tasks; they are on a piece-work basis or a semi-task basis. They have to do a certain amount of work per day before becoming entitled to payment even for six to eight or nine months. They have to get the work out as fast as they can. Some of the kiddies—they are so called—become broken down in health while still young. That sort of thing is fairly prevalent amongst the female section. They have to speed up in a manner that is detrimental to their health when they are only 10, 11 and 12 years of age. I have had them come to my office in tears, owing to the speeding up methods employed. That is why we ask for the age to be fixed at 16 because such workers would then have more stamina.

In order to make it practicable for youth to be absorbed in industry and to ensure adequate training, hours in all industries should be reduced by 25 per cent.

Present methods of production and the system of setting out tasks for the operatives have resulted in employers getting as much work out of the hands in a working week of 40 hours spread over five days as they previously got in a 44-hour week. This is due to the speed. Quite a number of factories are working the five-day week, giving the employees Saturday morning off and deducting four hours' pay. A minor starting in the industry is receiving at 10s. 6d. a week: he gets his wages every 10s. 6d. If she gets her 40 hours. Of course she might get in only three days' work. Many of the workers have to buy monthly tickets on the railways and, owing to lack of savings, they are only able to work for only half the period. The industry cannot employ any more hands while the hours worked are so long.

The existing system of apprenticeship should be abolished; provision for giving up-to-date equipment at present exists in the Technical College. We should have night classes at the Technical School, two nights being devoted to each of two classes per week. These classes apply to the order tailoring section.

2684. What about the other section?—There is a section for dressmaking and millinery.

2685. What about the machine section?—No provision is made for that section.

2686. Do you think that provision should be made for that section?—Yes. I am one of the examiners for the order tailoring and stock tailoring sections of the trade. If there were more facilities at the Technical School to accommodate in the classes more of the girls who are in the industry, a number of those who become proficient in the making of the whole of the garment, instead of in only the section on which they are employed in the shop. Numerous applications have been received from juniors wishing to attend the Technical School who have classes. Those classes are for registered apprentices only in the order tailoring section and are doing good work. The work in the shops is speeded up to such an extent that these apprentices miss quite a lot of practice which they should get, but at the Technical School they get a thorough grounding in the manufacture of the complete garment according to the schedule laid down by the Apprenticeship Board.

The industries that require skilled labour should be given the use of employer apprentices. At present, in some cases, junior workers are employed, and such workers are just specialists in the section in which they are employed. They are not being given an opportunity to become proficient in the trade, because the employer invariably dispenses with their services when an increase in their wages becomes necessary. This is how it happens that the youth are being left on the hands of parents.

2687. A master tailor, in giving evidence, expressed the opinion that the apprenticeship system was very good and should be retained. He spoke of the difficulty which the trade had in getting apprentices. Does that mean that whereas in his section they had to employ apprentices, junior workers were allowed in the ready-made section? He pointed out that a section in the order tailoring was not a sufficient number of hours for the training of an apprentice, and that employers had to pay the wages of the apprentice. He said that in a ready-made tailoring department juniors were employed with seniors in making clothes. He stated that clothes were being sold in the shops as tailor-made that were competing unfairly with made-to-order clothes. He said this was due to the junior workers being allowed in the ready-made section. He expressed the opinion that the state of affairs—'I am pleased to express the opinion of the secretary of the master tailors' organisation. The union has been trying, in conjunction with the master tailors' organisation, to obtain the abolition of the making of tailor-made clothing unless it was made up to a standard. The union of workers is in accord with having legislation brought in to provide a system of training regularised so that we might be able to absorb more people in the order tailoring section. A garment or suit made under ready-made conditions would probably be turned out, under two hours. In the case of a coat made by a tailor or tailor-made, the time occupied would be 10 hours, and if made to standard, would take from a day to a week and a half.

2688. This witness said he did not think that the price of clothing made to order would be any greater in the long run than the price of clothes sold ready-made, and that if the juniors in one section were prevented from competing unfairly with apprentices in another, the cost would not be any more to the consumer?—Very little more. The man who is not prepared to pay a little more out in the ready-made section as dearly as it could be turned out in a factory, when the garment would be referred to as tailor-made when it was not tailor-made. It is always more costly than machine work. I think we could do the tailor-made work at about 10 to 15 per cent. greater cost.

2689. Compared with the ready-made cost?—Yes. There is legislation of this kind in New Zealand. In this mechanical age, where packing was done by hand, it is now done by machine. A machine-made article is not nearly as well made as a made-to-measure article, and does not stand up to wear in the same way. The sewing and finishing is not so good.

2690. One witness said that buttons were on by hand and the man would not be paid as well as those sewn on by hand—That is so. A machine can run over a job in a second, whereas by hand the work would take an hour.

2691. I am of opinion that apprenticeship boards should be set up for every trade. Such boards are necessary to cope with the training of all apprentices. The boards, when formed, would know what is required for the training of the artisan, and I am certain they would have a standard of efficiency amongst the trainees.

2692. Have you a board for your section?—Yes. It is said to be one of the finest boards in the Commonwealth. I refer to the order tailoring section. There is no board for the other section. I am an examiner for the order tailoring.

2693. How many examiners are there?—There is one for the union, and one for the employers. We work in conjunction.

2694. Has your board been constituted under the standard regulations?—I refer you to the regulations contained in the "Government Gazette" of the 23rd April, 1932, page 550. We have three members on the board, the two I have spoken of, with an independent chairman in Mr. Lynch, Superintendent of the Technical School. I am the secretary of the board as well. We have done a lot of good for the trade. The board has power to draw up a syllabus for the training of apprentices, indicating what, in its opinion, is the stage of efficiency that should be reached by the apprentice at each examination. The syllabus is subject to the general review by the board at any time. It is recorded in the Arbitration Court, and a copy is handed to the examiners before each examination. The syllabus is the guiding factor. The board may pass the syllabus for his or her particular examination. The syllabus is tapered out for six, eight, or ten years. Up to the last two years we had a good deal of difficulty, but to which certain employers know they have to train their hands to the syllabus. As a result of the examinations we know that...
the apprenticeship can go into any shop in the Commonwealth and earn his or her living as a tailor or tailor's assistant, as the case may be. We know they have had experience right through. Our last examination of apprentices was on a board, and we adhere strictly to the syllabus. If some places were allowed to keep shop and engage all day every week on a specialised job, the young people concerned would get no experience of any other section.

2694. Does that apply to the order-tailoring and ready-made sections?—Yes, but it is the order tailoring section in which the board is constituted. The results of the examinations show that five candidates failed for the same reason, not that they were not trained to the syllabus. We have been trying for years to get a class started at the Technical School, so that apprentices might learn more in their leisure hours during the evening. Having approached the Minister on the subject, and he agreed to give us classes to be started within a month. Since then 30 odd apprentices have been going there to be taught. There is nothing to compel apprentices to go to the classes; only those that want to be taught go there. Those who are being taught are becoming more proficient in each of the sections. The effect of the Apprenticeship Board on employers has been to keep the employers in constant touch with the requirements of the trade.

2695. Would you favour a system empowering the Apprenticeship Board to fix wages and conditions of apprentices, and generally all such matters, with the right of appeal to the Arbitration Court?—Yes, but perhaps you would not like to commit yourself on that point without first consulting the Union?—I can speak on that point freely. Under the system, an apprentice must pass an examination does not receive an increase in wages. It would be idle to leave to examiners or a board fixing the wages which apprentices should have.

2696. There could be an examiner independent of the board?—I would not like an adjudicator to be in the position to decide how much an apprentice may be worth. Such a person might say that the apprentice was not worth anything.

2697. I am suggesting that the matter be left to a board sitting round a table, not to one person.—I do not think it would be of any use, because the court, in its wisdom, fixes a proportion of the adult wage or basic wage for every six months of training. No person would employ any more apprentice if the wages were fixed by the board.

2698. Take the case of the badly behaved or inefficient apprentice. Would you favour leaving cancellations of the apprenticeship to the board?—Yes. We do that. On one occasion I have had to go to an apprentice and tell her that she had to put more energy and more application into her work, otherwise she would find herself asked to get out of the trade for failing to keep up to the standard.

2699. Have employers any difficulty in getting their complaints dealt with quickly by the board?—No. With the exception of one employer, S., we have not had a case of an employer coming to the board to ask that action. There was our apprentice who wished to leave the trade because her mother was sick. She wanted to be let off the chain for 12 months. We opposed that, because we considered that she had had 12 months' training in which to become efficient. We thought that if this girl was allowed to do it, others would want to do it. The Apprenticeship Board therefore oppose the suspension of the term of apprenticeship. However, the court granted a 12 months' respite owing to the sickness of her mother. We have had no other trouble.

2700. If an apprentice were found stealing, for instance, would there be any trouble in getting his or her indentures cancelled?—Not a bit.

2701. How long would it take?—I have never had such a case, but I would say it could be done within a month.

2702. In a case like that the employer does not want to be saddled for a month with an apprentice who steals?—I have never had that position before. I am only speaking in the dark now.

2703. You know that in ordinary life an employee who has been found stealing can be summarily dismissed by the employer?—Our award contains provision for that.

2704. Is there under your award a right of summary dismissal for misconduct?—Yes.

2705. Does that apply to journeymen?—To apprentices too. Section 11, Apprentices, paragraph (1) on page 553, reads:

(a) No apprentice employed under a registered agreement shall be discharged by the employer for alleged misconduct until the registration of the agreement of apprenticeship has been cancelled by order of the court on the application of the employer. Provided, however, that an apprentice may be suspended for misconduct by the employer, but in any such case the employer shall forthwith make an application for cancellation of the agreement of apprenticeship, and in the event of the court refusing same, the wages of the apprentice, or such portion thereof as the parchment shows, shall be the wages from the date of such suspension, and in the event of the application for cancellation being granted, such order may take effect from the date when the apprentice was so suspended.

2706. The employer can in such circumstances stand the apprentice dowry?—Suspend him immediately.

2707. And go to the court?—Yes. My statement continues:

I am of the opinion that a psychologist should examine all apprentices for any trade in which an applicant wishes to be employed, as to whether the applicant is fitted for the trade or not.

Under the tailoring award there is a provision requiring all applicants for apprenticeship to produce from the headmaster or the applicant having been obtained, the board adjudicate on the case. If the applicant is considered to be fitted for the trade, we send him or her to a psychologist to decide whether or not he or she is fitted for the tailoring trade. The reason for this is that many persons would like to go into tailoring merely because of friendship or the continuance of employment in the trade. Moreover, it is a job with some wages. We do not want that class of apprentice. We want the apprentice who is naturally adapted for tailoring. The psychologist by tests can tell whether a person is fitted for the trade. I may add that we have not had one drop in our trade yet.

2709. Have you ever sought to discover what has become of the apprentices who have gone through their time?—Yes. Quite a number are employed in the trade, and quite a number have left the trade. I have set up the register of apprentices right back to about 1925. Here is the case of 1 lad, L., who to-day is working in a mine on the goldfields. I taught him the tailoring trade myself. I can find another apprentice who learnt his trade as a presser. He is now working in a south-western timber mill. There is no scope for him. The employers get their complement of fully paid workers, and an apprentice is invariably put on to fill in time and do any ordinary little job—I am now speaking of the pressing section of the trade. The men have to compete with women at a higher rate of pay than the female rate. That is where the trouble begins. Very few men are employed in that section of the trade, except where the award provides that females shall be excluded or that they shall receive the same rate of pay as the males. Under other conditions women invariably take the job.

2710. In what class of work does that rule apply about females receiving the same rate of pay as males?—Making body coats, dress coats, pressing, setting, and trimming.

2711. Since when has that been the rule?—Ever since I entered the trade.

2712. How many females are in that section?—Ninety-nine per cent, of the total.

2713. That is the case in this section where it is stipulated that if females are taught the trade they must receive the same rate of pay as men?—Yes.
2714. The rule, then, has not driven the women out—No, but the policing officer, the union secretary, finds it most difficult to ensure that the women get the male rate of pay. In some cases they get it; in other cases they do not.

2716. Generally speaking, do you think the award is complied with?—No.

2718. Are those women employed in tailors' shops here?—Yes. As soon as the boys are out of their apprenticeship, they may get a week or even three weeks' work, but then they find there is no work for them and they are off. Some of the signs that we employed others. I can cite the experience of a lad from Newcastle who came down to Poeth and went through the regular procedure. He had put his name on the register through his apprenticeship, and had to look for work. He has been writing to me with a request that I should get employment for him here, but that is quite impossible.

2719. Do you keep a register of the unemployed artisans in your trade?—Yes.

2720. How many do you find unemployed to-day?—Not many. Members of the union are supposed to register. We cannot keep a register of non-unionists because we do not know of them, unless they want to work, and if they do not want to work, well, that is their affair, and we are not concerned. The same applies to the old men.

2721. How long may a man remain registered?—Not very long. A month. We can only get them to come in and register for a month at a time.

2722. At any rate, that applies only to a section of the industry, and that would not give you any idea respecting the whole trade?—That is so. To continue my statement.

2723. I am of opinion that the training given to trainees at any of the schools or colleges is not of any use to an employer who desires the services of an apprentice, as the modern method of production demands speed, and the trainee is not taught to speed, but it is taught to do the work as per schedule. The employer who pays a junior worker for the time so spent at any such school or college.

2724. In those remarks I am not referring to the technical schools, but to the so-called schools, the proprietors of which advertise that for a certain fee they will take in a girl and make her an efficient dressmaker, who will be competent to conduct her own establishment. On occasions I have had to go to the schools to make inquiries as to whether they were taking money under conditions that they were not entitled to. I had reason to believe that in the case of the girl who is engaged in the industry of dressmaking and doing the customary work, but I could not prove the charge before the magistrate. These regular and well conducted establishments will get anything from 250 to 253 from girls, in return for which they say they will give them courses extending over 12 months to two years. It all depends upon the capacity of the parent to pay. Invariably, the girl completes her course and thinks that she is a fully-fledged dressmaker, designer and maker, but experience shows that her training is not what it was represented to be, and the employer who is paying the wages of the girl will be given the benefit of that girl's extra experience for the smaller salary. The other girl appeared in the wages book as 18 years of age, and her correct age was 12. She received the wages due to a girl of 18 and signed the wages book accordingly. When I had that case before the magistrate last Thursday, I asked the girl why she did that. Her reply was that she knew she would not get the job if she had given her correct age. I am now inquiring into a case in which an adult who has been exercising the franchise for the last four or five years is being paid the rate of wages due to a boy.

2725. What experience has he had?—It has extended over five or six years. He was not indentured; he was just a junior worker. A junior worker is a man or woman whilst the employer has the right to remove him to himself and a menace to the employer who agrees to pay the correct wages. There are employers who keep
on changing their workers. Invariably they get good keepers and good places, others have had troubles for which they (the new employers) have not had to pay. In conclusion I would recommend that all miners in industry should be assured of a reasonable opportunity in employment. The way to re- 

to that is by apprenticeship and then we would re- 

te be certain that all miners would become tradesmen and tradeswomen. Parents have come to my office and have said, for those of their girls in having after- 

Then they say that a girl of 17 or 18 is getting too old and that after a while she is liable to go off and get married, just as the employer is locking her into shape. 

That is the general complaint of the employers. I had a 

of a dressing room establishment for six months and an increase was due to her. She was doing finishing on the table. She was dis- 

The employers do not want the girls when the time arrives for them to receive an increase in wages. The result is that parents are demanding apprenticeship, particularly in respect of girls, so that they may become more proficient. There are 1,800 members in the 

There is every necessity for compulsory apprenticeship instead of junior work in the ready-made section.

What period of apprenticeship are you adv- 

You will remember that I talked about the number of adult craftsmen out of work; can you say whether there are many?—Many who went through the trade with me are out of work. We had a par- 

Because of the difference in the rate of pay to males and females, the males are told to go and they have to find employment wherever they can. Some are work- 

I started with dairying in Amanda about 25 years ago, started with 16 cows.

You have a prepared statement. You may read 

My eyesight is not very good, and I am rather shaky, so I will ask my secretary, Mrs. King, to read it to you.

Very well.—The statement reads as follows:

Youth Employment.

I have given much thought to this problem, which is rightly so prominent in the public mind, and have decided to set out my views on the subject.

1.—Difficulty of absorption in present conditions:

Although it is stated that there is a big reduction in the unemployment figures, it is impossible to claim that the average youth of today has quite the same chance as the boy leaving school 50 years ago. In spite of better education, there are less openings which offer good prospects of a successful career. Ordinary clerical positions are eagerly sought after by youths whose educational standards would have entitled them a couple of decades ago to a professional career. Apprenticeships are in keen demand, but most boys who seek these are disappointed, because the trades are incapable of absorbing the numbers who desire admission. Clearly, there is too big a demand for employment as clerks and artisans. We turn them to primary production, and find that high capital costs, low prices of produce for several years, and the unattractive life, have combined to make farming unpopular as a living in this essentially farming country. The outlook is black indeed if something is not done.

2.—Essentials of a solution:

Plans for a solution of the problem will be inad- 

(a) This State is predominantly suited to 

(b) Before youths are trained for any calling, we must be sure their services will be absorbed in that calling.

(c) The plans must be adequate to cater for all our youths; it is not sufficient to improve the prospects only to some.

(d) The desire of youths for recreation and social contacts must be satisfied.

(e) The scheme must promise a better future than our boys can see at present.

(f) There must be a minimum of "red tape."

(g) The plans must be financially sound.
5—History is repeating itself:
If we turn back to history, we find the present position is very similar to the conditions which from time to time have stimulated the flow of migrants from old to new countries. Opportunities have been everywhere, and the more ambitious and hardy people have turned their backs on the old lands to make a new world which, after years of striving, will give a better chance to them and their children. Now our youths find themselves similarly cramped, even in this young country; for, the spade work having been done, the old and established members of society seem unable to carry on with the assistance of the merest trickle of young men as reinforcements.

The obvious solution is suggested by history, let us pressurize the land and opportunities within our State for the boys to leave our cities and work together to create new communities of youth. There is a chance profitably to use the $25,000 subscribed for the Jubilee Appeal.

4.—A Basis of operation:
My views on the details of the plan itself are set out in the following summary:
(a) For a start, the State to provide free of charge a parcel of virgin country of approximately 10,000 acres, suitable for all classes of agriculture, with the possible exception of fruit growing. Diversified agriculture is an essential to attain a maximum of self-sufficiency, hence the country must be carefully selected.

(b) Such land to be vested in a board of public spirited men selected for skill in some particular branch of agriculture—dairy, wheat production, livestock, finance, building trades, co-operative organization, etc. One member of the board to act as honorary custodian of the land.

(c) Youths of 16-18 years to be selected for—
(1) Training as artisans and town occupations,

(2) Establishment as farmers.
Youths selected to have no obligation to contribute to a home, and to have the consent of parents or guardians.

(ii) At least 150 youths to embrace farming, and a selected number to be drafted for town occupations.

(c) The youths in the town occupations to be taught their trades erecting necessary town buildings under the superintendence of an elderly tradesman.

(d) Farm lands to be subdivided into blocks of size determined by the nature of the country, but not exceeding a thousand acres in any case. The typical farm would be a 500-acre proposition. One block to be allotted to each boy, but ownership not to pass to him until he has repaid all advances, including his personal share of purchases and expenses for the common benefit, and made good to the satisfaction of the board.

(e) Clearing methods and farming procedure to be taught by demonstration, one capable farmer to teach at least 50 youths.

(f) Pull scope to be allowed to individuality, and no undue dictation of methods, though the right to interfere and even to discharge an unsuitable youth must be retained.

(i) Advances to be made for cost of keep to all youths—farmers and artisans—at a rate not exceeding $1.40 per week. This limitation is an essential feature, as the advances go swell the capital cost of the settlement, and must be kept very low. In addition, small advances may be made for farming purposes, though the idea of restricting loans to the smallest extent is to be kept prominently in mind. "Borrowing dults the edge of husbandry." Expenditure must be advantageously financed from earnings.

(j) Loans to be as far as possible for a reasonable period, interest free, but repayable.

(k) The provision to be allocated to the youths in the settlement on a per capita basis, and to be repayable, together with advances and share of common purchases.

(l) The power to borrow and pledge as security all the assets of the settlement.

(m) Buildings and town assets completed to be valued, and to be paid for in debentures issued by the board on the security of such assets. The value of such debentures to be valued of assets less cash advances made. The artisans, for the purpose of settlement, to land together in co-partnership and to share in proceeds per unit. Debentures to be redeemed from rents or sale of common property. This is the most practical provision for the mutual aid of the inhabitants.

(n) The widest practice of co-operative principles to be observed in the use of implements, the sale of produce, the purchase of requirements and seasonal credit needs. All business in the town to be transacted on the same as possible to be of the co-operative type, no credit to be asked or given, and expenses kept down by a large measure of mutual aid. Working bees to be held periodically for provision of improved town facilities.

(p) To keep down farm capitalization, and further social contacts, a small capital be erected to each three farms, and the youths of the three farms would live together under the one roof, sharing the domestic duties.

(q) The boys to carry the loss on the few failures which must arise in such settlement, as every encouragement must be given to merit in the youths who make good, established a sturdy stock which will appear unfair to these boys. With careful supervision of advances, the loss on misfits should be quite small.

(r) Wherever it is necessary to pro rata expenses or earnings, the basis of contribution or sharing, as the case may be, shall be the number of weeks each youth has worked at the settlement during the period under review.

(s) It is my view that with careful working and the right spirit in the boys, the debt on no boy's head need exceed $300 in any case, and in 40 years it would be possible to establish a farm of 125 farmers for the Jubilee Fund of $25,000. I consider that in two or three years the farms should reach the productive stage, and that ten years should see a debt-free and prosperous community.

5.—Conclusion:
I am aware that with the experience of group settlements so fresh in the public mind, my proposals are likely to meet with some criticism. That is what I want.

Let me say this, however: I am not one of those who accept the losses on group settlement as proof of the unsoundness of the group principle. I am satisfied that, given the right type of man, a frugal outlook till the farms are established, a sturdy stock of independence and mutual help, and less officialdom, the group type of country can be profitably exploited. I think, too, that the enthusiasm and small economic responsibility of youth will counter where age might falter.

I submit these proposals confident of their inherent soundness, but conscious that they can be improved in practice, and to this end I invite free discussion and criticism.

2735. You have had considerable experience of dairy farming?—Yes.
2736. Have you been down the South-West near the Grampians in recent years?—Yes.
2737. You know there are many abandoned farms in the Grampians?—Yes.
2738. Do you think those farms could be profitably put into use again?—Yes, if the cost of the farms could be reduced to at least one-fifth or one-tenth. It is impossible otherwise to do it. As you know, interest on money kills the ordinary farmer. It must be remembered that money at 5 per cent. is itself in 40 years.
2739. If the boy farmer I have been considering has to pay £200 instead of £200, he will be a "gone." In my experience, the whole difficulty is the interest on the money put into the land of the farm. I know that I paid away through the Western Australian Bank at least £10,000 in interest.
2740. And you still managed to make good?—Yes, and my family worked, and our expenses, except when on the wheat farm, amounted to £s. a week, for we grew everything ourselves and did all we could to the end that we should make good. (1) House and South-West farms was 1913. In the first instance, all the farms were over-capitalised, and in the second instance, the men did not know any
Do you know of any other industry to which the same conditions apply?—No. The distributive section of the industry carries more youth than any other section of industry in the State. Our object is to see if we can extend the present restrictions. The training of youth at great cost to the farmer. He has learnt the work thoroughly. The idea of having farms for the purpose of teaching the boy, is out of the question. It is too expensive and leads to too much waste of time. About the age of 19, he is training the farm. I have learnt the work thoroughly. The idea of having farms for the purpose of teaching the boy, is out of the question. It is too expensive and leads to too much waste of time.

You mean that it is useless to apprentice a youth on a farm?—That is so. He must learn the business for himself. A good youth can learn everything on a farm in the space of three months. I did, and so did my boys. I started practically at the age of 12 years. We have any number of clever youths in the State. They know all about motor engines, for instance, whereas older people might know nothing about them. They are very quick to learn. A youth must get his experience by actual work, and then he knows what he is doing. Provided he is working with a good farmer, he can pick up his knowledge in practically no time. Take out an old man with axe and saw to do clearing, and he knocks himself out very soon. Take out a youth for the same work, and within three days he is able to do the work exactly as any experienced man would do it. In every way the youth is quick to pick up ideas. When he sees a tree fall, he gets a sort of enjoyment out of it. Though I have retired, I enjoy myself by watching tree-felling and fencing operations. The sight of such work keeps me alive.

PETER JENSEN, Organiser, Shop Assistants' Union, 5 Wellington Buildings, Perth, sworn and examined.

By the COMMISSIONER: How long have you held your present position?—About 3½ years.

How long have you been associated with the union?—For six or seven years.

Have you worked in the industry?—Yes, as a shopman for about nine years in this State.

You have prepared a statement?—Yes. My remarks are restricted to the distributive section of the industry.

Unemployment exists in the case of youths between the age of 18 and 21, but apart from this there is no unemployment in the true sense in this section. Not less than 45 per cent. of the labour at present engaged in the industry is youth labour. Of these, between two-thirds is between the ages of 15 and 18, while the remaining third is between the age of 18 and 21. This proves that the industry is carrying on more than its share of the employment of youth. Perhaps youth would be employed in greater numbers even now but for the restrictions contained in industrial awards or agreements. Should these restrictions be amended, additional youth would immediately be employed, and adult labour displaced as a consequence. The spectacle of men and women working for more money, whilst the parents seek employment, is all too prevalent, without the problem being accentuated by an increase in the number of adults on relief or sustenance. By keeping adults employed, families can, with a struggle, exist, but to get them the adult labour to solve youth unemployment would be not for of a calamity.

Not having been engaged in primary industries, I cannot say what measures should be taken to train youths in primary industries, but I appreciate what is being done in other countries, where the position is similar to what it is here. Captain Asorey dealt with this problem in a broadcast, which was also reported in the 'West Australian' of the 28th August, 1928. As the absorption of youth in secondary industries, evidence that has been given before the inquiry, that the industry carries 45 per cent. of youth labour below the legal minimum. Thus, proved conclusively that youth is absorbed in this section of secondary industry.

We desire to prove that the section of industry with which my complaint is carrying more than its fair share of youth.

Do you know of any other industry to which the same conditions apply?—No. The distributive section of the industry carries more youth than any other section of industry in the State. Our object is to see if we can extend the present restrictions. The training of youth at great cost to the farmer. He has learnt the work thoroughly. The idea of having farms for the purpose of teaching the boy, is out of the question. It is too expensive and leads to too much waste of time. About the age of 19, he is training the farm. I have learnt the work thoroughly. The idea of having farms for the purpose of teaching the boy, is out of the question. It is too expensive and leads to too much waste of time.
partment. In handwork, where young girls are employed, the apprenticeship system could not apply. However, it could be applied in many other cases.

Now a state is created where youth is too old to begin in any section of industry, simply because the formal period has not been completed. Youth is now forced by circumstances over which he has no control to take whatever comes along. One could understand the attitude of the employers if the solvency of their business was in danger, but when handsome dividends are paid consistently, there is no doubt of exploitation.

As to the position generally of apprenticeship throughout the State, the apprenticeship system as operating throughout the State could well be applied to this section of industry. It would ensure the completion of the training of youth, and the elimination of exploitation now existing, as already described.

Section 4 of the reference is not applicable to our industry, which does not at the moment have an apprenticeship system.

The laws relating to apprentices and junior workers in the industry throughout the State should receive consideration, and recommendations should be made regarding any matters where, in the opinion of the Commission, amendment is necessary.

Industry profits by the competency of its servants; hence it is essential that they be trained efficiently. This can be made possible only by the operation of an apprenticeship system which guarantees employment until the time the worker becomes proficient to qualify for a position as a journeyman. Amendments are necessary to existing laws for the protection of youth, especially when we realize the conditions operating to-day.

These conditions are not peculiar to this State. They exist elsewhere. If we say, Britain, in the "West Australian" of the 30th June, yesterday, there appears an interview with Mr. Colm Clark, lecturer in statistics at the University of Cambridge. I quote from it the following:

"In England one of the most serious elements in the unemployment problem was what was termed "blind alleying." Boys obtained jobs at 14 years of age, and at 19 years of age they were unemployed. The retail trade was the worst offender. Each year retail traders took twice as many boys as they could ultimately place in permanent employment. Half of these boys were thrown out of work between 16 and 21 years without training and qualifications. It was a very serious matter. That is what the position is. The boys are absorbed merely for the purpose of eliminating adult labour. Three juniors could be employed to do the work of an adult for even less than the wages of the adult. There could be employed at the lowest rate, 35s. per week, for 43s. in place of an adult. The proportion of juniors at the moment in the case of males is two juniors to one senior. So the position can be appreciated. Our point is that youths absorbed at the moment, and only temporarily in industry must have some protection. Consider that they should be employed, but that there should be protection of some form. Let the youths continue in the industry until they become adults and are trained, instead of being cut off in the middle of their education. The restrictions now embodied in industrial awards and agreements should be extended. That would perhaps mean the elimination of a portion of junior labour, but it would guarantee the absorption of youths who would be engaged in a minor way. When they grew up, there would be a percentage going out; and of course the greater demand for adults would admit of adjustment."

2766. How would you suggest implementing that? You suggest providing for the absorption of older youths in the industry. What do you suggest should be done?

The restrictions I have mentioned should be tightened up, and provisions should be made for guaranteeing continuity of employment for a number of years. I believe that the apprenticeship system would apply, because it lays down inducements for a number of years, thus guaranteeing employment for a number of years in the absence of misconduct. Vocational training enters into the question. A person applying to enter the industry would be of the type that is likely to turn out satisfactorily. There must be provision for keeping these people, if satisfactory, in the industry. The argument nowdays is to eliminate adults on the allegation that they are unsatisfactory. To employ junior labour to be employed. Existing statutes dealing with the subject should be tightened up. A certain percentage of juniors could be employed between certain ages. That would guarantee employment for a number of youths between the ages of, say, 18 and 21, graded as you put it.

2757. I have heard that system discussed in places I have visited. Do you know whether it has been adopted anywhere? I have no knowledge of its application anywhere as yet, but our case is not an isolated one. Perhaps we have to be successful in solving the problem here, and thus giving a lead elsewhere.

2758. How many members have your union?—At present about 3,000.

2759. How many do you know of as being out of work?—Quite a number. These people come to our office here and there, and we cannot place them simply because the industry will not absorb the youths who have been dismissed. Then we lose track of them for a while.

2760. Would it be a large proportion or a small proportion out of work?—A moderate proportion.

2761. Including, of course, from the remarks you have made, a number of youths?—Yes. We have not a great number of adults out of work. We have the few that float around, those who obtain casual work here and there. Generally speaking, we have work, but not always floating all the time. There is no room for them except as casuals. We try to get them employed elsewhere, but employers prefer youths as being cheaper.

2762. Can you say offhand whether the ratio of females unemployed in this industry is higher than that of males?—I should say the ratio would be about even.

2763. Turning back to the dismissals that take place at the ages you have mentioned, does that factor apply to one section more than to another?—No. It applies on the same basis to both sexes. I should say the percentage would be a little greater in males than in females, because the males are entitled to a higher wage.

2764. In this State, have you any distinction between the wages paid to males and females in your industry with respect to the same job?—Yes. In Western Australia we have a female basic wage. While there is a high margin for certain departments that are carried on along the same lines, with the margin deducted from the female wage it is found that it is considerably higher than the wage that applies similarly to the male. We believe that equal pay for the sexes would assist the industry.

2765. Have you any knowledge of that existing in industry?—It exists in this State with regard to harmen and barmans.

2766. Perhaps I should have confided the question to your own industry?—I will not swear to it, but I think it applies to certain departments in industry in the Eastern States.

2767. Do you know in which State that applies?—I think it applies in New South Wales. I can check up on that, but I understand that there are certain departments in New South Wales where it is done.

2768. Have you any records to show how it worked out?—No, I am not in a position to say how it worked out.

The Commission adjourned.
EDWARD JOSEPH HOLMAN, Secretary Printing Industry Employes' Union of Australia Industrial Union of Workers, W.A. Branch, sworn and examined.

2763. By the COMMISSIONER: Your address is—
No. 28 Trades Hall, Perth.

2770. Your union is the W.A. Branch of the Federal Union?—Yes.

2771. You have prepared notes on the subject matter of my inquiry. You may read those notes?—Very well. My prepared statement is as follows:

The apprenticeship system as it affects the printing industry is the only system that could be applied to the industry without any satisfaction. In all the awards covering the industry, clauses protecting both the employer and the apprentice have been incorporated. In these awards, together with the agreements of the printing and allied trades, the conditions governing the apprenticeship question have been thoroughly and efficiently drafted by the Board of Arbitration and the parties concerned.

The real question underlying the youth unemployment problem is undoubtedly the same as that affecting adult unemployment. Both of these matters should be taken in conjunction, as the causes of both are identical. It is unfair, if not foolish, to expect industry to absorb more youths when its capacity, under the present economic system, is already taxed to the utmost of youth and adult workers.

There is no doubt that a certain number of apprentices drift away from the trade when their indentures are completed. It is stated that the cause of this is that they are sent to the trade. This may be so in a few cases, but the truth of the matter as we find it is that many cannot afford to hang around with a hope of getting a day here and a day there, and so they gradually lose heart in the trade and drift away.

2772. Have you any idea of the wastage on that account of apprentices?—During the last few years men have got right out of the industry because they could only get a day's work here and there.

2773. Have you any numbers, any records?—No permanent records, and therefore I would not venture a guess at it. But during the last 12 months I have had inquiries from at least a dozen people in as many different countries asking me as to the conditions of the trade because they would like to get back into it.

2774. Are there any openings in it at the present time?—None whatever, no permanent; indeed at present the position is just the reverse. My statement continues:

We have a specific instance of apprentices drifting from the trade in the case of a former apprentice of the President of the Master Printers' Association. A good lad, but unable to secure a job of any permanence. He is now in the country and will remain there until he can promise him a permanent position.

I mention that as an example of the fact. It is not a slur on the President of the Master Printers' Association, who has always endeavoured to do a lot of work for the apprentices in the industry. The fact remains that this lad is a good example of what can happen even in those circumstances. He is a well married man and a good tradesman, but cannot get a job of any permanency in the city. So he has drifted out of the trade, and at the present time has a job with pick and shovel.

My statement continues:

It is also interesting to note that the last apprentice of Mr. Watt—who incidentally gave evidence before this Commission—has also obtained the printing field for the time being, and has asked that he be notified if a permanent or semi-permanent position is available.

It is a common reason for apprentices leaving the trade because of the low standard of wages set for the industry by the Federal Arbitration Court. It is little or no encouragement for an apprentice to set his mind to get out of the rut, when the employers themselves insist on the rut being made too deep for him. In very few instances does the extra remuneration, if any at all, offer that incentive so necessary for the young mind. The scope for foremen is very limited, as most of the firms do not employ foremen. The newspaper proprietors during the last court case, when an application was made for a new award, fought the issue of extra remuneration for responsible positions.

Each of the awards that my organisation has to deal with has provision made for boards of reference to deal with apprenticeship questions. The only one functioning regularly so far is the Federal Commercial Job Printing Award. Here all applications for apprenticeship are dealt with before registration is given. A lad has to produce a certificate of fitness and also one for his eyesight. Also he has to pass a certain standard in school and must produce a certificate from his former teacher.

2775. Have you a copy of that award?—Yes. Here are copies of five different awards, the main awards.

2776. Very well. Exhibit 51 will be the Printing Industry State Award, No. 6 of 1928. Exhibit 52 will be the Country Award for 1929. Exhibit 53 will be the Process Engravers' Agreement. Is that a common rule?—Not yet, but in effect it is, because all the employers in the industry have signed the agreement.

2777. Exhibit No. 54 will be the Federal Commercial Printing Award (1936) together with the apprenticeship regulations as adopted by a board of reference under it. Exhibit 55 will be the Newpaper Award, State No. 1 of 1936. That is all, I think.—Yes.

2778. You were speaking of the low rate of wages payable to juniors. Will you demonstrate that point? It was not for junior exactly. At the completion of apprenticeship the wage for a journeyman under the federal award, with which all masters in winters operate is 54 16s. a week. Until recently it was only 54 12s. When Mr. Watt, who is one of the vice-presidents of the association, speaks of the extra skill necessary for compositors, we claim in reply that such a wage is a craftsman in every detail. That man must possess an artistic temperament and other such qualities, and yet we have men in the outside trades, where such artistic temperament is not necessary, actually receiving more money than the man skilled in that way. That is very distressing. I know it from my own experience. During my apprenticeship I was very keen to make myself proficient in every detail, and when I came out of my time I was placed on the level of practically an unskilled tradesman. Under the State award nun receive an extra 7s. 9d. a week. That is why I say the Federal award has an effect on the boy the reverse of what employers should desire.

2779. When did the Federal Court first come into this field?—In 1912, its award applied to Western Australia.

2780. I find some difficulty when considering Federal matters at this inquiry. While I can make recommendations which the State might adopt, I fail to see what I can do in regard to matters of Federal import. Still, I am glad to have your evidence. Speaking of the Board of Reference, you said that the only one functioning regularly so far is the Federal Commercial Job Printing Award, and that all applications for apprenticeship were dealt with before registration was given. What does the Federal Court do with the board, has it been more or less restricted solely to apprenticeship matters? I believe it has other powers, but up to date they have not been invoked.

2781. Does the board fix the conditions of apprenticeship?—Yes. The exhibit I have put in is a product of the board. When the_lad's papers are sent to the Arbitration Court, the board of reference, in the case, Mr. Walsh, calls a meeting of the board as soon as there is sufficient business for the board to do. The papers of each lad are dealt with to ascertain whether he has passed a sufficiently high standard of education. The secretary of the Master Printers' Association, and I as the representative of the union, are notified, and we can make any other necessary investigations to determine whether the employer will be able to teach the lad his trade efficiently. My idea is that that does not go far
enough. If there is any complaint, it should be time available to the instructors of the Technical School to visit the boy in the next six months during his probationary period. That's a necessary safeguard but it is not employed. We cannot expect an instructor working part-time at the Technical School to give up his own time going around attending to the employes. If he were given an official position, the employer would respect him and would understand the reason for his calling. I do not think an employer would offer any objection to a man working in an auxiliary capacity would have to go along more or less cap in hand, as he would not have the necessary status. My suggestion would prove a big advantage during the probationary period.

2732. Are there any practical examinations? You were speaking of a visit to the shop! Not during the probationary period.

2733. What is the nature of the practical examination after the probationary period? Is it a set a test and told to correct it? Not before an examiner?—No, not at the end of the probationary period.

2734. During the period of the indenture, is the lad set a practical test? Yes.

2735. Do you think the examinations are properly conducted from a practical point of view?—I would not answer for the present time. During my apprenticeship I thought the practical tests were very good. I believe that at present most of the practical work is done at the Technical College. Previously it was done in the factory where the boy was employed. Personally, I think it would be better to have two tests—one in the factory and one in the college, because there are two different kinds of knowledge that the boy has acquired and he would want to be under normal working conditions.

2736. Who fixes the term of the apprenticeship? Under the Federal award the term can be for six years or five years. That depends upon the age of the lad. If the lad is over 16 years, he must be indentured for five years.

Pre-Vocational Classes.—The matter of pre-vocational training has been before the union on many occasions. The employers, while their association is strongly pressing reasons for instituting such a scheme, refuse to be bound by any such scheme. In many such cases, if future apprentices are not to be recruited from the classes, the whole object would be defeated.

In response to the 8th July, 1935, on this question made to the Federal Board of Reference, the Superintendent of Technical Education, Mr. Lynch, stated:—In any pre-vocational scheme an essential part should be preference by the employers to the trainees when selecting apprentices. I have the minutes of that particular meeting if you desire them.

2737. Your evidence is sufficient?—My statement continues.

It is unfortunate that Mr. Watt, when giving evidence, should have used the expression "unfortunately we struck a snag because of the attitude of the union representatives." That snag is, in fact, that only the justified complaint, namely, that employers, if wanting to have the advantages of a scheme for pre-vocational training, should also shoulder their responsibilities. If these responsibilities are to be shouldered nothing should be left to chance, and stringent rules that could be enforced would have to be laid down.

In question 1439 of Mr. Watt's evidence he stated: "We are the representatives, what about those boys, what will happen to them if they are not chosen? We want to make it compulsory for the employer to take his apprentices from those who come to the scheme. Mr. Watt gave the cause for this doubt when he addressed the Board of Reference on the 17th March, 1936. He stated "the Master Printers' Association would stand right behind the scheme and would give every possible assistance. Members would not agree, however, to any conditions making it compulsory to take the boys, as there may be occasions when other boys may be such.

He also stated on the 19th January, 1936, that "members of the Master Printers' Association considered the conditions of the scheme and the disadvantages the proposal and felt that the matter should not be rushed. The association desired to come to its own conclusions before meeting the union representatives. The general tendency was to favour the scheme. The association had a letter from the union stating that the union was ready to meet the association, but the scheme was not quite ready. It depended on the master printers themselves whether the scheme was a success. He thought that would be a lot in favour of it, but there was quite a bit of opposition.

It was because of this statement and the union decided that necessary precautions would have to be taken, and that the right method would be to include any such scheme in the award where they would have the necessary power to see if the conditions would be carried out. It appears to me that the first step necessary is to look after the apprentices already engaged in the industry. Any weakness in the selection of suitable apprentices is not the fault of the existing regulations, but entirely the fault of the employers. In all the awards and agreements covering the industry, provision is made for a probationary period of three months, which can be extended a further three months. This in all makes a six months period if necessary. The probationary period in the Federal award, under which all employees of members of the Master Printers' Association worked, is six months. Mr. Watt stated that it would be easy to judge in 12 months, and in much less time if a boy was suited to the industry. The weakness is that the employer refuses to take advantage of this probationary period, and actually does not want to in some cases because the boy is a son of a customer or a friend. (Question 1489.) Six months in my opinion would enable anyone to discover if they were suitable. It is also a fact that the employers were the parties who managed to have the provision wiped out of the awards that it should be compulsory for a boy in his first year to attend a technical college.

2738. When did that happen?—I think in 1936.

2739. When application was being made for a new award?—Yes. Most employers send their lads along during the first year, but there are instances where they do not send them. They should be compelled to send boys along especially during the probationary period.

The re-appearance of this desired year is necessary because of the statement of Mr. Watt at the end of question 1418 where he stated "it would be of great benefit to the employers if the instructors could recommend as apprentices only those boys best suited for the trade."

Provision is already made, without any pre-vocational training.

If boys were compelled to attend the college during their probationary period, this could advise the board as to their fitness for the trade. The instructors should be allowed to make periodical visits to the probationers in the factories and see them under normal working conditions. The correct and stringent control of the probationary period allowed in the different awards would obviate any necessity for pre-vocational classes. Possibly the first thing to be done in the case would be to place our existing house in order. It would take extra money to provide pre-vocational training, and yet it is almost impossible to secure the necessary revenue to carry on the present classes. At present the machinery instructor, Mr. H. Bond, is working only part-time whilst his class is actually one in excess of when he was working full time. He has 41 boys to look after, and the composing instructor, Mr. A. V. Davies, has 46 boys.

2740. Do you think the three months' probation is too short?—No. An extra period of three months in the period starts. By that time the boy would be trained, and the unions would insist that if a lad is attracted to the trade. In most cases adaptation follows from attraction.
The machinery and materials are out of date, and no automatic machinery is installed. The college is badly in need of finance even to cope with the present classes. The union recognises this and looks forward once again the necessity for appointing a committee to go into this matter and to ask the Minister to receive a deputation. That committee is now functioning. It is evident that unless the college can raise £2,000 it would be necessary to bring the classes up to date.

I have not included the process engravers.

2791. Are they entered for? — Not at all yet. There is someone concerned with the Technical College, but they do not know what it is worth. This is a new agreement; there was no agreement covering the industry before that. It was a good example of the exploitation of skilled labour in a lot of the factories.

2792. Have you numbers concerning the apprentices in the various branches of the industry? — Yes. In the machinery section of the trade certain machines have come to be recognised as standard equipment. All awards of both Federal and State Arbitration Courts forbid the indenturing of apprentices in this section to any employer not possessing a certain machine. In a new factory the machinery fulfills the requirements of the awards, no additions have been made since 1937, and, until the advent of new machinery during the last decade, it will be necessary to appreciate how far the college lags behind the even moderately progressive printing shops in this matter. It is considered desirable in the interests of apprentices from smaller shops, that a vertical Mickle (estimated to cost £1,100) and a platen machine (estimated to cost £200) be installed.

These machines are automatic. Employers say that many boys on completing their indentures know nothing about automatic machinery. The only place at which they learn about it is at the colleges. Many employers cannot afford such machinery. In some of the larger shops where a lad would be put on to an automatic machine, he might learn nothing of the other side of the trade. It therefore cuts both ways.

With an average attendance of 10 apprentices per day three boys are allotted to each machine, and under such conditions it is not possible for the instructor to give to each pupil the individual instruction that is so desirable. Whilst many apprentices are proficient in the ordinary class of work met with in the general commercial office, the technical college provides only the opportunity to undertake the finer class of colour work. A series of modern type faces (estimated to cost £500), and incidental expenditure of £200, together with the £1,000 spent in the machine room, would make the total capital expenditure £3,000. In Eastern States colleges Ludlow and Babcock type machines are installed.

The additional expenditure I have mentioned.

It is practically a matter of impossibility to get these machines.

No provision is made for the composing instructor. There is no type that inexorably accumulates and for the clearing of the type in the type cases, which must result from the congestion of his classes. Extra time should be allowed to the instructor to keep his room in order each week.

The type cases are before the pupils. There are different pieces for each letter. It is inevitable that a lot of the type should be distributed in the wrong cases. The younger apprentices often make mistakes and put the letters in the wrong cases. The type is much alike to a non-compositor, but the faces do not differ. I recently did a look at the room and noticed that some of the cases were in a terrible mess. That is what we call pie. If a lad drops a job, all the type gets mixed up. When a lad wants to learn something you cannot expect him to distribute all this pie before he begins. The instructor should be given time in which to clean up the room after-work. The proper approach to this matter, but I think it could be brought under his notice officially.

Until some of these necessities are provided by the government, the Technical College will not be able to carry out its part of the training of youth in the printing industry. Whilst serving my apprenticeship, I had to live, it was necessary for apprentices to attend classes during the evening.

Practical work could be specified during the day class and printer's English, etc., in the evening. At the evening classes you generally have tired pupils and a tired master. That is the biggest bugbear against our classes. The day classes are the best for all concerned.

No instruction is provided for boys in the other branches of the trade, and on a yearly average about 17 country apprentices are in receipt of technical education. My union brought this matter forward, and we are endeavouring to have correspondence classes instituted for country apprentices, but lack of funds is again the bugbear.

In the county award there is provision for an employer to pay for the correspondence classes. Up to the present we have not been able to bring that about. This is one of the greatest menaces we have in the trade. When these lads finish their apprenticeship in the country they drift to the city. They get a good all-round knowledge of the printing industry but know next to nothing of the finer points of the trade. They get a good technical education whatever, and never have got any to my knowledge.

It is with these facts in my mind that I say the necessity of any possible chance of getting money for the Technical College should be used to make the present regulations a success without hurrying them with further experimental schemes.

I seek to the Fund for information respecting the correspondence classes. In Sydney there are correspondence classes which are very good indeed.

2794. In that respect contained in the Technical School syllabus? —Yes.

2795. I have that syllabus, thank you? — My statement continues—
The apprenticeship system in the printing industry has effectively turned out competent tradesmen, and the supply has always been in excess of the demand. In reply to Question 1407, Mr. Watt stated, 'In this State we find it necessary, in order to make up the labour, to bring in men from the other States'; and in answer to Question 1408 he said, 'It applies mostly to the machine section.' I have checked the machinists entering this State by reference to the clearance certificates in the files at my office, and those show that since 1935 only two such tradesmen have been admitted from the Eastern States. Neither of these two have the books of the union at the present time, the men presumably having returned to their home States.

2796. Did you speak to Mr. Watt about this statement? — No.

In fact the records of the union prove the position to be the reverse. In the six years from 1931 to 1937 the number of tradesmen entering the State was over twice as high as that of any other Australian State. Western Australia numbered no less than 32. It would seem that Western Australia is supplying the East with tradesmen. In addition to this, it is a well-known fact that certain men are brought to Western Australia not only because of the trade, but through sporting qualifications.

Baseball, for instance.

There is definitely no shortage of skilled labour in the industry. There are men available for permanent work, the Minister on that point has previously, men, and especially married men, cannot afford to hang around town on the chance of securing a day here and there. But at present there are 50 composing apprentices registered at the Arbitration Court, and 10 in the mechanical section. Added to these figures, there are 17 country apprentices, five paper-making apprentices, four compositors, one lithographer, and the stereotypist.
typing apprentices, making a total of 129 apprentices. Added to this number, there will be a further number of approximately 15 apprentices to the process engraving section, that will be registered in the fifth year. This would bring the total of approximately 140 apprentices to 530 adult males in the industry.

It has been calculated by a former witness that out of every 12 apprentices four journeymen would take four journeymen 15 years to turn out three apprentices. This is entirely misleading. The ratio of the number of apprentices to journeymen has been raised to five to one and after the fifth year the four journeymen would be increased to five and would be entitled to two apprentices. This number would increase as the time progressed. It is also necessary to make provision when determining how the ratio actually works out by taking into consideration the cases where only one journeyman can have an apprentice in this proportion. This provision would make up for the leeway in a larger establishment where it is necessary to have four journeymen, and the total number of apprentices are maintained. In country offices it is common that the ratio is one to one. Thus the existing fallacy that only one apprentice can be turned out by four journeymen is one number of journeymen is on the cards and it is impossible for any industry to obey the ratio. That is in respect of the different sections of the trade.

There are only five journeymen and five apprentices in one shop, and it is impossible that the case in the present industry would be similar.

In quite a number of cases in the printing industry the employers do not take advantage of the quota of apprentices allowed to them, but in other cases they can have an apprentice of this proportion even if they have five journeymen and five apprentices in one shop. It is impossible for any industry to do so.

In the following year the ratio is one to one. The ratio of the ratio is one to one.

The statement of Mr. Watt, in answer to Question 1436 that the arbitral award showed that 70 per cent. of employees were receiving above the actual arbitration wage is incorrect in this State. My experience has shown that such is not the case, and that employers of the ratio is to be determined. The maximum and the minimum. Any attempt to 'raise the quality of the award' must be accompanied by a much more on a minimum wage rates.

Reverting to the pre-vocational training, the evidence of Mr. Watt, in answer to Question 1429, states that one of the advantages of pre-vocational training is that "the instruction given should give a good idea after, say, six months' attendance, if a boy were likely to be a success." This could be accomplished by making it obligatory on employers to hire the apprentice to the training during his probationary period of six months. To substitute the pre-vocational training for the probationary period is beyond our jurisdiction, as Mr. Watt himself admits, and would mean an amendment of the Federal award. Until that amendment was made, however, the union could not consider the idea. The reduction of incomes for apprenticeships to be one of the main essentials for the absorption, not only of youths, but of tradesmen. It is evident that the printing industry and the government cannot hope to take any further quantity of youths, as its capacity for employment of all classes is already overtaxed.

Any move in the direction of breaking down the regulations of apprenticeship in the industry will lead to the same trouble as has been experienced by the board of recognition recently, that of a youth who has not been properly trained.

The school leaving age could be raised to 16 years. This would enable the boys to secure that extra efficiency in education so necessary to the trade, and would make the coming of apprentices that exists for the employment of men of mature age.

Already, under the Federal award, unindented labour is permissible in some instances, but, in every case this condition acts against the interests of journeymen in the industry. The inclusion of this class of junior labour is unfair to the boys, as it places them in an occupation that has no future, and the inevitable result is that the boys will be turned out when reaching the adult age and will then be charge on industry and the State.

5799. Turning back to the awards now, you referred to the process engraver award. The engravirs had a board. "Take the main State award, No. 6 of 1928. That has a board too, has it not?" You will find that the process engravers have practically the same provisions as the State award.
2800. Do these boards meet regularly?—As regards the process engravers, the board has hardly had time to meet yet.

2801. What about the board is connection with the main printing award?—The board has not been meeting because the Federal printing award covers most of the commercial offices.

2802. It seems to me that more use could be made of these boards in adjusting difficulties as they arise—Absolutely.

2803. As I indicated earlier, I feel I am up against trouble in dealing with matters that are covered by Federal awards—Yes.

2804. Would you advocate any alteration respecting apprentices being dealt with by the board?—Yes, under the present conditions as it operates in the award.

2805. The board could meet regularly to discuss matters dealing with apprentices—Yes.

2806. Would you give the board power to fix wages and conditions respecting apprentices?—No, I would not say that.

2807. What would you allow the board to do?—I think the power of the board as outlined in our agreement are quite sufficient. I would not give them any further powers in respect of the actual industrial conditions relating to the industry. It would be too dangerous.

2808. Occasionally a question may arise regarding the apprenticing of a certain lad to the industry. You might get an unusual type of case where a boy sought to enter the industry at no older age than is ordinarily the experience. Do you think that type of case could best be dealt with by the board?—Yes. I think the board could recommend whether the lad should be apprenticed or not. The fact that the lad enters the industry at no older age than is usual is no bar to him if he can stand up to the long wages. I entered the industry when I was 17½ years of age.

2809. Connecting the principle that there should be some security over this sort of thing, do you think the board could deal with individual cases that might arise?—Yes, I think so.

2810. Supposing that notwithstanding the employer had his full quota of apprentices, he presented an unusual case and wanted an additional apprentice. Could the board deal with that sort of case and perhaps make an exception to the general rule?—I would not give the power to the board to make any exception to the quota as laid down by the Arbitration Court award.

2811. You think that such should be rigidly enforced?—Yes. As a matter of fact I can put my finger on an instance now where we have the spectacle of the journeymen being on part-time and the apprentice on full-time. That is not good to anyone concerned, nor is it any good to the industry. That amounts to displacing adult labour, and that is the last thing we should ask anyone to do.

2812. I do not for one moment suggest that the board should make a practice of departing from the quota, but referred only to individual cases that might arise and require special treatment?—We had a special case a few years ago, quite recently, and we had some trouble with the board of reference. It was a case regarding a lad who, owing to the improper policing of the apprenticeship regulations, had not been taught his trade properly, with the result that when he came out of his time he was not able to operate a cylinder machine and so on. One firm offered to take the lad on at a reduced rate, but on inquiry I found that the firm already had adults on part-time. That is where the danger comes in. When the lad is older he becomes of use more quickly. The biggest danger is in the displacing of adult labour at a cheaper rate.

2813. At any rate in that instance you did make inquiries into the merits of the position, and you found no merit—None whatsoever.

2814. There might be other cases that present some merits?—The point is that with respect to that particular board of reference, I was the only one who spoke against the application. It could have been agreed to by the board of reference, but that would have been entirely wrong. In that case their judgment was not exercised, and that is the danger throughout. There is the possibility of the board being constituted saying anything, and it is also quite easy not to inquire into the merits or demerits of a case. Hence the danger that I see in it. Most of the members, with the exception of the union officials and the representative of the master printers, have their own work to consider, and they do not have time to run round to make those necessary investigations. It is an honorary job in every instance.

2815. In some of the industries that have come under my notice during the course of this inquiry, I have found that apprentices could be taken on after the requisite number of qualified journeymen were employed, and then the journeymen could be dispensed with and the shop stocked with apprentices. Does that occur in your industry?—Yes, and that is the actual position in some of our shops. Journeymen are on part-time, and yet the apprentices are carrying on.

2816. Then under the present system a shop could be run with a few journeymen and a number of apprentices?—Yes, that is one of the biggest bugbears of the system. There should be a penalty for the displacement of adult labour in such circumstances. To my mind it represents a distinct branch, although legally it may not be a breach.

2817. I do not wish it to be thought that I am judging the position prematurely, but it does seem to me that there is that defect in the system?—It is a defect.

2818. The journeymen have to teach the apprentices?—Yes.

2819. There may be worse evils in the industry, and if a board had more elasticity it might rob out some of those other evils?—I think they could be remedied. The position led to a condition of things during the depression period, and the trouble is likely to occur again, and actually does occur now, during this so-called prosperity that we are experiencing. What I have been dealing with is undoubtedly a matter of weakness, and there should be a penalty attached to it.

2820. Has that phase ever been discussed before the court when fixing the quota?—I cannot say.

2821. The position must have existed for years, ever since the quota system has been in force?—There is only one way in which we can cope with it, and that is when an employer seeks for his next apprentices. In such instances, we naturally refuse. We have the right to disagree with the registration, but that may take four years.

2822. How far do you think that objection could carry you?—No distance at all if the employer had employed the journeymen regularly for 12 months previously.

2823. If the employer shows that he has qualified by having the requisite number of journeymen, your objection would be futile—That is so. My own reasoning is that, even as the award stands, that practice could be made a breach because the employer has failed in his duty properly to teach the lad.

2824. Has the matter ever even been taken up on that basis?—I believe it was during the depression period, but that was in abnormal time.

ABRAHAM ARTHUR LEBELLE WILLET, Fitter, President of the Coastal District Committee of the Amalgamated Engineering Union, and Examiner of Engineering Apprentices in the Metropolitan Area, sworn and examined:

2825. By the COMMISSIONER: How long have you been president of your union?—About nine months.

2826. How long have you been associated with the union?—About 18 years.

2827. How long have you been doing the examining work in connection with apprentices?—For about three years.

2828. Have you any engineering qualifications?—Not apart from my Technical School certificates, which might be other cases that present some merits?—None whatsoever.

2829. What is the award under which you are working?—We have about 12 awards in Western Australia.

2830. Some are Federal awards?—No, they are all State awards.

2831. Will you give me the numbers of these awards, contained in Nos. 11, 12, 13 and 14, of 1936. I intended to refer only three of the awards.
<table>
<thead>
<tr>
<th>Metropolitan Area</th>
<th>300</th>
</tr>
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<tbody>
<tr>
<td>Goldfields</td>
<td>55</td>
</tr>
<tr>
<td>South West Land Division</td>
<td>32</td>
</tr>
<tr>
<td>Collieries</td>
<td>4</td>
</tr>
<tr>
<td>W.A. Government Railways</td>
<td>192</td>
</tr>
<tr>
<td>Midland Railway Company</td>
<td>5</td>
</tr>
</tbody>
</table>

Total: 490

The figures do not include boys registered on probation only.

2384. Your next note is with relation to the distribution—I will refer to that later on when dealing with junior workers. The distribution is, of course, very high in the metropolitan area, and it slackens off outside of the metropolitan area; on the goldfields there is a fair number because the industry is highly developed in those centres. The engineering trade is now a very extensive one because of the development in the motor industry. For instance, we have members of our union employed at the Wynnum West Motor Works. In fact, they now distribute from seven to eight per cent. of their earnings over the State. The motor industry has presented a big problem because in every small town there is a garage, and those garages come under our award. The difficulty is that we have, however, just become enormous. I might comment on the third figure in the table I have just given you referring to the South West Land Division. In the award provision was made for junior workers. Midland Railway for the first time in Western Australia. Our other awards contain provision for apprentices, but for the first time in our history "junior workers" were introduced.

2385. You asked to be allowed to do specified tasks. They were allowed to learn the trade as junior workers. That met with our approval, as it would meet with our approval at the hearing which is to commence in a few weeks' time. It is difficult to find out details regarding the working of an award. We have one organizer, and he is responsible for all the industrial business throughout the State. You can understand that his difficulty is in getting into touch with all the garages is a big one. We cannot cope with it. We were anxious to find out how the "junior worker" clause was operating. Apprentices are allowed, as well as junior workers. The "junior worker" clause, No. 18, reads:

Junior workers may be employed in any branch of the trade or trades in the proportion of one junior worker to three or fraction of three journey men at the rates of pay herein before set out. Junior workers are taken on at different rates of pay. To clarify that clause I will read an extract from the "West Australian Industrial Gazette" of the 31st January, 1931, page 117. These are the remarks of the President:

As regards the apprentices and junior workers, the employer who has from one to three journey men employed, of which he himself, if he actually works at the trade, would form one, will be allowed one apprentice and one junior worker. If he has one apprentice already employed, and can find room for another junior, the other will be a junior worker. If, on the other hand, he has only a junior worker employed, then he will have to employ, if he wants another junior, another apprentice. The working of that award was causing our union a good deal of concern, and as our organizer was not available, I was instructed by the Federal Executive to tour the State of Queensland, and York and Bathurst and gather as much for the purpose of seeing how the award was operating. I visited most of the big towns—Bunbury, Busselton, Normanby, Arrow, Geraldton, Albany, Katanning, Narrogin and Collie. I found that the "junior worker" clause was being very much abused, sometimes in innocence and sometimes the other way. Some employers do not even bother. I had the idea that the Act is not too clear. I know of cases where the employers have taken only six apprentices and no fewer than 42 junior workers. That was before the award came into operation, which allowed service stations the opportunity of employing junior workers in various directions. That kind of thing is no good at all from our point of view. We believe in keeping the flow so that the industry will have no shortage; but we do not believe in turning out semi-skilled men. There is no restriction on the employment of junior workers who can take them on and put them off as they please.

2386. I think you mentioned that the number of junior workers was over 40, and that there were six apprentices. How many journey men were there?—I cannot give you the definite figure without looking up the records.

2387. It would be about one to one?—Yes, but I would not be definite on the point.

2388. That is, generally speaking, the position?—Yes; it proved to us that that section of the award was being exploited. That is our point of view. During the depression years fewer apprentices were taken on. Today the employers are at 36. We have never had the industry in a more thriving condition, and yet we are still able to supply the demand made on it. We have registered in our office four men who are unemployed. These are men who are able to attend the office and sign the book. Of course there are others who are not members of the union. There is another union covering the same industry. Even at the period when apprentices taken on were few, the shortage then was not making itself felt in the present supply of tradesmen. By the system we have adopted the demand that is made for journey men. Right throughout Australia we are up against the problem of semi-skilled labour and we believe that a junior worker of to-day is the semi-skilled man of to-morrow. We know that much to our sorrow.

2389. What are these jobs doing? All classes of work under supervision. They do anything; they do not queue for the jobs. They chase the men, some change tyres and do a little mechanical work, and perhaps sweeping up.

2390. How many would be employed, say, grinding valves, or attending to the engine of a car?—I could not tell you that, but whilst I was visiting the shops, they seemed to be doing all kinds of work. Fully 50 per cent. of them were being underpaid at the same time.

2391. Did you see any evidence of their being taught some intricate details of the trade?—I should think that would be impossible, but mostly they were employed as handy lads about the place. They were mostly employed in doing manual work, running messages, serving petrol and sweeping up, but as far as teaching the trade was concerned, that formed the last thought in the minds of the employers. Many of them, perhaps, took on the lads because they were along and asked for a job. It is a very casual business altogether. That is our experience.

2392. Your next subject for discussion relates to technical school facilities—I am a member of the Engineering Advisory Board at the present time and we are experiencing much concern at the present time. The engineering group is overcrowded. For instance, there are two aeroplanes to be sold and not even put together. Another has been given by Major Brearley and there is nowhere to put it. We believe the time is overdue for an extension of the premises as far as the engineering section is concerned. The classes are becoming too big and one instructor cannot concentrate on the students individually, as he should be able to do. For a long time we have been asking that additional accommodation should be provided.

2393. What about the plant? Is it efficient?—It has been modernised to a certain extent, but there is still room for improvement. I understand that plans are in course of preparation for additions to the buildings. New plant will then be necessary and it is all costly. For instance, a radial driving machine will cost £2,000 and a modern lathe £1,500. These are necessary to train apprentices as their work is so intricate.

2394. Your next subject is the appointment of inspectors to police apprenticeship regulations. In our metropolitan area an inspection has been made of apprentices in the papers and the Technical School for the past six months. Some employers do not give their apprentices the opportunity to go to the Technical School as they should do. You can understand how a boy in a lowly position when he is in a 'job,' and the employer may think that the apprentice should not leave his work. He may tell
the boy that he can please himself, the induction being, of course, that the boy should not go. So it appears that I have been told things by the lads themselves. We are supplied with the list of apprentices who attend school. We know the conditions in the metropolitan shops and we also report to the Arbitration Court. I believe the Arbitration Court forwards the complaints to the Chief Inspector of Factories. That is something that has a great deal to attend to. In our view it is very necessary that someone should be appointed to see that the apprentices are trained. The apprentices go into the railway workshops selected by a board. That board does its job very well. It is constituted of the representative of the Unions, a representative of the shop where the boys are to be trained. Some boys have high expectations when they go there, but for some reason they do not retain those high qualifications. Leading hands in the workshops have to report on the progress of the boys. I think those leading hands try to do their own job to their advantage, but the tendency is to make it look good, whereas Mr. Farranton deals in detail with the work the boys do. He also submits a report and the two reports, that of Mr. Farranton and that of the leading hand, do not always coincide. Many of those boys are from the country and have to board, and of course in boarding they meet various influences and so it sometimes happens that they slip back a bit. In consequence they suffer penalties and get a "please explain" from the department as to why they are not making the expected progress. This is based on the Technical School report alone, and shows perhaps that they spend only half a day out of five in the school. When that happens it seems that there is something wrong in the system that judges them on one-tenth of their actual work. Often these complaints are made to the boys by means of a form with the nature of the complaint entered on it, and although it is only a form of complaint, it is often enough to make them feel. The whole thing is too impersonal. It would be better if a man were there—not necessarily a full-time job—an understanding person who could talk to the boys in front of him and find out why certain of them had slipped. Only a heart to heart talk would secure that information. That is a really valuable suggestion, because the complaint regards these things only in terms of money. It is all very well for the department to look to the cost, but I think the time will come when the cost will be repaid ten times over. It is not a new idea, because at big shops in England and in America sports are organised for the boys. It must be remembered that a boy supplies a good deal of cheap labour and if he is off for a certain period he would have to be filled by a tradesman's assistant at twice the money. However, the boy is an individual of society and I hold that he should be treated as such.

At all the schools in the branch and you visit the boys and conduct practical examinations?—That does not apply to the Railway Workshops.

2848. Well, where do you hold examinations? What is the method? What do the boys put through? It is a practical examination plus what theory we think the boys ought to have.

2849. We are told that in some trades the examinations are very thorough, and the performances of the boy with the foreman about the boy and that is the examination. What do you do? The engineering job is a much bigger job than is the tailoring job. A tailoring examiner could easily hold an examination in the sewing on of a button. I and my co-examiner usually speak to the foreman and to the workmen working with the boy, and see what class of work the boy is doing, the job he is on and what has been performed recently. Then we find out whether he is given an opportunity to learn the trade as it should be learned. Of course, we always make a point of discussing with the boys what is expected of them at school. In some shops the boys do not get the opportunity they should have to attend school, and occasionally we have to report it. One case that we reported two years ago showed that the apprentice was not getting a proper opportunity. He was apprenticed to his father, who perhaps took a different view, different from that which he would have taken had he been his own son. It was an apprenticeship that could not have been made, and this year that boy has left the job without finishing his time.

2850. Do you give a boy a job to do on the spot?—Yes, if there is one available.

2851. Is that always so? Do you always give him something practical to do in order to demonstrate his efficiency?—Yes, always.

2852. And that job is recorded and you put down against his name the result accomplished? We memorise the results, because we know all the boys.

2853. But you see them carry out these jobs you set them?—Yes. If they have not a job we make inquiries.

2854. But you set them to some job and watch them do it?—Yes.

2855. But you see in your next note I think you explain the advantages of proper training?—Yes, regarding apprentices and the suggested breaking down of the conditions we have built up. We consider them very good, subject to a little improvement.

A number of the apprentices are absorbed into the mercantile marine; they can become marine engineers. During recent years the best part of 30 have been absorbed into the Australian Air Force. Having served a recognised apprenticeship is very important to them, for an apprenticeship certificate is essential to entrance into the mercantile marine. In the past a man must have a certificate of apprenticeship before he can join the union, after which he can get a job with a marine company. Also an applicant must have a certificate before he can sit for the class-marine certificate.

2856. What is the total membership of your union in Western Australia?—About a month ago it was 2,011.

2857. And from what you said at the outset I judge that there are not very many out of employment at present?—No. This is our peak.

2858. Judging from some of your remarks you made you would not say there is a shortage, although certain members are out of work at the present time?—That is so.

2859. Now that, I think, brings you to the subject of cooperation of employers with the Technical School authorities when choosing apprentices?—Very often apprentices are chosen, particularly by private employers, simply because the boy comes to them or they know the boy's relatives. I have discussed this with Mr. Mathies, the engineering instructor of the Technical School, and he agrees that if the employers would go to him when they want an apprentice, it would prevent the boys having this attitude towards night work. Mr. Mathies knows his pupils very well and so is always in a position to supply a really desirable apprentice. They have an apprenticeship to the engineering section at the Technical School. We have agreed to that.

2860. Now you come to the question of the ability of employers to train apprentices?—Yes. The development of the motor industry has made this a serious thing for the union, I think I am justified in isolating the general engineering section of the trade from the motor industry. The general engineering section is controlled by men who have served apprenticeships in the past. Generally the boys are kept in that, though there may be some who do not. As a rule, a man who has served his time approved of the apprenticeship system and believes in proper training for a boy. With the motor industry we find that applications...
are often made for apprentices, but the business of appealing against them is too great for our union to handle. We have one organizer in the State who has to deal with some fourteen to twenty and in regard to the metropolitan area, we receive notice of an apprentice being taken on probation. Very often the union does not have full registration or notice related to the extent of four or more. On one occasion three years ago when I was examining, we went into a shop by accident and found an apprentice who had been there four years and had not been indentured. The employer made some excuse, but we presented and obtained a conviction. We prosecute occasionally as a policy—lose victory.

Did he have indentures that had not been registered?—The apprentice had never been indentured, but the employer said he thought he had indentured him. He must have known—He could never have been to the Arbitration Court, or we would have been informed. That had finished his time. The same employer engaged a new apprentice, but indentured him immediately.

For that employer to say that he thought he had indentured a lad sounds a bit lame!—You cannot imagine the things we are up against. These are shocking. Many employers have a very loose idea of their obligations under an award. As regards the Second Section, I say to you, we have no means of examining a shop where a boy is to be indentured. We take a risk and approve the application, in the hope that it will curb junior worker. We cannot visit places like Wigan, Blackburn, Accrington, Bolton, and many others in conditions for ourselves. That should be the function of somebody in Government employment. I should like to see an inspection officer examining the proportion of apprentices. Mr. Broadfoot, in giving evidence, stressed that more apprentices should be trained in the workshops. We disagree. We have helped a new claim in the Arbitration Court for a Railway award, and we are claiming the proportion of one to three, which we think should be the standard. We believe there should be a sufficient number of training engineers, and we do our utmost to keep it going, in spite of all the obstacles, but we do not think the proportion should be extended. On the 6th June I wrote a letter, on behalf of the union, to E. Thomas, industrial agent for the Commissioner of Railways, complaining of the faulty training of certain apprentices. (Exhibit 57.) No reply has been received.

JOHN HOWSON MILLAR, boilermaker, President of the Federated Boilermakers’ Union, sworn and examined.

By the COMMISSIONER: You have addressed the name of your organization, but imply that it is under the name of your organization—Yes.

Is it true that you have been president of your union?—I was president continuously for 12 years. Then I had a rest for three years. Twelve months ago I became president again, and have been re-elected for another term. I have attended many cases in the Arbitration Court and have been a member of many boards of decoration and reference boards. I have been an organizer of metropolitan shops. I have been a member of the selection board of apprentices in Midland Junction for 17 years and a member of the Federal Council for 15 years.

How long have you been a member of the union?—For 26 years, and for 3 years I have acted in an official capacity.

How long have you been in the craft?—Forty years. I served my time in England.

Did you work at the industry in England?—Yes, and I served my time and worked in some of the largest shops in the north of England.

You have prepared some notes of evidence—My organization does not employ a full-time officer. I am an advocate for the court, and I have the cases pending, and I have to work by day and attend to union affairs largely at night.

How do you fancy the position of the union?—No; the secretary is in the same position. We are both in the local shops.

How many members are there in your union?—About 400 in this State.

How many apprentices are there?—In the local shops, 49; Midland Railway Co., one; Saunders & Stuart, three; Forewood Down, four; Hoskins, one or two; Tennison, one; Great Western, one; and several smaller firms have one. The Locomotive Engineering Co. employs no apprentices. We see no reason why the present apprenticeship system should be changed. The majority of the boys are not in regular tradesmen. We think that a selection board would be more suitable, one similar to that in operation in the West, and which has worked satisfactorily for 17 years.

Such a board would be composed of representatives of employers and employees and the Government, and any number of persons not in the trade and a representative of the union concerned. Each trade would have its own representative for selecting its own boys. I have been a member of the board in question for 17 years, and have dealt with hundreds of boys. During that time 164 boys have been selected, an average of nine per annum. Amongst the railway engines employed are some boys that have trained more boys than are required as tradesmen. Many of these have had to leave the State to find employment. Others have been engaged by private employers, who have become keen to get them. Some employers will not train apprentices, and others do not take their quota. Several of the apprentices have been appointed landing hands, firemen, and water-towers, etc. This proves that their training has been efficient. The method of examination might be improved.

We are approaching the Arbitration Court for an improvement in the examination system.

How is the examination conducted, and what is wrong with it?—Mr. White has dealt with that already. There is really no examination through the representatives of the employers or of the union. As far as the union is concerned we think we should have some say in the examination of our apprentices. That would be our particular desire. My experience is that many boys attend on their own initiative to increase their knowledge. I also find that many of the boys are not trained sufficiently to be capable of training apprentices. In my experience I have found boys doing other than a tradesman’s work. That represents so much waste of time. I have had to object to boys doing certain classes of work instead of the being properly trained.

You mean work outside what the employers contracted to teach the boys?—Work outside the ordinary tradesman’s duties.

Such work?—White-washing or cleaning up the shop. If there is any available work there should be something such as electric welding, oxy-welding, and so on, that they could be taught, instead of being put on to labourer’s work, cleaning up, and so forth. I understand that students have been turned away from the classes in the metropolitan area because of lack of accommodation and lack of teachers. This is a serious situation. I understand it is due to a lack of funds in the possession of the Education Department. I believe that at Midland Junction during the last six years the classes have doubled in size, but there is no further accommodation, and there are no more teachers, with the result that students are being turned away. Many boys are most eager to learn. Their parents also are endeavouring to induce them to learn. I, too, have had the same experience. I believe it is the same with most parents. You can understand how disappointing it is for a lad to find this lack of educational facilities, and the lack of money made available by the Government, in the primary direction in which money should be spent, the teaching of youth. We believe there is room for great improvement in this direction.

With regard to improvement on the part of apprentices, both the employer and the union can always approach the registrar, and any anomalies that arise on the part of the boy or the employer can be adjusted. Some boys may not be fitted for any of the trades among all the trades that are chosen. If a psychologist first took the boys in hand I doubt if the position would be any better. There is no question that we have trained many efficient tradesmen. That proves that we are not be-
broad the times in this part of the world. Many boys who have finished their time are not given the opportunity to get work. On the other hand, there are many importations from other countries. These people often take some of the chief jobs that should be absorbed by our own boys. These things are not encouraging for the present-day boy. Another thing I suggest is that the present-day apprenticeship might be given some particular study to work for. At the end of his five years he might be awarded a 13-months college training, as a reward for special abilities and special work. At present a man has to compete in a boy any desire to gain a special award. Very few of the boys can hope to gain a high position, because the number of high positions available is limited. Quite 75 per cent. of the boys who leave the industry can only hope to become practical tradesmen. There is no avenue for them above that. Boys who have become merely practical do not require a higher education. Both ability and imagination are essential to any boy who wishes to make special headway. These are the chief reasons why we defend the present system. I do not think any other system would be an improvement. We are also opposed to the trainee system. We do not see the need for it because the present system meets all the requirements of the trade. There is no room in the industry for the employment of more boys. This is only another form of apprenticeship, and there is no justification for the two systems. Some employers will not engage any apprenticeship, because they would be compelled to do so. They cannot not know anything about apprenticeship because they have not had the practical experience. Some employers have heard that the apprenticeship system is bad, and yet they have not engaged an apprenticeship. One employer said he had never employed an apprentice, and yet he is complaining about the system. Why does he not try to hire two or three boys himself? He has been in business for more than 20 years in the State, and has not turned out one apprentice. What he does do is to engage some of our apprentices, who have been taught in the loco. These have proved his best men. Apprentices who have been trained in that way are the leaders of his firm. People like that cannot be sincere because they have never tried the system themselves. They say nothing about boys being trained at the Government expense, and about their taking the cream of the boys and imposing them into their own industry. They are doing nothing to provide for industry; all they are doing is to get profits out of it. We say that the trainee system is not necessary.

2878. Was the trainee system in operation in the Old Country when you served your time?—No, I served my full time.

2879. It is said that the system has made its appearance there?—I was in England four years ago, and visited Armstrongs in Newcastle. It did not come to my knowledge that any new system was in vogue. I have many relatives there, but they have not notified me of receiving monthly statements from my organisation, which is one of the largest in England. There is no sign of a change in the apprenticeship system in England. Solicitors in the Old Country have created the industrial world. I addressed the council of that organisation when I was in England, and I would have heard of it had there been anything new. I know that our federation in Australia is totally opposed to the trainee system. We have the oldest members in Australia guiding our destinies as an organisation. These gentlemen look closely into all these questions. They are totally opposed to the system. The federation carried a motion at our conference last month opposing the whole system. We regard to (c), we oppose the increase of junior workers. Our union does not provide for them, but in many cases we have seen them doing the work of tradesmen and also of apprentices. They are largely used for cheap labour. Private employers try to put junior workers on to work they should not do. There is no room whatever for junior workers. Wherever a lot of junior workers are found, it means the displacement of some of the apprentices and of junior workers will not overcome the problem of youth unemployment. I do not say junior workers should not be employed, but only to a degree. If junior workers are to be increased in number, there will have to be a special staff to look after them. If Mr. Broadfoot increases the number of his apprentices, he will have to increase his staff in order to look after the apprentices. The same thing applies in the case of junior workers. In any case, a junior worker can only become an unskilled man in the end. The economic position has to be changed so far as boys are concerned. With regard to (d), we oppose any system of improvements. I have known an improver who has become a tradesman leave the shop in order to get the full rate. Full-riddled tradesmen have been told, "You cannot get a rise in wages; you must go as an improver; you are not a tradesman." A man who has been told that has gone to a shop next door, perhaps, and got the full rate straight away. The original firm has sometimes wanted to get such a man back at the full rate, and the man has refused to go back. A firm will not give an improver his credentials if he can be obtained at the cheap rate. After a boy has worked five years, he should be able to get the full rate of a journeyman. There is no room for any improver system. I also believe in reduction of hours, so that the work available may be equally shared among the workers available. That will assist towards the employment of youth. If the money spent and divided among the population is taken into consideration, and we see how large a proportion of it goes to a few people and how comparatively little to the many, we see one of the causes of the prevailing difficulty. If the money were shared equally, the problem of youth unemployment would be solved. In Australia, there is the huge amount of money spent in drink; this money spent in drink should be devoted to solving the problem of unemployment. However, the people with big money say nothing about that subject. There is great wastage in that avenue, whilst we are told that money is not available for education."

FREDERICK STAMFORD MEMBRY, Acting Secretary of the W.A. Locomotive Engineers' Drivers, Firemen and Cleaners' Union, sworn and examined:

2879. By the COMMISSIONER: For how long have you acted as secretary of the union?—Three months.

2880. For how long have you been associated with the union?—For 36 years and I have been president for nearly three years.

2881. What is your occupation?—I am an engineer-driver.

2882. How many members are there in your union?—Approximately 1,160. They are all employed in the State railways.

2883. None in the Midland Railway Company?—No, the employees of the Midland Railway Company have a separate union of their own.

2884. Are many of your members out of employment at the present time?—There are not any out of employment.

2885. Do you not think you have apprentices in your industry?—No.

2886. You have junior workers?—No, we call them cleaners when they start in the service.

2887. You have prepared a statement in which you propose a plan for absorbing youths in the cleaning section?—Yes, my statement reads:

I desire to place before the Commission for consideration the opportunity that exists for the absorption of 100 youths yearly, for at least two years, between the ages of 17 and 19, as engine cleaners in the locomotive section of the railway services. I believe the Commission to be the proper body to deal with this problem, and I urge the Commission to consider the furtherance of this scheme, and to promote it as a matter of urgency. I believe the Commission to be the proper body to deal with this problem, and I urge the Commission to consider the furtherance of this scheme, and to promote it as a matter of urgency. I believe the Commission to be the proper body to deal with this problem, and I urge the Commission to consider the furtherance of this scheme, and to promote it as a matter of urgency.
We have a system of promotion based on the actual work done in the State. Every quarter there is a review of the acting work being performed in the State. The Department is allowed 30 cleaners on full time and for every man on full time above that they have to make an application. The margin for drivers is 15 and for anything over that they have to appoint an engineer driver, except that in the March quarter the margins are increased to 20 and 20 respectively.

2885. You said that similarly the margin for drivers was 15. Did you mean to say “fireman”?—Yes.

2886. You were pointing out the necessity for the margin between firemen and drivers?—If the margins go below 15 then the Department has the right to reduce a driver to the status of a fireman and a fireman to a cleaner. Before the men can become drivers or firemen, they have to pass examination tests in engine work, signals and the like. They have to pass a practical examination and an oral examination. If they pass the written certificates and then they are qualified to fire or drive as the case may be. To continue—

I have noticed that the money that the Jubilee Youth Appeal Fund is to be spent on sending youths out on prospecting expeditions. In my opinion, it represents a waste of money as it is obvious that after all the effort that is being put in that purpose is spent, the young men will drift back to the city and be at the same dead-end as before they started. There are always plenty of experienced men ready to take up that sort of work if the backing is there, and I think that money spent in that direction would be more worthily thrown away.

It is stated that for the Government to supervise another governmental activity might be unusual or without precedent, but it must be obvious that what has been done as a result of the Commissioner’s recommendation would involve expense and the expenditure of money. The position is so serious regarding the provision of opportunities for youths to secure employment that no conventional objections should be allowed to stand in the way.

The contention the union wishes to make before the Commission is that there has been a considerable amount of underemployment of the overtime worked by drivers, firemen and cleaners. To give some idea of the overtime worked, Mr. Styxalis, M.L.A., on the 1st September, 1930, asked questions in the Legislative Assembly to ascertain what amount of overtime was worked by drivers, firemen and cleaners. 67 drivers, 13 firemen, and 21 cleaners during the last 12 months. These appointments have been notified to a large extent by retirements caused by death, men reaching the retiring age, etc., and I doubt if the increase in the staff at the present time is more than 15. The union took strong exception to that overtime being worked.

2888. How much of the overtime you refer to would be preventable?—In my opinion, 60 per cent. of it was preventable.

2889. Without economic waste in the running of the railways—Yes, I would say that.

2890. You say that the union took strong exception to that overtime being worked. What does the Commissioner say?—His attitude is that he is always looking to the future and that when things are slack the railways have no work. It is not that they could not economically be employed.

I want it to be understood that I do not claim it is possible to cut out all overtime. There has to be a margin as railway working is subjected to a great deal of fluctuation, but we are good enough citizens to know it is wrong and unihuman for us to work overtime when the money were spent in the employment of cleaners. It would provide a large number of youths with a decent opening in life. I have already stated that the total number of hours of overtime worked this year will be so high this year, but it is obvious that they are too high. In sheds like that at Midland Junction, Perth and Northam, it has been the usual thing for from 300 to 400 hours of overtime to be worked the last few months. From the 6th February, 1937, to the 3rd April, 1937, a total of 15,383 hours overtime has been worked in the State.

The Commissioner of Railways supplied those figures to us, so that they are authentic and represent actual figures.

The union has been informed by the Commissioner of Railways that there is an improvement this year regarding overtime as against last year. Even if this be so, I can give little credit to the department for that result. Neither the Commissioner nor the union will have anything to be proud of until all preventable overtime is abolished and as many of our youths as possible are absorbed.

In days gone by the practice for a cleaner to get a full shift to clean an engine. In those days an engine was something to look at and be proud of. There were brass domes, bands, etc. Most of these trappings have been cut out in recent years. Some of our private lines still have them, and when I look at them I think it is still worth while. During the last five years, cleaning for the greater part of the year has been reduced to an almost irredeemable minimum. It is not uncommon in the metropolitan shunts, with their numerous services, to have only one cleaner on duty on each shift during many weeks of the year. As a matter of cold fact, during the peak season many engines in various sheds were not touched at all, and if they were, often a cleaner would be given over 12 to 14 hours in one shift. The number of drivers, firemen and cleaners employed at the present time is little better than the number necessary to man the engines at the lowest peak of trade during the year, and the slightest rush at any time which would occur in any railway working found them so short of men that overtime had to be worked. In the peak season in this State—from the commencement of the shifting of the harvest to the end of the superphosphate traffic—overtime is extensively worked.

2894. Are you short of engine-drivers at the present time?—No, because there are always so many firemen examined as acting drivers that there is always a surplus of them.

2895. Is there a shortage of firemen?—Yes, because we have not the cleaners on the job to go out and do the work. If an acting driver goes out, it means that two more men are needed.

2896. How many drivers are there today?—Approximately there are 600 drivers, 900 firemen, and 150 cleaners.

2897. What was the number prior to the depression?—The largest number was 1,210, but I cannot tell you just now in what year that was. The number has been increasing slightly in the last few years.

The usual practice of locomotive running is that, when any increase of normal working is required, acting drivers and firemen are utilised to cope with the traffic. There is always a sufficiency of firemen who have been passed in the driver’s examination to go driving, but owing to the shortage of cleaners there are not enough acting firemen available to go with them, so that the practice has grown up of considerable overtime being worked, and, as a natural result, little cleaning is done.

The industrial agreement states, “That no worker shall be permitted to act as fireman until he is 21 years of age, unless in the opinion of the head of the branch the requirements of the service otherwise demand it.” That clause is there obviously for some unexplained emergency, but the position has drifted into a working system that nearly all the lads started because of the shortness of staff were put out firing in a few months—in some cases, a few weeks—after starting, and before they were 19 years of age. It is not a fair thing to these youths between the ages of 17 and 19, as they are not always physically fit for the work, 50 per cent. of which is night work, and not fair to the driver. In these days, everything is being speeded up. There are increased loads, and increased section times, and there is more responsibility on the driver. Neither is it fair to the public.
If there were a sufficient of cleaners employed, they would be able to get the training and experience before being called upon to do the important work of cleaning an engine. I believe it is just as necessary to serve an apprenticeship in the loco. service as in any other calling. The Railway Departments in almost all countries recognize this, and in the United States the department has established ample facilities for training.

2993. What is the position in the other States regarding apprenticeship?—Most of them have the same system as we have here, but in some States they have had casual cleaning; men go on for sometimes a week or sometimes are guaranteed a day or two days, but that system has gradually been discarded. It was at one time used in Victoria, but there has been legislative action against it, and I do not think it will operate to the same extent again. They will now start, I think, from the lowest rung, as we are doing.

2999. Suppose a youth were apprenticed in the loco. section, what would he learn?—All about the parts of the engine, how to put on injectors, how to fire engines, how to clean fires, and he would be taught signals so that he could go out and do his work. Those would be the principal functions.

2999. What period of time do you say an apprenticeship should last?—Until 21 years of age.

3002. Approximately five years?—From 17 to 21 years of age—four years.

At several of the larger centres there are Railway Institutes with practical and theoretical training, and all of the classes are on the lines of the work. Up-to-date models and drawings of engines and signals are provided. In addition, the institute provides a correspondence course in the same subjects, so that there is every facility for a young man to be trained.

3003. Have you ever made application for apprentices in the loco. section?—No, we have been satisfied with our existing system.

The definite suggestion I am making before you is that you should investigate my proposition and make a recommendation for the immediate starting of 100 cleaners, and the Government, or some fund, should supply half the wages for two years. The Commissioner for Railways should be asked to see that the cleaners are compelled to study and facilities given for study in the classes provided; and further that a guarantee be given that except for some unforeseen contingency that might occur, he will guarantee permanent employment. If such a contingency did arise, those entrenched should be given preference when cleaners were required; the experience gained would not be lost to the youths or the department; the work that could happen is that they would lose a few months’ service. This has always been the usual practice adopted when retrainings have been made in the past.

An approximate estimate of the cost of employing 100 cleaners would be £15,000 yearly. Cleaners’ wages are as follows:—

17 years and under 18—80 per cent. of the basic wage.
18 years and under 19—70 per cent. of the basic wage.
19 years and under 20—67½ per cent. of the basic wage.
20 years and under 21—87½ per cent. of the basic wage.

The general practice is to select youths between 18 and 30 years of age. The average wage would not be more than £2 7s. 6d. weekly, and, allowing 1½s. 6d. for stores to clean the engines, I am providing a liberal margin when I put down £150 yearly for each cleaner employed. So that for £15,000 100 boys could be taken off the streets and placed in permanent jobs. I doubt if any proposition that may be placed before you can show the same practical result. The proposition would mean that the Railway Department would lose £7,500 annually from the department. It was at present £7,500 a year. I have no hesitation in saying that it would not actually cost the department that amount of money, in addition to its ordinary expenditure, because it is necessary for a certain number of cleaners to be started at intervals to make up the deficiency in staff resulting from retirements and any increase in travel that might result.

Personally I am optimistic enough to believe that with the increased price of wheat and the promise of a good season, in two years it will be possible to provide the department with 100 more cleaners even under the present conditions of working overtime. Thus to the extent of each cleaner started in the present way, it will increase the amount of £7,500 yearly to be paid by the department.

It may be pertinent to ask why the Commissioner of Railways does not start the cleaners, as suggested. Of course, he would answer that himself, but a practice has grown up in the department of living from day to day, and everything is being judged from a depressing outlook. I believe that if the Commissioner of Railways had a sufficiency of young men getting trained in the right way, having the engine cleaned, it would change the point of view of the Government.

It must be remembered that the present Commissioner of Railways was appointed whilst this stupid system was in force, and that he had not the opportunity of having a nursery of young men who, by experience obtained, would be a financial gain to the department when required. The saving of coal and water, the running of older engines, are all factors that cannot be put in actual figures, but I believe the placing of young men trained in the various classes and in other ways that might be suggested, would recompense for any outlay involved.

A good training is a necessity to make a good tradesman, and it is just as essential in this calling as in any other. The Commissioner will probably be investigating proposals for vocational and technical training where there is no assured certainty of the youths being employed after going through training, but in the scheme I have suggested there will be an immediate absorption of 100 youths in permanent jobs. Although that number might be comparatively small to the total number of youths seeking an opening in life, it would be no small thing for that to take place.

3005. What is the method of selection of youths for the loco. staff?—We have a selection board consisting of two departmental heads and the union representative. Applications are invited through the press. The applicants must have the Sixth Standard certificate, and must be 5½ ft. 6½ in., in height and be of good character. Out of the hundreds of boys who apply, the most suitable are selected.

3006. How do you find the most suitable?—The board interviews each boy and, if he qualifies in the three subjects named, he is marked off according to his appearance.

3007. How do you know that the boy is not colour-blind?—After he has passed the selection board he is examined by the doctor, who sees to it that his eyesight is all right.

3008. What other special adaptabilities must the youth have?—I do not think it is possible to judge at that stage of his life. If he be of good character and the right type and has good eyesight, I do not think there are any other means of judging him. My prepared statement continues—

1. I trust the Commissioner will give the union’s proposal his earnest consideration, for two main reasons:—
2. That all preventable overtime shall be cut out of the service.
2. The necessity for appointed cleaners serving an apprenticeship before being allowed to go on the foot plate.

ERNEST WALTER WALSH, Secretary of the W.A. Society of Operative Plasterers, sworn and examined:

2007. By the COMMISSIONER: What is your occupation?—I am a trade union secretary, an industrial agent for several unions.

2008. How long have you been secretary of the Plasterers’ Union?—Since May, 1919.
2990. How long have you been associated with the union?—Since May, 1916, when I assumed the duties of secretary.

2910. You are a plater yourself?—No.

2911. You have considered the object of this Commission and prepared some notes?—Yes. The W.A. Society of Operative Platers extensively backed the opinion that the system of apprenticeship, as at present governed by the Building Trades Apprenticeship Board, is not in any way to be interfered with. It is going good work, and apprentices are being trained sufficient to meet the requirements of the trade. Prior to the establishment of that board the teaching of apprentices was done by the members of the organisation. It was a catch-as-catch-can arrangement, and when I assumed the duties of secretary I got the system put up and get a very good organisation was then initiated, but after many months of organisation I persuaded them to seek registration, which was done. Afterwardly I drafted out an apprenticeship scheme which the artificers' union themselves endorsed. When the board came into existence our list was handed to them and we worked with them. It has been done that way ever since.

2912. How many members are there in your union?—About 282, and a number outside the union.

2913. Are there many of your members out of work?—At present unemployment is not greatly noticed. It is only in so far as occurs between looking from one job to another. Building operations are in false swing, and as a result you get a lot of men up to a lengthy one.

2914. There is not an excess of craftsmen?—No, there are sufficient to man jobs at present. The apprenticeship board is doing excellent work, and instead of yielding the big stick forward, we generally make use of the board and ask them to interfere and patch up any disputes. That has acted quite well up to date. It holds the hands of men. The number of apprentices at present is 23. They are in different stages of their apprenticeship. How we co-operate with the board is this way. The district is divided between Fremantle and Midland Junction, and going from job to job I can see that there are monthly inspections made by the department, and that as many youths as possible are brought into the system. Our reason is that we wish to see competent tradesmen, thoroughly trained, and not just the system. In the second place, we do not desire to create a shortage of artisans at any time. With regard to the apprentices, Technical School classes were established here prior to the depression, but they slipped, and after a time the young men agitated through different channels to have the classes re-established. That has been decided upon, and the boys and girls would actually have to attend the Technical School classes and get as much education as they possibly can. On the other hand, we find there is a reluctance on the part of certain employers to allow these boys to attend; they say that the expense of sending them is to the extent that they should. Their chief point is that the boy should go in his own time, without cost to the employers. However, that is a matter that somebody else, not for us, fix up. During the depression the Government was short of cash and did not have the necessary money to provide for the payment of examiners. That was notified by the board to the organisation, and they stepped into the breach, deciding to pay their own men's expenses until things looked up again. They did that with the object of keeping the old system going.

2915. On the subject of examinations, I know that there were theoretical examinations, and that to-day there are practical examinations?—Yes, and the reports on those examinations are published from the school to the organisation.

2916. It is an actual test that the boy is put to?—Yes.

2917. He is given certain work to do and is judged on that work?—Yes. As an instance of the value of the examination, a young fellow came from South Australia. He presented a clearance from the organisation over there. I remarked to him that he looked young to have been a full journeyman's time of 21 years. He was then twenty-three, and I asked him if he had served his time, he said, “Yes.” With his father, he had served four years. I told him that over here five years were required, and asked him if he were to find a job for him would he be prepared to finish his time. He agreed, and I found him a gentleman who employed him. The young fellow, true to his promise, stayed full time. The use of the Technical School, and at the end of 12 months he said he had learnt more during that period than he had learnt during his time. The proportion of apprentices to journeymen is regulated by our Arbitration Court award. It is one in three. The union think that is sufficient. They do not want to see it watered down to create a glut of untrained men. They think the proportion should not be lowered. There are about 250 apprentices working in the metropolitan area, and one of the work was properly regulated with the abolition of piecework the trade would carry more apprentices. A large amount of the piecework is done on the system of day work, and while a sub-contracting system were properly regulated and controlled, there would be openings for a great many more iris to learn the trade and become good tradesmen.

2918. Is your union opposed to piecework altogether?—We have declared against it because it causes competition and leads to the survival of the fittest, that is, we can do the job most cheaply. If you have six men looking for one job, you can guess the result. That was borne out during the depression period. Men were roaming the country looking for work, and 15 or 20 men might have been found applying for one job. Most of the builders engaged on cottage work knew that the competition and holding the men up to 40s. a week, and if they received 30s. to 40s. for a week long time. Those are not men's wages. Everyone was hard-pressed at the time.

2919. What is the effect of piecework on the hours of labour?—If sub-contracting and piecework are not properly controlled, men will work unnecessarily long hours. Not uncommonly men work up to 16 hours a day. I have seen a spec builder in the Mt. Lawley or Innaloo district. I had information that the men were working on Saturday afternoons and Sundays. I came up to the employer, telling him he was offering a workman and the whole of the people of the neighbourhood by working on Sunday. I also told him that he had not a contract with any of the men employed by that man, and that he was working on Sunday. Piecework and sub-contracting cause competition, long hours of labour and bad results. I speak from what I know, not from prejudice. We should do our best, for humane reasons, to blot out piecework.

2920. How long has piecework been the practice in the industry in this State?—I have been connected with the trade union movement since 1914. The plasterers were registered about 1914, and they were then working piecework. They were working piecework long before I became a member. It is an old practice, due simply to the fact that the industry was unregulated. There was no Arbitration Court award and no means of controlling the industry. It was a case of contractors trying to knock it into shape by arbitration methods.

This industry will not encourage any attempt to breakdown or water-down the present system of apprenticeships, as the provisions and regulations governing them are easy, and employers can always obtain exceptions during times of slump or when there is no work offering. The regulations operate only and there is no room for complaint in any way.

We are opposed to improverships because they get the men nowhere. Such a practice has never been admitted to a Government inspector, Mr. Wilkinson, and his report. I think you said you would have the report read to me. I think not. My members ridicule the idea that any man in Mr. Wilkinson's position should recommend any shortening of the term of apprenticeship. We consider that such a proposal is wrong, and will have nothing to do with it.

2923. Do you think the five years should be extended?—The period of five years gives them all a fair go.

2924. Do you think five years is sufficient?—It is, and I think it is laid down by the Court and we do not want any recommendation to the contrary. I have seen a letter from Mr. Somerville, who used the Press statement of Mr. Somerville's evidence. We appreciate and consider what he has put before you. I have noted also the remarks of Mr. McLean, president of the Master Builders' Association. I take it he speaks for them, and is practically at one with us in the desire to preserve the system of appren-
ticeship and turn out good tradesmen. Not long ago a Bill came before Parliament to provide for the registration of builders. Representatives of the associated unions in the building trade met the master builders in the so-called compromise. We considered this from every angle and tried to adapt what we considered was a fair and just attitude. We threw all our weight behind that measure, in the hope of getting it passed. In the end it failed, with the help of committees and the like, which helped greatly towards solving some of the existing problems in the building trade. Many of the provisions were taken from legacies and grants in the Eastern States. We are keen in close touch with the industry in the Eastern States. We do that to preventgive operations being misled into coming here, not from selfish motives but to ensure that the work is done well. We do not want to see men dumped here with the chance of our being left to find ways and means of getting them back to where they belong. The awards of the Queensland Court are emphatic regarding apprenticeship, but artisans are against piecework. They say it shall not be tolerated on any job. Work done substantially for labour only is deemed to be piecework and as such is tabooed. In New South Wales the artisans are against piecework. I do not say anything about the system operating there.

No. Almost throughout the city and suburban areas the work is being done by day work, and very few men are not linked up with the society. In Victoria the trade is being taken in hand and controlled by a Commission. I think better results will accrue from the operations of the Commission. Stress has been laid on the rotation attendant to piecework here. We are told that legislation is needed. The Arbitration Act distinctly lays down that when an organization appears before the Court, the Court has power to inquire into the rotation, allocation, customs and privileges of the trade, and the Court can in any respect modify or legislate for the conditions of employment.

2926. Your remarks, I understand, arise out of some attitude adopted by the Court?—Yes.

2927. That attitude being that the Court has stated it cannot interfere?—In my opinion there is no such order. When I put a case before the Court for the plasterers' award—the one under which they are working at present—I wanted the Court to rule out piecework.

2928. Have you a record of your application?—I produce a copy of the log of 51 clauses served on the employers. The award is No. 21 of 1928. At that time we endeavoured to legislate with regard to piecework. Clause 12 says:

The employer shall not permit any plastering work to be done by piecework except in accordance with the terms and conditions of employment provided for in this schedule.

The rates for plastering work done by piecework shall be such as will enable each plasterer working on piecework to earn at least 15 per cent. above the minimum rates prescribed in this schedule for journeymen or operative plasterers.

The definition of piecework is as follows:

Piecework shall mean and be deemed to be as follows:—Plastering work done at a price per yard; plastering work done at a price for labour only; plastering work done at a price for labour and material; plastering work done at a price for the job. As a result of the claim, the Court in issuing the award, said, in Clause 11 of the agreement:

The work undertaking piecework shall be paid at least the minimum rates prescribed by this award plus 25 per cent., but this clause shall not apply unless such work is actively and actually engaged in the work himself.

This goes back as far as 1928. It was the first real and genuine clash between the master builders and the master builders had in the matter. I was for nine days in the court on the case, and we had the big guns of the employers' Federation against us. We endeavored to placate the piecework and sub-contracting system. I am secretary of the Building Trades Executive Association, an unregistered body. We meet monthly and discuss matters of interest to each section of the trade, the building, the domestic affairs and try to prevent disputes through unions getting at loggerheads over trivial matters. A conference was held recently with the master builders. The object was to see if we could block out piecework. We made a claim for the introduction of the 40-hour week. With regard to piecework and sub-contract, we were asked to supply them with something concrete by way of demonstrating how it could be blocked out. I put forward proposals for the regulation of the business, based on the Commonwealth awards.

2929. For blotting it out?—For regulating it. Had it been adopted it would have put the "tin hat" over its indiscretions as.

2930. You based your ideas on similar provisions in the Commonwealth awards?—Yes. The master builders agreed to consult their own legal advisers as to the drafting of something, and we agreed to consult ours. I put our proposals up to our solicitors, who returned them as they were. When we met these people in conference our side represented several separate unions, such as builders' labourers, plasterers, joiners, printers, signwriters, sheet metal workers, stonemasons, and so on. I drew up a schedule which we put before the master builders, and asked them to accept it as the ground work for the issue of a special award to govern the whole trade. There might have been some legal difficulty, but there was nothing in it that could not be surmounted provided the parties agreed to do so.

2931. What is the industrial difficulty?—If all the unions went before the court as a pack the court might say it had no jurisdiction over them all.

2932. What then?—We put this up as part and parcel of the legal advice as a corrective to the controlling and legislating against piecework and sub-contract. The document I have here says:

(a) Piece-work of any description shall not be worked.

(b) Contract work for labour only or substantially for labour only shall be considered piece-work within the meaning of this schedule. The employers shall observe the award.

(c) No work under this award shall be performed at piece-work rates or under any conditions or in any manner except under the rates hereinafter prescribed.

If work of any other kind covered by this award is done by an employee or arranged to be so done in the interests in any way of an employer, the award shall apply.

This would make for the betterment of the trade and lead to the creation of better tradesmen.

2933. Has the court held that it could not prevent piece-work by inserting a provision to that effect in the award?—No. I have read the proviso that was put into our award.

2934. That proviso applies to piece-work. It does not cut it out. Has the court held that at any time it could not formulate a proviso of the award to abolish piece-work?—The court has never said that straight out. I think members of the court entertain certain ideas on the subject, and they have never given effect to them. The Act is broad and allows the court to do lots of things.

2935. What is the date of the proposal?—The first one was in 1928.

2936. Have you on any occasion asked the court to determine whether piece-work should or should not be practiced in the industry? You have not asked the court to declare against it?—I do not think so. I have asked the court to abolish it in other cases, and had simply left the matter there.

2937. I suppose a good many apprentices in your industry are the same as the journeymen working in it?—Yes, and there are many besides. Out of 23 apprentices that we have at present, seven are relatives of journeymen. These apprentices are the same as journeymen. I know whether the apprentices are all right or not. We generally turn them up. I was on a job to
day on behalf of bricklayers, cleaning up from a non-union standpoint. We came across a boy who had served portion of his time and was not apprenticed. We fixed the matter up amicably. Some of the employers are what we call slow to do things, but we are here in friendly negotiations.

The Committee adjourned.

MONDAY, 21st JUNE, 1937.

A. A. WOLFF, Esq., E.C., Commissioner.

ALEXANDER THOMSON, M.L.C., Contractor, Katanning, sworn and examined:

2940. By the COMMISSIONER: How long have you followed your occupation?—At the age of 14 I was apprenticed to carpentry. I am now 64 years of age. Therefore I have spent half a century in the business. My experience has been gained partly in Victoria and partly in this State, to which I came when I was 23 years of age.

2941. You have followed the evidence given before this Commission, and you met the Committee to give some evidence in regard to those issues—Yes, I have prepared a statement, which reads as follows:

Having followed very closely the Press reports of evidence tendered by various witnesses who have come before this Commission, I trust the suggestions I submit herewith may be helpful to you in framing your report. They are based on over 50 years' experience of the building trade.

2942. Mr. Wolf:—I sincerely trust that your inquiries will result in the elaboration of a scheme whereby the young men from the ages of 18 to 25 years, commonly termed the "Lost Legion," will be afforded an opportunity to learn a trade and become useful citizens in our various industries.

I feel grateful for and desire sincerely to congratulate the Federal Government on the fact of their having approved the State Governments to take action in this matter. That action is long overdue, and I am confident that from your appointment as a Royal Commissioner some practical scheme will be forthcoming, as a result of your labours.

The excuse has been lack of funds; but as the Federal Government has granted $2,000,000 and as the financial emergency tax was introduced in Western Australia to assist in providing work for the workless, I suggest there is no better purpose to which a considerable portion of the grant and of the collections from the tax could be devoted than teaching a trade to unskilled workers. At least $100,000 should be set aside by the State Government and added to the Federal grant to constitute a vocational training fund. I have no doubt that further assistance will be forthcoming from the Commonwealth when we are in a position to state definitely the number who require training. So far, absolutely nothing has been done to provide opportunities for young men who have passed beyond the apprenticeship stage. It is a duty which this State owes to the youths who have left school during the past six years, to amend the arbitration laws so that numbers of the "Lost Legion" shall have the right to improve themselves in order to get out of the ranks of the unskilled workers.

2942. I have been thinking of the advisability of a youth survey. Before we can treat the cases, we want to know who the cases are. As you come from a country district, you may be able to inform me what would be the best means of ascertaining definitely who the unemployed youths are. For instance, road board officers might be one source of information; the clergy another, and so on—I think the State schools also would be a fruitful source of information, unless it should prove that the changes in country schools are so many that the information might not be available. Probably the road boards would be the best source. The assistance of members of Parliament might also be sought, because they have come in contact with numerous persons who are seeking to improve the position. We know how many boys have left school, and we know that for the past five or six years it has been impossible for boys to learn trades.

I strongly urge the bringing into existence immediately of a system of vocational training for youths similar to the system which was put into operation for our solders when they returned from the war.

Our State Government promises for single men who are employed on sustenance work for two days a week, for which they may draw up to 50s. weekly and so on. Many of such men have been engaged in gangs on clearing land on government settlements and elsewhere. I suggest for your serious consideration that an allocation be made from the proposed vocational training fund to supplement the amount a private employer would pay a trainee during the period of training, to enable the learner to live decently whilst being afforded an opportunity to become proficient in his desired trade or profession. The amount to be paid by the employer could be determined by an examining inspector, whose duty it would be to assess the value of the trainee's work. The money thus expended would surely give a better return to the State as is given by the present system of sustenance work and payment.

It may be argued that the lack of response to the courses made available at the Technical College, Perth, through the Youth Jubilees Appeal, point to a lack of need for technical education; but I think the true position is that none of those who might have applied would have been permitted to work had they undertaken a course.

To implement and control a system of vocational training it would be necessary to appoint a board of three: a representative of the workers, a representative of the employers, and a chairman. In my opinion, should such a system be adopted, Mr. Klein, the present Director of Education, would fill the principal position very suitably, in view of his lifelong experience in handling youths.

I mention Mr. Klein because he is retiring from his present position, in which he has gained considerable experience in the handling of youths, and I consider that from an executive point of view his services would be highly valuable.

As the board would deal specifically with youths prevented through the depression from learning a trade, its work should be completed in a few years. On the other hand, if the scheme proved a success it could be carried on indefinitely.

Apprenticeship.—Dealing with this vital and most important question, may I quote what was said by a father at a public meeting held recently at Kalgoorlie to discuss the delinquencies of youth. He said, "Give our boys an opportunity to learn a trade"; and I agree with him entirely.

I read with much interest the excellent letter tendered to you by Mr. Somerville, the President of the Builders' Association. The views of both these gentlemen, however, appear to be rather circumscribed by the metropolitan area.

Mr. Somerville stated that the apprenticeship system had 'hot broken down, and condemned the piece-work system as contributing to the decrease in the opening for apprentices.
I join issue with him on that statement, and definitely say that the arbitration system is directly responsible for the decrease in opportunities for young boys to learn a trade. The average award provides one apprentice to three tradesmen. Is this not very glaring and definite curtailment of opportunity for young boys to learn a trade that might arise from the small amount of piece-work carried on in the building trade and elsewhere?

Speaking as one who has had experience both as a tradesman and an employer, I ask you, in framing your report, to give serious attention to an amendment of the Act that our awards will permit one apprentice to one tradesman. 2943. When you suggest that there should be one apprentice allowed to one tradesman, have you based it upon any figures that you have computed?—No. As I proceed in my statement, you will see that I give reasons why I consider that one apprentice should be allowed to one tradesman.

2944. Do you think that if that ratio were adopted the apprentices, when they become tradesmen, could be absorbed in the industry?—Yes, I do. Why not?

2945. I should ask, rather than why not? Why do you suggest that the new tradesman on the basis you suggest could be absorbed?—If you will let me finish the portion of my statement that I am reading, you will see that I reply to your question, and come back to it again.

In present conditions a boy is apt to lose his enthusiasm in attempting to work for three tradesmen simultaneously, for he learns nothing of his trade, whereas I knew from experience that if a boy was taught over to one tradesman as in particular care, he sees that he is not imposed upon, and he also takes pains to see that his apprentice learns the job.

I can foresee that objections will be raised to the one apprentice one tradesman ratio, and the question will be asked as to what we are going to do with so many artisans when they have served their time. I think it would be to point out that some object, or would dare to object, to children being educated at school on the ground that there might be no place for them in industry in later life. The knowledge they gain at school, or as apprentices, can only serve to make them better citizens whilst at least preparing them for any opportunities that may arise.

I contention, further, even if at any time there should prove to be a surplus of tradesmen, that youths given an opportunity to become craftsmen would be far better labourers than if unskilled.

I desire to draw your attention particularly to this phase of the problem—that the Arbitration Conciliators in their report actually prevent a large percentage of our boys from learning a trade. Can you imagine any member of Parliament being returned if he declared from the hustings that only one man in every three adults in the State would be permitted to go to school! Yet this, in effect, is what the court does for our youths. Primary education is essential and compulsory but the responsibility of the State towards the youth of the State goes beyond school age, and no obstacle should be placed in the path of youth desires of learning a useful trade.

That deals partly with the apprenticeship phase. I think it was in Saturday’s paper that I read a statement saying that New Zealand has arrived at a stage at which it is necessary to advertise in Scotland for 20 joiners to go to the Dominions. That indicates that under our present methods there is a shortage of skilled labour. It is necessary to assume that there is a very definite shortage of skilled labour in Western Australia at present. I am speaking, of course, more particularly of the building trades, of which I have had a long personal experience. I think that in that particular trade there is a large percentage of what might be termed partially incompetent men. I regret having to say that there is a very large percentage of them, and they represent men who apparently do not have an interest in their work that we older men were compelled to do when we were learning the trade. That is the unfortunate position that confronts us to-day. Under the present system of one apprentice to three tradesmen, the boy really becomes a roustabout. I can give one instance in one of the branches of the building trade to what I say. I am proud of the fact that in Kalgoorlie we have turned out quite a number of efficient men, thanks to having a fair number of what we regard as representatives of labour who have taken an interest in taking. On one occasion we had with us a young fellow who was the son of a personal friend of mine. One day he said to the foreman: "That boy has been here quite a long time, but he does not seem to learn anything. What are you doing about him?" The foreman replied: "What can I do? As soon as I get on with something with him, Jack or the other boss takes him away. He does not get anyone over him." I replied, "In future he is your boy, and you are in charge of him." What was the result? That lad is now the outside foreman for my son who is carrying on the business. That is by personal interest; in the boy he becomes a better tradesman than is possible under the present system.

2946. As a practical man, do you think that the personal touch between the tradesman and the apprentice is essential?—Yes, absolutely essential. My experience is that if a boy shows any inclination to learn, the average tradesman is willing to impart his knowledge and take a pride in the boy. If the boy does not take any interest in his work, then he is simply allowed to put in his time.

2947. It has been suggested that if boys were to be sent to trade schools, they could be taught as efficiently as in the workshops!—I do not think so. They would get quite a lot of useful information, but they would not have the benefit of actual practical work on building.

2948. You think the apprentice scheme does benefit as the result of personal touch with tradesmen!—Yes. If the tradesman takes a personal interest in the lad, he gives the young fellow the benefit of his years of experience, and shows him how to do things. If I am short of men, I can always call up the apprentices to do certain jobs. If I am short of men, I can always call up the apprentices to do certain jobs. If I suggest that there should be one apprentice to one tradesman, I do not say definitely that it ought to be that ratio, although I believe it should be. In the comparison I made in my statement is fair, for I do not think any man in Western Australia would dare to say that children should not have an opportunity to go to school beyond the ratio of one child to every three adults, yet the arbitration law definitely states that only one boy to three tradesmen shall be given an opportunity to learn a trade, and I think that is wrong.

2949. Do you think the ratio should be fixed in any way in relation to the absorbing capacity of the industry?—The absorbing capacity of the major portion of the industry we have in Western Australia is governed by the supply and demand.

2950. By the supply and demand over a fair period?—Yes. But no obstacle should be placed in the path of a young man learning a trade if he so desires. I do not think it is going to injure the prospects of the journeymen. I have never gone into the figures.

2951. The evidence given to me makes me think there have been more apprentices trained than the trade could absorb!—Let us assume that is so. If there are more tradesmen than can be absorbed, what is the position? When the depression struck us, carpenters and bricklayers were engaged in labourers’ work, digging trenches. It means that when a depression comes along, and we have a surplus of tradesmen, they have to seek other means of livelihood. But immediately there is again work for them, they go back to their trade. If we were engaging men for any class of labouring work, and if a tradesman came along as an applicant, I would give him preference over an unskilled worker; for he has been trained to think for himself, and so would be very much more valuable to us as an untrained man. So I say all youths should have an opportunity to learn a trade. Assuming that there are more apprentices than are required, to what shall we be condemning other youths who are not afforded opportunity to learn a trade? We are condemning them to unskilled positions for all their lives.

My prepared statement continues thus:

Country Boys: The present Apprenticeship Board provides that in the metropolitan area the apprenticeship shall be carried on for efficiency. He also said that the Technical School the country apprentices, on the other hand, cannot attend a technical school, and no form of examination is
attempted. Yet I venture the opinion that the average boy learning his trade in the country gets a better all-round knowledge than does the city apprentice. In making this statement I am dealing with trades where general principle is adopted in the city, particularly in respect of those young men learning to be joiners in big shops, tends to make specialists of them in a particular line; whereas in our firm they have absolutely no guarantee of continuity of work. It frequently may happen that there are long periods of inactivity between contracts and to my personal knowledge during the early stages of the depression definite hardship was inflicted upon employers who were compelled to maintain apprenticeship, although they themselves were without building contracts.

Junior Workers and Apprentices: This is a system strongly opposed by both the unions and the Court. I consider there should be stricter elasticity in Country awards, particularly in respect of country districts, and that it should not be considered a crime for small builders to employ junior workers and apprentices without a binding contract of apprenticeship. The improve system should be an integral part of our daily life to enable our youths to get out of the rush of unskilled labour when opportunity offers. May I quote my own experience in support of this view? During the depression caused by the bursting of the land boom in Victoria, I was only too happy to train a number of youths who are anxious to become tradesmen. The real reason is that small employers are hesitant to accept the responsibility of binding themselves to a framework of duties and responsibilities which have absolutely no guarantee of continuity of work. It frequently may happen that there are long periods of inactivity between contracts and to my personal knowledge during the early stages of the depression definite hardship was inflicted upon employers who were compelled to maintain apprenticeship, although they themselves were without building contracts.

1925. Did you manage to get continuous work? Yes. I was wandering from one place to another, but on the whole I managed to get continuous work. I did not lose many days paid wages, but I saved sufficient to keep me and improving my knowledge the whole time. I had started to learn my trade with my father, but when the depression struck him I was away from him and I stayed away for about two years. When he got more work again, he asked me to come back and meet him. I went back, being then 14 or 15 years of age and I was able, good trade man though he was, to show him one or two points in the methods of working. I agree with the intentions of the Apprenticeship Board to transfer an apprentice from one employer to another in case of a shortage of work. That also would improve the outlook of the apprentice. I do not see any reason why we should object to junior works and also particularly with the building trades.

1926. What is the outlook of the apprentice? I do not think there is any reason why we should object to junior works and also particularly with the building trades. The average young man has a fair knowledge of his own value, and so if there be any work about he is not going to work for a man for 6s. or 8s., a day if he feels that he is competent to earn sufficient to support the improve system, and I feel that under it a great number of youths can be absorbed by the small builders who cannot accept the obligations of the training an apprentice for five years. One firm in Katanning over a period during the depression were paying over £10 per week to their apprentices, although the employers themselves were getting only 6s. 4d. or 4s. 6d. I forget which. So, as I say, small employers are naturally hesitant to accept the responsibility of taking an apprentice for five years.

1927. The board points out that an apprenticeship may be cancelled if the employer can show that he is short of orders—I know that is provided for, but when you try to get it, you come up against a difficulty. Quite a number of boys have been taking up the trade, but they have not yet had any orders to carry on their apprenticeship. So, too, in the motor trade. In our own experience we asked for the relief but did not get it.

1928. You say it is very difficult to secure that aid?—Yes, although the provision is there. My prepared statement continues—

Piecework: I note the objections of Mr. Somerville, union representative, and Mr. Brine, president of the Builders’ Association, to piecework on the ground that it is a hindrance to the training of apprentices. In my opinion that is not correct. The great bulk of the brickwork in the metropolitan area is being done by piecework. The boys who are fortunate enough to have the bricklay or a plasterer for a father go along and learn the trade from his father. But it is difficult to induce employers to take apprentices for five years. I do not think so long a term is necessary.

1929. How long should the period be?—If a young man has any aptitude for bricklaying, he should be able to learn the trade in two years, at all events sufficiently to enable him to successfully build cottages.

1930. But he might want to go on to larger work than cottage building?—If he did he would be all right, for he would be in the situation of a journeyman and probably would be employed in what we call the centre.

1931. You have done that class of work yourself?—Yes, in the city before I went to Katanning. I say that from a practical point of view, the training of the operatives should be proficient in less than two years. So, too, in regard to the practical work of the plasterer and of the carpenter.

1932. The vocational training is the man who you are suggesting should have a shorter term of training?—Yes.

1933. How many years should the period be?—It depends on the trade.

1934. Take bricklaying?—It all depends on the young man. If he has any inclination for the trade, he will learn bricklaying in, say, 18 months or less. Alternatively, he would be a bit of a dud. Take a young man who starts bricklaying. Suppose you give him 15s. a week. If he cannot earn more than that at laying bricks, even when he starts, he is very poor. The laying of bricks in a building varies from 400 per day, which would be first-class work. Some men have boasted of laying 1,000 or 1,200 bricks a day. Suppose 800 or 900 were the average, he would be a piecemeal worker who could not lay 100. The same remarks would apply to a trainee. If he had any aptitude at all, he should be fairly efficient in 12 to 18 months. The same applies to plain work inside a building. I do not say that such a man would be able to make cornices and so forth, but for the great bulk of ceilings nowadays, brick plasterer is used. In the building where I reside, new ceilings are being put up and the builders are all young men. I should say that a runner should not take long to learn how to fix ceiling, if he has any ability at all. He should not require 12 months. Of course there might be some intricate course or special work that would require an expert. The people who sell asbestos and ceiling sit are very ready to promise anyone can put it up. I think that is a fact. Then the man will think that it is an easy thing. Therefore, builders are not so good to employ such men to teach them the trade. Dealing with piecework, witnesses have said that it reduces the openings for apprenticeships.

1935. In my opinion this is not correct. I am confident that piecework does not materially reduce the opportunities for apprentices, but it certainly does afford the quick and expectant ability to earn more money than he could do on day work. It also is a means of such a man obtaining valuable experience, and frequently has resulted in a pieceworker setting up as a contractor on his own behalf.

Therefore I trust you will not recommend that piecework be abolished.
Further, the building regulations provide that all plans and specifications must be submitted to the local authority.

2968. Only in the rarest outline. I am afraid the amount of supervision exercised in that way is not very striking. After 50 years experience of the building trade, I cannot see where the benefit of shoddy work is being put in. Nowadays people themselves have a certain knowledge of buildings. The builders have to put in their stonework and bricks and everything has to dogmatic. I cannot imagine any one doing the work that will not bear inspection. Piecework is part and parcel of operations in the golden industry and ought to be got rid of. One man will probably take double the time required by another to do a certain piece of work. The regrettable part of the day work system is that the expert comes down to the level of the lazier and the man who is doing it has to be eliminated, that there are making £15 or £20 or a week. That being so, why prevent a man engaged on it? If he is doing it, he should be paid less and work harder. As for the building from piecework, if the Court award stipulates that he shall be paid £20 or £25 for a day work, and if it is undertaken piecework he can earn £7 or £8 a week, he should not be debarred.

2969. I am told that piecework induces men to work as hard as they can and to rush the work, and that the journeyman does not find time to impart their knowledge to apprentices. The apprentices can go hang. I gather that you subscribe to the principle that it is good for a journeyman to have some personal touch with the boy he is teaching so that the boy may pick up the mysteries of the craft and himself become a craftsman. The evidence goes to show that under piecework the employer is working at full pressure all day and has no time in which to teach the boy. I do not agree with that view. If an employer who himself has a bad habit, that habit will also be learned by a quick worker. Automatic is he must work at the same pace as his employer. Similarly, I should imagine that a pieceworker would do as much can be done, and would subscribe to that viewpoint. If I employ a pieceworker, he will give me to his best, but if I am a slow worker, the apprentice will also be a slow worker, and will probably remain slow all his life. You see that on jobs sometimes, but the worker will get there eventually. At the same time, better workers would lose him. When I first started work, a young fellow would come along and pull his weight with me. He had no idea about the piece if he does not pull his weight. In the earlier days I admit that piecework, particularly in the clothing and similar industries, resulted in sweating. Sweating was rampant at that time, and I have no desire to see that come about. The terms of the award laid down that a man must work at such a rate that he will be able to earn at least the amount set down in the award. Under present conditions he has the opportunity definitely to earn more money than under the daywork system. I have no desire that a man should be prevented from earning more money provided he has the ability to earn it. That is why I hope piecework will not be abolished. Their idea in advocating that abolition is not well disposed, and that all contractors should be registered is to eliminate cheaper competition, and so that they might be in the position to employ more apprentices and perhaps improve the building trade. On that basis, no contractor will get a job unless his tender is the least. I cannot say that the registration of contractors will assist the industry at all. The association to Parliament would automatically have provided for the registration of contractors. I would not impose any restriction which would prevent any person getting on. My statement continues—

I trust no restrictions will be placed on anyone capable of striking out for himself. I want to see freedom for our boys to learn the trade and then, when they have made themselves proficient and independent, restrictions should be placed upon them if they desire to start business for themselves or undertake piecework.

2970. You oppose the registration of builders?—Yes. I have to be satisfied that registration of builders will be in the best interests of the people as a whole. I do not think it will be.

Regarding technical and agricultural schools, in my opinion too much attention has been paid in our State school system to work for professional and commercial subjects, which are quite unnecessary in their place, as compared with technical and manual work. I suggest that technical educational facilities for the country should be in the hands of the country itself. I have heard that farms will be faced with a query as to where the money is to come from. That is not my concern for the moment,
but definitely I desire that children in country districts should be afforded equal opportunity with city children for technical education.

Whilst the Narrogin School of Agriculture provides an opportunity for learning the technical side of agriculture for youths whose parents can afford the cost, in my opinion only one such school for the State is quite insufficient. If it should be considered necessary to provide technical education in the city for boys to learn plumbing, carpentry, etc., surely, in view of the great dependence of this State on the primary industries, there should be greater facilities for imparting practical knowledge of farming to our country boys. If we turn to the "Statistical Abstract," we find that our exports from this State in the seven years to Oct. 1st, 1926, amount to £18,533,126, leaving a balance of £10,535,060 to cover all other exports, comprised mainly of agricultural and pastoral products.

197.1 Did you read the evidence given by Mr. Ball, of Harvey, with regard to Junior Farmers' Clubs? He advocated a system of education by lectures and practical demonstrations in the country in relation to farming, and suggested that public-spirited citizens should come forward and lecture to the boys. Some of the boys would be employed on farms, and others not so occupied might desire to learn something about the industry and would attend the lectures. This, Mr. Ball said, was being done, and it was producing good results; the boys were displaying quite an intelligent interest in the work. I should like to have your opinion as to whether this scheme could be practised throughout the country? It would certainly be helpful, but it would depend very largely on the century effort. I know that the Narrogin School of Agriculture has proved of great value in that direction. One man said to me recently that he had given his boy a hundred shillings a month to send him to the Narrogin school for the reason that he could not afford it. The lad's mother, however, insisted upon the boy attending the school, and he considered now that that was the best investment he had ever made. The lad himself had returned and imparted knowledge to the father which had been valuable and helpful. Only last Saturday, a farmer was quite at a loss to explain the great similarity. Therefore I think we should have more schools of agriculture in the country. We provide technical education in the city for boys, and I consider we should also provide ways and means for the technical education of those desirous of following farming as an industry. If we had more schools of agriculture, we might inculcate into the minds of boys a general liking for the land. At the present time, however, our curriculum provides mainly for commercial studies. I am not raising any objection to that, but I think we should extend it.

1973. I have endeavoured to get some information about the size of agricultural holdings in this State as compared with the areas in the other States. It is generally known that Western Australia's opportunities are greater in area than those in the other States, and it has been suggested to me that by a better system of farming the results might be obtained from smaller holdings. I would like to see that idea developed. Have you any views on this subject?—There are others who would be in a better position to give you information on that subject. Comparatively speaking, our land is not quite so productive as is that of the other States.

1975. Granted that be so, could it be more profitably worked in the same way? A thousands acres is a reasonable area, and if you have a rotation of crops—a certain area under fallow, a certain area under crop, and the other area under sheeet—you get the best results. But it is a subject upon which I would not like to enter into details. I should say that Mr. Sutton, or someone connected with the Agricultural Department, could give better information on that subject.

1977. This amount of true wealth produced by the rural industry is an argument in itself for the greater prosperity of technical education in country districts for the incitation of wider interests in country pursuits.

Transition stage: I trust consideration will be given to the important stage in the life of a young man, and that he be trained in the technical side of the trade and can automatically be ranked as a journeyman. There are instances of where a youth is fully qualified to rank as a journeyman on completion of his time as an apprentice, but there are many instances of where the apprenticeship is not worth the full wages of a journeyman. Then follows a period when the wage is reduced for young men, and the full wages are not paid until the young man is attaining the stage of a journeyman. Some provision should be made in the award to protect the full-time but unqualified apprentice so that he might accept a lower wage for a period only, whilst gaining the requisite knowledge, and a provision could be strictly policed by the industrial officers of the court.

A suggestion was made to me this morning as to the possible means of providing opportunities for young men and women. My informant stated that the great proportion of cooks in hotels and restaurants in the metropolitan area consisted of foreigners. In his opinion there was a good opening for employment in this activity if sufficient inducement could be given to young men to take it. Good cooks earn good money. It is very difficult to get a good male cook in the North. It would be interesting to know what is the nationality of the head cooks in the various hotels and restaurants.

MARY ALICE HOLMAN, Member of the Legislative Assembly, swears and examined:

1974. By the COMMISSIONER: You have prepared a statement.—Yes. It reads—

At all times the lack of employment and opportunity for youths in this State has been a serious problem, but it has been increasing during the past seven years. Particularly is this so in country districts where there is not the same opportunity for higher education, or for suitable positions as there is in the metropolitan area. I do not wish to minimise the difficulty in the city areas, but desire to point out that whatever may be the magnitude of the problem in the metropolitan areas—is very great—anxiety and worry are the lot of parents of children in country districts when seeking employment. My remarks apply particularly to mill centres, since I have had a good deal of experience of these places; but I believe they can be applied also to the majority of country places and to the State generally.

The number of teachers in a country school depends on the number of scholars. Very often one teacher has to take many different classes. Teachers are sometimes very good in helping the older pupils to continue their studies if they so desire, but this cannot always be done, and many children leave at 14 years of age without any particular certificate. There is very little opportunity for those to take higher work in mathematics, woodwork, etc.—in fact continuous work of any kind for boys or girls. I know of boys who have made application for railway apprenticeships and vacancies and have failed. These boys were at a disadvantage compared with metropolitan boys when they set for their examination. City boys can show their junior certificates and certificates for technical class work, but the majority of country boys have not the opportunity to attain them.

Although under the present timber industry arbitration award juniors may be employed in any position (with few exceptions) that they are capable of filling, these young men—who are doing—do not receive the full basic wage until they have reached 21 years of age. Awards until 1936 gave full wages at 19 years of age.

1975. When was the change made?—It was made by Mr. Justice Larkin in the Federal award, but it has been carried on as a State award.

1976. Do you consider that boys of 19 give the same results as men in the work they do?—Yes—yes, they are called upon to do the same work as grown-up men, and work side by side with men receiving the full wage. If they are not fit to receive the full wage they should not be called upon to do the work for which adults get the full wage, or to undergo the strain in doing it. If the one thing applies the other should also apply.
The rates paid to junior workers (unaccredited boys) are as follows:—

<table>
<thead>
<tr>
<th>Percentage of basic wage</th>
<th>Unemployed—2 boys, 5 girls.</th>
</tr>
</thead>
<tbody>
<tr>
<td>17 to 18 years of age</td>
<td>45</td>
</tr>
<tr>
<td>18 to 20 years of age</td>
<td>55</td>
</tr>
<tr>
<td>20 to 21 years of age</td>
<td>65</td>
</tr>
<tr>
<td>21 to 25 years of age</td>
<td>25</td>
</tr>
</tbody>
</table>

Following are some positions filled by youths under 21 years:—Assisting on rollers, deskmen, tram drivers, assisting on firewood, firewood doctor, tailors (shoe, laundry), labouring.

In some cases these young men work side by side with men in this dangerous industry, and yet receive only a percentage of the basic wage. There are no apprentices in the bush timber industry to my knowledge, but the number of boys employed as junior workers in any bush mill may be in the proportion of one in eight of the total adult workers employed. A survey of the following figures will show how serious the position is in mill centres:

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<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>(1) Bromley</td>
<td></td>
<td></td>
<td></td>
<td>Mill only — not a settlement.</td>
</tr>
<tr>
<td>(2) Broughton, via</td>
<td>1/12-21</td>
<td>5</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(3) Clyde</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
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<tr>
<td>(4) Hazel</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(5) Holyoake</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(6) Holyoake bush</td>
<td>1/21-25</td>
<td>4</td>
<td>6</td>
<td>Bush centre only.</td>
</tr>
<tr>
<td>(7) Jardine</td>
<td>1/12-21</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>(8) Jarrabool Bush</td>
<td>1/12-21</td>
<td>2</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>(9) Jarrabool</td>
<td>1/12-21</td>
<td>2</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>(10) No. 2 Railway Mill</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(11) Dwellingup</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(12) Toongoolie</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
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<tr>
<td>(13) Wadnoco &amp; J.</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(14) Wills</td>
<td>1/12-21</td>
<td>1</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>(15) Yarrabool</td>
<td>1/21-25</td>
<td>2</td>
<td>6</td>
<td></td>
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</tbody>
</table>

This makes a total of 40 unemployed male youths, and 40 unemployed female youths—80 unemployed youths shown in returns from 15 centres. Of these 20 are recorded as never having had the opportunity to work.

With regard to young girls, I agree with Miss Laura Gil, who is quoted as follows in a book issued by the Victorian Schools Exhibition of 1925: "Every woman needs a skilled occupation developed to the degree of possible self-support. She needs it socially for a comprehending sympathy with the world's workers. She needs it intellectually for a constructive habit of mind which makes knowledge usable. She needs it ethically for a courageous willingness to do her share of the world's work. She needs it aesthetically for an understanding of harmony relationships as determining factors in conduct and work."

There is very little opportunity for study or work for young girls in the timber districts. Unless the parents can afford to send them away and pay their board there is little before them except, perhaps, for one or two in each place, employment at the local boarding house. For the others there is no opening. There is in most cases no domestic science class at the school, and no opportunity to study dressmaking, hairdressing, or any other trade. Many women in the timber industry only get the basic wage, and this is insufficient to keep the families home, let alone pay for one or more members of the family to go away to learn a trade or study. Even if financial arrangements could be made to send the children away, parents do not like to risk the loss of good money training in the tender character-forming years of their training. The main reason, however, for the children remaining on the mills is lack of funds to send them away. Both study or training as apprentices to some trade. I therefore feel that these youths (male and female) are at a very great disadvantage, not only in obtaining any sort of employment, but in obtaining or training for employment suitable to their talents and abilities.

In September, 1926, I communicated with some branch secretaries of the Timber Workers’ Union asking for details of unemployed youths, and received the following figures amongst others:

- Holyoake, 17th September, 1926: Unemployed—2 boys, 5 girls.
- The latest figures from Holyoake, 2nd May, 1927: Age—Unemployed, boys 4-21, 5 males, 6 females; 21-25, 4 males. Of these, 9 males and 3 females have never worked in their lives.
- Nanga Brook, 16th September, 1926: Unemployed—boys 3, 5 unemployed, 30th April, 1927, age 14-21, 5 males, 6 females; 21-25, 2 males, 1 female. Of these four males and two females have never had the opportunity to work.

On the 15th April, 1927, I sent to each branch secretary of the Timber Workers’ Union the attached letter and questionnaire in order to obtain some reliable statistics for the Commission:


Circular to branches of the Timber Workers’ Union.

Dear Sir or Madam,

Youth Employment Commission.

At the recent meeting of Allied Organisations, the State Executive of the General Committee dealing with Youth (Male and Female) Employment Problems (other than apprenticeship problems), I handed an enclosed questionnaire and would be very grateful if you would fill in the answers and return to me immediately together with any other information you may think useful.

Thanking you in anticipation and with best wishes,

Yours faithfully,

(Signed) MAY HOLMAN.

Youth Employment.

Questionnaire.

Name of centre:

Approx. No. of population:

How many youths employed at centre?

<table>
<thead>
<tr>
<th>Male</th>
<th>Age 14-21</th>
<th>Age 21-25</th>
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<tbody>
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<table>
<thead>
<tr>
<th>Female</th>
<th>Age 14-21</th>
<th>Age 21-25</th>
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In what positions?

<table>
<thead>
<tr>
<th>Males</th>
<th>Females</th>
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</table>

How many youths over 14 years still at school?

<table>
<thead>
<tr>
<th>Males</th>
<th>Females</th>
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</table>

How many youths unemployed at centre?

<table>
<thead>
<tr>
<th>Males</th>
<th>Females</th>
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</table>

How many youths over 14 years at school would take position if available?

<table>
<thead>
<tr>
<th>Males</th>
<th>Females</th>
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</thead>
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<td></td>
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Or if suitable arrangements could be made for their supervision? Cty or Government hostel accommodation, or any other trade? Male: Female: |

How many unemployed youths who have never worked in their lives?

<table>
<thead>
<tr>
<th>Males</th>
<th>Females</th>
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</table>

Do you feel that country youths are at a disadvantage in obtaining employment? Remarks and suggestions:

Signature:

Office held (in Union): Date:

I hand a copy of information received from the following centres:—Bromley, Buckingham, Hakea (No. 4 State Mill), Moree, Holyoake, Bush, Jardine, Jarrabool Bush, Manjimup, Nanga.
Brook, Nanup Bush Landing, Dwellingup No. 2 Railway Mill, Trevena, Wannoo, and Jarrah Mill Knockout, Meelup, Western Australia.

(Exhibit No. 58, comprising replies to questions issued by witness.)

Several replies have been received from various places. These are brief and allude to the mill, and there may not be any married couples living there, nor any school there. In Holyoke Bush, for instance, there are three small girls and one small boy, they work on the farm. At Jerrabomberra Bush there is no record of any youths, and this applies also to Nanup Bush, which the secretaries note is only part of the mill branch.

I have received the following statements from Mr. R. M. Moir, J.P., of Hakea, No. 4 State Mill. This place is 20 miles from Dwellingup, and is really isolated, in spite of a main railway. Most of the mails are in the same situation.

Hakea, 13th May, 1937.

Dear Miss Nolan,

Hereewith a few brief comments on the outlook for children rearred and educated on the average sawmill, as promised. These are purely personal conclusions resulting from observations made during my long residence on the sawmills.

"To begin with, I would say that the percentage of 'bright' children is highest during the second and third years of school, from then on to leaving age it gradually drops.

"The average boy is given clearly to understand that he will have to commence work in the mill or soon as he is 14 years, beforehand. This has the effect of causing him to think that what he is learning is not going to be of any use to him, he has just been born. The average boy is given clearly to understand that he will have to commence work in the mill or soon as he is 14 years, beforehand. This has the effect of causing him to think that what he is learning is not going to be of any use to him, afterwards, and he just lives for the day when school will be finished. Those whose enthusiasm for learning is uniminished in spite of circumstances up to 14 usually lose it after a few years at work in a mill.

"Except for what are known as the key jobs, most of the wages are paid as a per cent of the principal form of recreation available without effort—in many cases the only form—is gambling. Promotion is very slow, particularly since the timberworker ceased to be a migratory species following the 1914-18 war. Many of the saw mills are isolated from the rest of the world and become a world unto themselves; the adults at such places soon grow into a habit of allowing local matters to dominate their thoughts and speech. They appear to think that outside affairs play no part in their destiny; consequently, their children will not hear them discussing current topics of general interest, such as psychology for instance, or should those subjects be discussed at all would be in a voice of contempt, deploiting the fact that progress is being made in the scientific world.

"Now all those conditions have the effect of killing the ambition and narrowing the vision of the young mind. And anything that is done, for those children will have to be done from out of the world, as their parents just can't afford to send them to school in the world either for further education or to give them a chance to start work in an industry with better prospects than sawmill work. By the time a lad is old enough to care sufficiently to save a few pounds (he does not receive the basic wage till he is 21 years of age), he finds only manual work available. He is too old to compete as a student at a trade or profession; and even if he were not too old, six or seven years as a timber worker would have taken the edge off his will.

"As for the girls. Now a word or two about the girls. They are even a bigger problem than the boys; there is usually a job, such as it is, for the boy, but not so for the girls. Only about one-third of them can get employment in their home town. Many of those who are not required have no friends to usher them into employment away from home, and are reluctant to allow their girls just left school to go out into the world looking for work on their own, and the result is that they very often become mothers before they are 20 years old.

"Their prospects are truly pathetic. Of course there are exceptions to the above, but I have dealt with the average case. It is they who need assistance.

"Now as to what should or could be done, I have in mind two solutions to the problem.

"The first is for the workers of Australia to wake up and put labour in power in both Federal and State Houses when they have the chance later on this year. Having them there to abolish the present obsolete monetary system and take control of the country's finances themselves; create instead of borrowing capital to develop the country and carry on its trade and industry; raise the school age at least two years and give all children two years at a metropolitan school straight away. Form a working week and reduce the retiring age; give all retired persons a pension of at least two-thirds of the basic wage or its equivalent at the time, and arrange for everything to work together and it would be a better world. And if anyone asks what you are going to do about so and so, just tell them such circumstances just would not crop up.

"The second is to borrow enough money to give all children at least two years at a metropolitan school; more if they want it, or show promise of being worth it; and shorten the working week in order to give every one a share of the work going. We can't hope to live as I believe we can live, in comfort and plenty, unless we have a proper educational system, and I am inclined to believe the sooner the better.

"Please give the above some of your attention.

Yours sincerely,

(Signed) Bon Moon."
and to invalids, so that a man or a woman with a family can get up to the basic wage allowance, so much per child—I think the amount is 10s. per week.

Equal pay for the sexes has been mentioned in previous evidence, and I wholeheartedly agree with this. Equal remuneration for similar work for men and women should mean a level

leveling up of women's positions both in the industrial and professional employment. It is not only the women who are doing the same work as men in the same trade that their payment should be equalized. The greatest difficulties in ensuring this is in the special women's trades the general rate of wages is so much lower than the general rate of wages paid to men for any tasks. As long as this is a generally accepted principle that women require to be paid at a lower level than men, so long will the admission of women to the same employment as men endanger the rate of payment which the men receive. Equal remuneration for similar work can never become the generally accepted principle in industry until women's rates as a whole approximate more nearly to the rates paid to men. There should be a common basic wage for men and women.

2979. The basic wage in this State is founded on the principle that it is a sum which can reasonably be expected to provide for certain necessities of life for the average family. It is the man who has to keep the family, as a rule—Yes; but it does not make any difference. It is a single man or a married man the rate is working—he gets the basic wage. The minute a woman comes into an industry, she gets a lower wage simply because she is a woman. I feel that if a child endowment or family allowance scheme was operating, then a common basic wage could be prescribed for men and women, with an extra allowance for wife and children of any sort. I think there is at least one industry in connection with which there is a common basic wage. That affects the hardships and harnes.

2980. That is so, but you spoke about an allowance for wife and children—For dependants.

2981. That would mean that single men without encumbrances would get the job as against the married man with dependants. That endowment scheme would be subscribed to by the Government and the employers. I admit that at present, in offices for instance, it is far cheaper to employ girls and, therefore, men do lose jobs. I also admit, however, that there is a possibility of girls losing their jobs if a common basic wage should be prescribed; but that does not alter the principle. If it is a sum which is to be for the man and people have to live, there should be a common wage. For instance, no one expects the single man to return home after work and do his own cooking, his own washing and all else that is in the home; but for the other hand, people expect the girls to do that for themselves, just because they are girls.

2982. Yes, but there was a little concern how you could get the basic wage on the basis of so much for the individual whether male or female, with allowances for dependants. It did strike me that if you did that, you might throw out of work the very person you wanted to keep in work—Some years ago the Labour Party in this State held a special conference of unions to consider child endowment, and some of the fundamental principles laid down—that was under the present system, which would not affect a separate wage—were the following:

(1) The wages be computed to ensure a reasonable standard of life having regard to the domestic obligations of the average worker. This means a man, wife and two children.

(2) Child endowment should be assessed for each child in every family in excess of two.

(3) That wages are an economic charge on industrial endowment is a social obligation on the community.

(4) That endowment is related only to the extent of the family. It is not to be regarded as a correction made of the industrial deficiencies but as the right of the child; furthermore, child endowment should be entirely independent of wages for skill. The persistent demand of some employers to apply index numbers to the wage of the skilled worker has reduced the margin proportionately from 50 per cent. to 28 per cent. over the basic wage, and any mixing of margins with family endowment would further prejudice the skilled workers in the same direction.

2983. For the purpose of the endowment the occupation of the fathers should be disregarded. Whether working under an award or not, it is to be assumed that his income is available for a man, wife and two children, and whether employee or not the conditions in the family in excess of two should be endorsed.

2984. The principle you are putting forward is that you would make up the wage of the married man by means of an endowment?—No, on second thoughts, I feel that you will find quite as many women with dependants as you will men with dependants, and there should be a common basic wage. To continue my statement—In claiming full opportunities for men and women, Labour claims an open door to all trades and professions that are capable of being performed by women and girls and are not found to be harmful to them. Any decisions as to the unsuitability of any particular employment for women or girls should be made only after a careful inquiry by a body that includes full power to the capable of giving expert scientific opinion and representatives of the women concerned.

2985. What do you refer to when you mention 'dealing as to the unsuitability of any employment for women'?—You may have heard of an organisation known as the Open Door International. It does not agree to the unsuitability of any employment for women. For instance, to a woman wishes to go into a woman's work, this organisation says it should be her right to do so. We do not agree with that. We say that she should have an option to go into a woman's employment that is not harmful for her. I do not consider employment in mines suitable for a woman, and there are other forms of employment such as those in connection with white bread, weight-lifting and so on that are equally unsuitable.

2986. I see what you mean.—To continue my statement—It is no doubt the case that the lower wages paid to women and the comparative weakness of trade union organisation amongst them both make it more difficult to secure their right of subsistence to well-paid trades because the effect of introducing low wage-labour—or what is normally low wage labour—is a real danger when, after many fights, a decent standard of payment has been achieved. Also the right of work or maintenance must be accepted as fully for women as for men, and in this connection marriage should not be made a bar to wage-earning employment if a woman desires to continue it. With regard to married women in industry or in the professions, the test of efficiency should be sufficient for her for five years, and the competition in the labour market of such workers would be small indeed if the economic position of the family were properly secured, and especially of married women who are mothers—have little desire to seek wage-earning employment if there is any possible of securing a decent standard of life for their families without their leaving their homes. Special attention should be given to the position of girls and domestic work. We must remember that while we have some hundreds of girls leaving school every year and seeking employment in every type of factory, shop, or commercial work which the prospective employer may seek to engage in, with the sole exception of household employment, training regulated by years and experience is demanded by the employer, while wages and conditions of work are regulated by law and can be enforced in the courts of this country. Consequently, both employer and employee have a definite responsibility to each other, from which they cannot depart without incurring penalties; on the one hand by loss of employment, and on the other by fines.

The employee engaged in household work has not the obligation to train for her work, but years of experience do bring her regular increases of remuneration. The employee in the commercial, tributaries to apply index numbers to the wage of the skilled worker has reduced the margin proportionately from 50 per cent.
Quite naturally the average girl will turn to the work of housekeeping, and bring to that duties that are limited and her hours limited, and where she finds she can arrange her private life with some degree of certainty in conformity with her hours of leisure. We must, therefore, in the course of the course of the day, consider the question of the advantages of the different forms of work available to the young person. In my opinion, the lack of defined duties, the loss of privacy, poor accommodation, the lack of status and the lack of regulated hours are the real drawbacks to the employe, and there will never be a supply of girls able and willing to do the home tasks that are so necessary in the average household until some quite drastic reforms are undertaken.

But there remains the responsibility of the employee to her task, and the haphazard method of gaining experience, which is practised to-day, is of necessity a source of irritation to her employer, quite often resulting in loss.

Therefore, in any scheme for reform both sides of the question have to be studied, and a solution agreeable to both sought. For the old demand for a maid who will take a personal interest in her work, which sometimes equals a demand for personal service which exceeds reasonable expectation, must cease. After all, the employer is the owner of the home, and the children and husband who live in it are her responsibility, and not the employer's. The employer is in a position to make sure that she must give efficient service, and accept some human responsibility for her salary, and the fact that a home and food are provided must also be taken into account when wages are being fixed as they would be if the work were done as in a domestic agency. The subject of the subject of the award of the Arbitration Court.

I have drafted the employess as we know them to-day into three groups:

(1) The girl just leaving school and about to enter a gainful employment.

(2) The country girl who has grown tired of her work in the country, and decides to try household employment in the city.

(3) The household worker who has various degrees of skill and different periods of experience.

For the third group, we can do very little at the present time except insist that regulation of hours, wages, and conditions be applied to her form of employment. If she is ambitious and wishes to secure credit, some branch of her work, no college at present can meet her requirements. She can usually find plenty of employment and, with the regulations suggested, a great deal of the irritation that undoubtedly exists between herself and her employer will vanish.

Then there is the second class of girls, the country girl who seeks employment in the city and who already has some knowledge of home work from her own home. She could again be trained through the Education Department of this State, which would have a board of examiners who would certify to her attainments, and place her in the class of employment to which she would be best suited, and for which she expresses a preference. Stay, for instance, she wished to take a position as a housemaid, household parlourmaid, cook-general, she would take the examination required of her, and receive a certificate to the effect that she had qualified to a certain standard. This would tell the waiting employer what to expect from her employee, and the ruling and legal rate of wage which she must pay, the hours her employee must work, etc. This sounds cumbersome, but we must remember that in at least one other class of work, without any regulation by the Government, hours of work are given by the employer and demanded by the employee. I am referring to washing by day. No hardship is felt there. We can believe that as the remuneration and the hours are agreed upon before employment is entered into by mutual agreement, and, as far as I know, this works in a satisfactory manner.

For the third class—the girl just entering into employment—we can work out a full scheme and eventually give her the full benefit of her emoluments. If we do not do that, the young person in whatever rank of life she may be, the ideal would be for three years' service. This would mean that this girl, and the full use of the educational facilities through the technical schools of the State and any domestic art centre or domestic science college. For the first year, training should be both in theoretical and practical work for a period of four hours daily as a mother's helper. There are in this city many mothers who have the care of large families of small children who would be very happy and indeed have assistance of a young girl, who could not give full time service, having neither the skill nor the time, but who could during the busy morning period do such tasks as the preparation of a meal for mid-day or evening, cleaning the house, or assisting in the care of the children. Afternoon classes would be attended. The working week would extend to Saturday, and the wages would be on a scale commensurate with the wages paid in any industry in which the girl might otherwise engage. Travelling would have to be taken into consideration, and the time spent in such employment as the Technical School as the central point.

The second year of training would consist of more advanced work for a period of six months, and, still, I think, on general lines. Flat attendance, making of meals completely, care of old persons and children for full periods with the gradual increase of responsibility. Chores still to be attended in the afternoon and possibly evening.

Third year, full-time work as a general household help, laundress, waiters, housemaid, house-parlourmaid, parlourmaid, cook, cook-general assistant—this would probably be the grade that the girl now 17 to 18, with two years' experience, could undertake. Evening classes could be given in any of the specific lines undertaken, and the satisfaction given to the employer and the amount of time spent by the employee at one place of employment could be taken into account by the employer. When the end of each period there must be an examination, with a corresponding certificate. Post-graduate courses could be open to all girls desiring special work, such as housekeeping, chefs, or the management of large kitchens, etc.

I heard Mr. Thomson say that there was a number of foreign cooks here. In the book prepared by the Education Department of W.A., entitled "A Guide to Occupations for Boys and Girls," on page 24 occurs this paragraph relating to cooks:

"Mode of entry.—There is no apprenticeship system or definite course of training. Girls usually start as kitchenmaids where they have opportunities to observe and assist the cooks at work. The securing of a position as cook will depend largely on the aptitude they show. There is always a demand for really good cooks."

But there is no place here where they can be trained. My statement continues:

"This may seem an ambitious scheme, but it is actually very simple, and the task much easier than that which confronted the women who reformed the hospital systems of the world. It is, of course, imperative that some classification of work, both for the employer and the employed, should be undertaken, and I am not at this stage venturing any opinion as to who should do the classification. Any experiment would be very limited, but it would demonstrate the possibility of a three-years training, and the possibility of running a home on business lines, with the work fitted into the hours needed by that particular household, which would be definitely arranged by the householder and placed before the prospective employer, who could accordingly undertake to work at the periods laid down. Records of employers as well as employees must be kept by any of the bodies concerned in the registering of employment. I am sure that it would be profitable a period of training here and possibly any guarantee of a period of service the return for training, so that must be given by the trainees for household work."
2986. It would be very hard to bind them down to give the service. Many maids may be irresponsible and refuse to be bound by a contract. How would you like to say that the system would develop—say on the lines of the bond put up by teachers trained at the Training College. This is a plan, for we have seen teachers going there at the moment. If a girl did not carry out her obligation, and it was her own fault, there would be a record kept. I think if we do have a domestic science college, as we hope for, the situation will be a little easier because the employers and the girls who are attending. I think there would eventually be found a way to ensure that the girl would carry out her work.

2987. If the girl did not show a desire to meet her obligations, you would soon send her off?—Yes, and if it were a free training, she would have to pay forfeit for the term, and if not a free training, she would lose her fees. My statement continues—

I would suggest that both employers and employer should enrol under any such scheme, both realising their responsibility, the one to regulate her house work. While details such as a definite scale of duties to be performed in each year cannot be laid down, they are detailed which, although most important, will naturally work out in a trial of the scheme itself, and may be altered from time to time as all curricula are altered.

The rates to be paid in all the periods of training, and for the finished trainee, I have not attempted to lay down any more than a general principle that the rates obtaining in other industries for training during ages and a qualification be given. This must naturally be done, because just as naturally the girl will drift into the work for which she receives the largest remuneration.

I have left out the classification of the employers. But I think you would consider and know how many very tired mothers would benefit by the part-time work of the young girl in training, how in the second years, they are the definite wants of flat dwellers who require meals cooked or the flat cleaned in their absence, the old persons, or the children who require attention from a stranger for certain periods. In the third year there are the many households which need help that need not be highly trained or specialised, and whose requirements can be met by the girls who are in the third year of a thorough training in household work, who know how to handle the new instruments of cleaning and the labour-saving devices that are part of the modern household.

2988. That is to say, you are emphasising the possibilities of trainee squads of workers going out and doing part-time work in the home?—Yes. There is a big institute in England and there are under this scheme they must do some practical work while attending classes at the Technical School or the College. But the three years training is the ideal. In the Emily McPherson College of Domestic Economy in Melbourne the length of time required for training varies according to the course taken, and attendance may be made from one half day per week for three months for a single subject, to daily attendance for three years for a diploma course. My statement continues—

That scheme for a three years training would, as stated before, be the ideal, but if we cannot achieve the ideal immediately, some other action should be taken. I feel that there should be established a domestic science college which would give a special course. I would say that this would be very necessary for everyone who wished to follow this work. If the course is not a three years course, then it should be so much more intensive and for the length of period possible—the three years course might come later. Country girls should always be included and be given residential scholarships. A diploma could be given, and the matron could assist in this. It is essential that the girls in places where the wages and conditions would be acceptable.

If a college on these lines could be established, then possibly some of our country as well as our city girls would be trained and so be able to command employment, which would in turn command the right of fair wages and conditions, through the Arbitration Court.

Take also into consideration that training in home-making which will be of an inestimable value to the girl herself as wife and mother will be given as part of her occupation, and we must realise that any such scheme goes far beyond the supply of maids for the requirements of mistresses; it goes to the very base of the home life of each and every family. There is no higher and character of the citizens of the Commonwealth of Australia is built and developed.

Since writing that, I have got some further information which is very interesting and the information of a domestic union in Copenhagen, formed in 1899 with 25 members. Have you that information?

2989. I have some information of this sort, but do not let that deter you?—This just shows the hours that they work. They have their living in places and their own colleges for domestic workers. They demand an eighteen-hour day. I expect you have all this other information published by the W.Y.C.A.

2990. Yes, I have that. But you might leave that information regarding the Copenhagen scheme with me?

—Very well. (Document handed in.)

2991. This will be Exhibit No. 59, a description of the Domestic Workers' Union and its operations in Denmark. From your remarks I judge that you subscribe to the regulation of domestic workers by an act?—Yes, I think that would be the beginning of lifting domestic work up to the status of a profession, and that more girls would come into that industry if they had proper supervision and hours and wages and accommodation. Then there arises the question as to whether there is any opportunity for those workers to live on their own lives. When a girl has a period of duty, the mistresses want her to know where she is going and with whom, and reminds her that she must keep to the rules and such hours.

2992. That is all material when you have a young girl to deal with?—There must be regulation on both sides.

2993. The chief obstacle is to do away with the existing prejudice against the class of work. It seems to be regarded as a low-down line of employment?—We should not call any household work low or unimportant. At present they are called that, and even "servies" and "slaves." They should have the right of other human beings to work for their living under suitable conditions.

IVY MARY MCKINNON, Domestic Worker, 54 Broadway, Bassendean, sworn and examined:

2994. By the COMMISSIONER: How long have you been a domestic worker?—Since leaving school, approximately five years ago.

2995. All in this State?—Yes.

2996. At what age did you leave school?—At 14 years.

2997. You have prepared a statement which you may read?—It reads—

For many years Western Australia has prided itself on having a wonderful free education system for the children of its people. From Kindergarten to University there is the training for those who wish to learn almost any profession. There are exceptions, of course, such as nurses, police, air-pilots, and others, who, after leaving school, enter other their own particular training establishments. While these benefits are within the reach of the majority of our youth, what does the State offer to those on whose working powers a great many of the present and future generation depend for health and well-being—the degraded domestic servant? Nothing beyond a few hours' instruction once a week during perhaps the last year of her schooling.

2998. Did you attend a State school?—Yes, at Subiaco.

2999. Some small course in domestic science is given there?—Yes, in the Sixth Standard we attended for half a day, and in the Seventh Standard we attended all day a week at the domestic science centre at Subiaco.

3000. What were you taught there?—While in the Sixth Standard we had a very scanty cooking course. It was not done thoroughly. There were a few recipes and we were taught to cook a particular dish once. Sometimes we would cook lunch, but if the girls could not afford to bring the ingredients they did not have that lesson. The course went scantily over housework, such as the cleaning of a room. It was not
through and did not take the whole house. One week we might be taught to make a bed, and then spring-clean the dining room.

3001. You consider that the training was not detailed enough?—That is so, and half a day a week was not sufficient. Many girls leave school after passing the Sixth Standard.

Therefore at the close of every year hundreds of young girls end their school-days and seek their livings in the various avenues of employment, many of them entering a house as a lady’s maid or general help. Surely the maintaining of our most valuable asset, the human race, which is home life, should not be regarded as an occupation to be taken only when there is no other available, and just more drudgery.

If training is needed for men to become protectors of the law and for women to care for the sick, it is needed to instruct the women how to care for those who are well and prevent illness by a well-cared for home, and all that it stands for in the life of a child or adult.

3002. Do you think many girls at school would be attracted to this sort of work if they could get better conditions and better training in the work of looking after a home?—I think it is a natural instinct amongst females to undertake home work, but many girls do not have the idea of becoming a maid or a servant. If domestic work were regarded as a profession it would be more attractive. The deeper-thinking girl would know that it would be to her advantage.

3003. Do you think such girls would prefer domestic work to the chance of entering an office and learning to be typists?—It is probably 25 per cent. of them that would have that ideal in mind.

3004. If the conditions were made more attractive you think girls would undertake such work more readily?—Yes.

A girl cannot claim a decent wage if she has had no experience at household work, and most employers scorn the suggestion that helping in her own home has made her competent. Consequently, there are many young girls working for 5s. and 7s. 6d. per week for as many as 12 hours per day, merely because the employer undertakes to teach them that she herself probably knows less of than does the maid. If there was a training centre, "trained" would be used instead of "experienced," and thus would be abolished this haphazard system which is the girl's only chance of gaining experience.

As money is the cursed medium of exchange, so the private labour bureau is the cursed medium between employer and employee, but only one individual carries the curse—the employer. Fair employment of employers and slave-driving employers all consider the private labour bureau or registry office the means whereby they can obtain a servant and keep her for a few weeks. Half of the weekly wage is the usual fee that is paid by the employer. If the girl is not prepared to pay the money at once, it is agreed to take it from her without giving her any of her wages. Therefore, no matter how hard the work may be or unjust the mistress, the girl is compelled to endure it for one week, for she has a debt (probably her first) to pay. Also she may not have a home to shelter in while she seeks better employment. If sent to the country she will have her fare to pay, probably amounting to 5s. or 50s. Whenever she is able to leave, the mistress needs for another girl, and so the position is taken again, each time the fee being paid by the unfortunate employee. The younger the girl may be, the easier she will fall into the trap, for, on being told that it is a marvellous position, she will not wish to discover any particulars before accepting it.

Could not this responsibility be executed by Government officials who would investigate the condition of the situation and the ability of the worker to fill it? Or would not the matron of a domestic training centre be more appropriate than a man or woman who does not know the capabilities of the prospective maid or theigger-driving tactics of the prospective mistress?

As merely one in thousands, perhaps, my experience while trying to remain in employment under the qualification of the Act, Australian I immediately, the domestic servant, will make a little clearer the answer to the problem, "Why are girls unemployed and receiving Government assistance while there are vacant posts for general help?"

At the age of 14 I obtained a position on a farm as "useful help, light duties, and a good home." There was certainly only about 12 hours' work per day. I was at first provided with a bed in the children's home, but on arrival of relatives and friends from town, was compelled to sleep in a make-shift bed on the floor for one night, and then told that I could share a bed with two of the children, aged seven and nine years. The idea that I should want to leave was considered absurd, but I maintained that if one must work by day, one must have sufficient rest by night. Regardless of my employer's idea of abstinence, I left without permission.

An advertisement which read, "General wanted, good wages and a good home. Adam, Box —, Kelverberg," proved that "Adam" was a bachelor living in a tent on the farm. I reported this to the Sergeant of Police at Murrundie, who said, "We have had several cases like this. I will look into the matter."

Later I received a situation through a Perth Labour Bureau, classed as general help. A flowery letter written by the employer declared it to be an ideal position. "This work is to be done in the car with us; treated as one of the family, and a good home for a good girl," were some of the enticements. This position was on a farm at Bruce Rock, and I eagerly accepted it.

On arriving I found that work commenced at 5.30 a.m. and finished at 8.30 p.m. Duties ranged from wood-chopping to the general household work for nine people. Not one boss, but three main ones, and then each of the family in turn awaited an opportunity to grove at the maid. What pleased the mother, the real employer, displeased the daughter, who gave voice to her complaints in a tone that would have done credit to an army officer. Outings were once a month, and then under the watchful eye of an employer, for if allowed to converse with the neighbouring farmers, a new position might be obtained. I gave notice several times, but was refused a lift to the station (15 miles). Finally, after several weeks, I was driven to the station, having orders to send another girl to them. Send a girl to that place! No, never!

In the city I have worked at a convalescent house from 6.30 a.m. to 8 p.m. for 15s. per week, and only a short time ago, eager to escape from being a certain boarding school paid, I answered the advertisement for a housemaid, to learn that 12s. 6d. per week was fixed into for that work. I have found that it is usual for the family to have any task that may be their daily immediately a maid enters a house, and even if true, it does not improve one's regard for domestic work. I was forced to hear a mother tell her daughter that if she does not work harder, she will only be fit for someone's maid.

I firmly believe and hope that we will be able to enrich the community, or those who are responsible, that the shortage of domestic labour will exist no more if this present-day degrading occupation is termed a profession. The employees, like their sister women workers, should then be trained and allowed to approach the Arbitration Court to secure the award, which surely they deserve as free-born Britishers living in a country which prides itself as a democracy.

3006. Are you in work at present?—Yes.

3008. Are you at present doing cooking and all kinds of house-work?—Yes, general work.

3007. You find that you are able to do it?—Yes.
TUESDAY, 22ND JUNE, 1937.

A. A. WOLFP, Enq. K.C., Commissioner.

WILLIAM HAROLD DURS, Accountant, Vice-President, Perth Junior Chamber of Commerce, sworn and examined.

3008. By the COMMISSIONER: How long have you been associated with the Junior Chamber of Commerce?—Since 1933.

3009. You take an interest in industrial matters?—Yes.

3010. You have a statement to present on behalf of your Chamber?—Yes.

3011. And that will represent the views of your Chamber?—The statement was compiled by a committee appointed to go into the matter. The statement is as follows:

The problem suggests two distinct courses for action, a long-term plan to avoid as far as possible a re-occurrence of the present state of affairs, and a short-term plan to offer immediate relief. The solution of the first lies within the power of social reform and industrial legislation, and although calling for exhaustive study and careful consideration, does not present the difficulties with which the short-term policy abounds. The main problem comprises that group of young men between the ages of 18 and 25. It has been estimated that 36,000 of these in the Commonwealth are still faced with unemployable, due more to lack of training than to industry's lack of capacity to absorb them.

3012. Can you give us some figures about this group?—From the "West Australian" of March 3rd, 1937.

These young men are the victims of a depressed labor market which has of recent years persisted, and the victims accordingly find the doors of opportunity closed to them. There are several factors accounting for this. Abortion Court awards and restrictive covenants are the two most serious factors. These particular members of the 18 to 25 group obviously cannot enter industry as tradesmen, nor can they enter as unskilled workers owing to the operation of the indefinite legislation which provides for payment of wages according to age. With a well-planned long-term policy the future will take care of those now going through their schooling, but if the 18 to 25 age group is not given immediate relief, the future will still find 36,000 workless a charge upon the community, and a blot upon Australian society.

With regard to the younger group, under the present system there exists a period of possible stagnation. The period from 14 to 15 years is often a gap between school and apprenticeship, whilst at the same time it is undeniably one of the most receptive periods of the human mind, and yet it is a stage during which the youth receives no guidance. It is suggested that at this period scientific guidance and training in vocation and citizenship would yield high results, and check the present danger of producing a great multitude of unskilled persons gradually becoming accustomed to living upon society—an idle population—and it is only too widely known that the idle man's mind is the devil's playground.

In the framing of a comprehensive scheme, the school-leaving age must of necessity receive consideration. It is considered that the minimum age for admission of children to work should be raised to 15 in lieu of 14. This implies that the school-leaving age will automatically be raised to 15.

3013. Have you considered what the nature of the education should be in that extra year?—The system of pre-selection in schools for vocations should be practised. It would depend on that selection what education would be offered during the period.

This scheme has far-reaching effects, and it would be uneconomic for Western Australia to adopt it unless the Commonwealth were in accord. Otherwise, we would be placing a burden upon society. It is contended that the basic wage would automatically be raised, with a consequent increase in the cost of production, a very undesirable condition in a competitive industrial world.

3014. You say, "it is untenanted." Is that your view?—Yes, it is our view.

On the other hand, statistics reveal that the number of members of the average working man's family is decreasing. The youth who has remained at school until attaining the age of 15, and has during the last two years received training, will be in a better position to receive vocations. Vocational Guidance for the seeking for which he is fitted, must of necessity enter industry a more efficient, understanding, and ambitious recruit than he otherwise would. Hence his output will exceed that of the boy of 14 without training in the calling followed. Under these conditions industry must be justified in paying a higher wage to the older lad without increasing the actual cost of production. In addition there is the social aspect. By raising the school age you raise the average quality of citizenship, and a wider cultural background is given to the population, and of necessity this is reflected throughout the entire social order.

Long Term Policy: Vocational Training.—For some years past labour markets the world over have been glutted, yet to-day the industrial world is experiencing a still greater shortage of skilled labour. This condition is very evident in Australia and in this State, and will increase in intensity. It exists to a profound extent in England. A substantial amount of this unemployment consists of men of the 18 to 25 problem group. They are still unable to secure employment, either because they have failed to avail themselves of the opportunity to train for skilled positions, or, what is more true of the situation, they have lacked the opportunity to do so. This lack of opportunity can be remedied by vocational training, which is associated with the pre-selection of youth for vocation and technical education. Of the several crises in the lives of an individual the choice of a career is far the most important. The question arises, who chooses the careers of my youth? In many instances the parents do so. Vocational guidance should be examined from the time the youth reaches 13 until he attains manhood. This must of necessity be done through a central bureau of employment and guidance. Every child of the age of 13 should be registered with such a bureau, and from that time forward complete data on the ability, vocational inclination, and vocational fitness of the individual should be recorded. The teacher, with the assistance of vocational guidance officers, should constitute the "contact," and furnish the information required. When a student applies to industrial employment in the last two years of school, 13 to 15, should be devoted to a suitable course, and when the youth is ready to enter industry he would have formed definite ambitions, and have his university awakened and disciplined. The bureau referred to would be administered and disciplined. The bureau referred to would provide for the following:

1. The pre-selection of youths for vocation, vocational guidance of those youths and the establishing of youth in industry.

2. The co-ordinating of employer and employee, and the estimating of the requirements of industry and other allied subjects.

3. The development of vocational training and technical education on scientific lines to meet new conditions of factor as new industries and changing conditions.

The main bureau would be situated in Perth and the establishment of the subsidiaries in all large rural centres would take place as and when found to be necessary. It is obvious that the bureau must be a completely efficient machine and cannot again the prestige of employer as well as employee, and should be subject to little or no Government interference and organised and conducted in a business-like manner. It is not to be thought that it is an economic disadvantage, but it is realised that an advisory board fully representative of education (primary and secondary), primary and secondary industry, labour organisations and government is necessary.
Technical Education: In this State technical education is inadequately adapted to meet the demands made upon it. In many schools where young people are trained and taught to enter industry provision must be made for two years, 18 to 19, and manual and technical education must be given. The curriculum would be necessary because there are many trades, and the formal discipline and rudimentary requirements of any particular industry would have to be provided. In consequence, this provision is required for compulsory courses in schools where tuition and occupation for the workless youth would be given. This technical training should be continued in all cases until the youth has attained the age of 20. In the case of unemployed youths, facilities should be offered for day study, and for those in employment evening classes would be necessary. The technical schools should be at the same time the training received in occupation with technical knowledge and direction.

Short-term Policy.

Agricultural Apprenticeships.

Those could, with apparent advantage, be instituted in the following manner:

The employer should undertake in a period of three years to give the apprentices through training in some branch of primary production and pay a wage according to a fixed scale and in addition:

The following is a suggested scale:

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Primary products, from all industries, will command higher prices in world markets for some time hence, and it is not improbable that some at present abandoned properties will be re-occupied during the next three or four years, and it is likely that some men trained under such a scheme as this would be able to take over some of the abandoned properties.

2015. Have you any data showing the result of subsidisation for this kind of labour?—To the Government?

2016. No. I am told that when labour is subsidised, the cost of subsidised labour on until the subsidy ceases, and that then the employee gets the sack—but this scheme is only for a period of three years.

2017. I was wondering whether you had any experience in mind?—No. But a scheme similar to this was practised in South Australia on an immigration system.

2018. South Australia now has a scheme somewhat similar to what you suggest. It is a scheme by which the farmer pays $5 a week to a boy and the Government supplement that amount by $5, or on such figure, to which I have, the system is not altogether satisfactory—I do not know how the South Australian scheme operated.

Equal Pay for Male and Female Workers.

Any suggestions on this basis should be approached with the greatest caution. There are, no doubt, positions which are held by females to the exclusion of males. Such positions would be the more easily identified to deal with and non-industrial situations, and it is generally conceded that where women are engaged in purely industrial positions they are discharging duties which men could not do.

2019. That is, you think women are occupying positions which are peculiarly suited to them?—We do. We are not advocating equal pay for men and women at all.

We think that where a woman holds a job, she is best suited for it, except perhaps as a washer and a housekeeper. We are given to understand, though not in any particular authority, that there is a scarcity of domestic labour.

2020. That appears to be so.—However, we have had no experience of it.

2021. I have had other evidence on the subject, but if you would like to give some further information, I shall be glad to have it—the point is that on the compilation there were a number of women who said they found difficulty in getting domestic labour for their households. However, the statements were made general.

Apprenticeship.

It is maintained in certain circles that the apprenticeship system is satisfactory, but a reference to the number of apprentices registered in comparison with the legal number that should be engaged will disclose an appalling deficiency, which is concrete evidence that the system does not meet the requirements of industry. The fault lies not in the system, but in the regulations governing it. The provisions of the Industrial Arbitration Act, 1912-25, Part VIII, which is the part referring to apprentices, and the apprenticeship regulations, are in their present form strangling many opportunities that exist for youth to enter industry and trade.

2022. In other words, you agree with the principle of binding a lad to an industry?—Definitely.

2023. But you think there should be more facility for cancelling an indenture where it can be shown that the lad is not suited to the trade or that he is wasting his time?—Yes, definitely. I have had practical experience of that in the engineering industry. There we found that if a lad can just keep within the limits of the Arbitration Act, we cannot dispose of him although we know that it is an absolute waste of time to worry with him and keep him on. It happens that when we pass a lad out of his indenture, he is not a workman's trade. That is because we have just given up the hope that we will ever make anything out of him, and he just drifts along until he is 21.

2024. How does such a boy pass his practical examination?—In some cases he does not. In some cases he can handle the technical stuff and just struggle through on the practical. We get some cases where the apprenticeship is prolonged on account of inability to pass examinations.

2025. What happens when the apprenticeship is prolonged?—The Act provides for its being prolonged, at intervals, by six months; but when it gets on to the apprentice reaching 21 years of age, the law comes into it. Every examiner then feels a desire to put the lad through so as to give him a trade. That is only human nature. However, such an apprentice may
not be up to the standard of normal requirements. I am now expressing only my own opinion. We do not condemn the examiners by any means.

2926. That would be needed to be done early in the piece, would it not?—Yes. In New South Wales, it is possible to...within the engineering sphere from, say, patternmaking to boilermaking.

2927. I think that can be done here also—I see no reason why it should not.

2928. I think it is done,—I think not. We can transfer only between employers in the same industry. There are no cases where apprentices are transferred from one section of the industry to another. I do not know of such cases.

2929. Provision could with advantage be made to enable employers to stand down apprentices in times of slackness.

2930. In what cases would you suggest that?—We make a system of transfer between industries, as distinct from transfer between employers in the same industry, might with advantage be introduced so that...to the issue we have to face is that in any case where there is a contract, it must be...in New South Wales. It is possible to...in the engineering sphere from, say, patternmaking to boilermaking.

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The training system should be particularly suited to the engineering and allied trades, and the allied building trades. Trainee apprentices may be employed only by such persons or firms as may be registered as trainee employers. The actual detail of the system could be founded upon the experience gained by New South Wales.

2935. I have these details. Have you studied the New South Wales system?—Yes.

EDWARD MORGAN DAVIES, Stone-cutter, President of the Stonemasons' Union, sworn and examined.

2936. By the COMMISSIONER: How long have you been President of this Union?—For about three years.

2937. You are a crafman, are you not?—Yes.

2938. Where did you learn your craft?—In Wales.

2939. For how long have you been engaged in your craft?—Per upwards of 25 years, taking the time from the beginning of my apprenticeship, which I served in Wales.

2940. What is the period of apprenticeship there?—The system of training apprentices provided for an apprenticeship of five years then, and does now.

2941. I ask you if you learnt all classes of stonework?—Yes. I worked on the same principle, the training varies at different yards. Some have a more varied class of work than others. Usually the minor yards do not worry about apprentices, but the larger yards take them, and give them special training.

2942. I think you came to this State under a definite contract?—I came to this country under a rather special promise that I was to have a job.

2943. When you came here were you employed on a good job?—Yes, on the construction of St. George's College.

2944. Were those other men employed there?—Yes, quite a number.

2945. Where did those other men come from?—A number were resident in this State, but 12 or 13 of them, in addition to myself, came from the Old Country.

2946. What was the full complement of stonemasons working on that building?—The job carried about 18 all told.

2947. So that the majority of the stonemasons came from the Old Country?—Yes.

2948. What has been your experience since your arrival here?—As far as stonecutting is concerned, in my opinion this State is a wash-out. Not sufficient consideration is given to the exteriors of buildings, but for more consideration is given to interiors. The exterior is in that way. It appears to me that none of the builders have...in stonework. Of the whole of the builders here two only have the plant necessary to carry out a stonework. Perhaps the industry is suffering through lack of competition. Jobs far as I can judge, there are many factors that contribute to the decline in the use of stone, and I do not think it possible to place one's finger on any specific cause as representing the principal one.

2949. You have considered this matter from the standpoint of the issues before this Royal Commission?—That is, to see if a further field for the employment of youth can be found?

2950. Yes, and I want the opinion of yourself or your union regarding the apprenticeship question in relation to your craft. Will you deal with the apprenticeship system first?—Since 1929 we have about 32 apprentices. Of that number I think four are working. They are working on jobs that turn up from time to time in monumental yards that cater for cemetery requirements. As to the remainder, the work is for building and some occasional small stonework. Where they are, they have fallen by the wayside somewhere.

2951. Since you have been in the State you have trained boys yourself?—I have trained one. I have been here for about nine years, and in all that time I have not spent more than 4½ at the trade. The employment is not here. I have had my share of every job that came along, but jobs are few and far between. That is a point that has to be taken into consideration. As jobs are few and far between, what becomes of the skilled men in the meantime, then an advanced age, who are not work when they do turn up? No provision is made for them.
When a job of a major description comes along, the men are supposed to be there possessed of the necessary skill, and to be ready for the employer to pick them up.

3062. What do you mean by your period of the head of the quarry?—I am sure of it. I have worked dozens of different classes of stone, and the Donybrook stone is equal to the best of them. If the Donybrook stone were in the Old Country, there would be quite a run on it, because the pits can be easily and cheaply worked.

3063. Have you any idea where the men who have been trained have got to?—I get in touch with them occasionally. There are quite a number of relief work in the country, and they are using the pick and shovel. Others have gone into agriculture.

3065. When there was a call for artisans for the construction of St. Mary’s Cathedral, were you employed there?—No, I was not. Things were not too brisk in the Eastern States at that time, and a lot of number of stonemasons from the other side came here.

3067. Does the union keep a register of unemployed masons?—Yes, a man is out of work he immediately notifies the secretary, and is released from the payment of contributions. If he does not keep in touch with the union, his name is struck off the books after a while, if we do not know where a man is there is no object in keeping him on the books. Although such men may pass out of our view, we sometimes hear from them. It is not that those men are in the States. We have something like five dozen masons who are good craftsmen and capable of managing first-class jobs, but they are just doing anything they can get at the present time.

3068. Then I take it that your view is that there is little or no opening for youths in this industry?—A previous witness said that there was not one stonemason apprentice in the State. That is unfortunately true. And there can be no relief unless greater consideration is given to the stone industry. The Government owns the leases of the stone quarries and they should do something to develop the industry. During the last few years the Government have spent many hundreds of thousands of pounds in giving a filip to the building industry, but not one penny of it has been spent on stonework. One and opinion does not attempt permanently to beautify its own buildings, we cannot expect lesser people to do it.

3069. There is a craze for concrete to-day?—Yes, but the concrete building is not in with the community. A lot of people have always faced with something else. The tendency is to finish it off with rendered cement. You have only to look at a rendered cement building after three or four years of existence. You can see that in the Shell building to-day although it is only a few years since it was erected. Then there is the cost factor, stone costing more than any of its substitutes. But it is hardly fair to expect wrought stone for the price of a cement block, any more than you would expect a sculptor to turn out a piece of statuary for the price of a plaster cast. However, we in the stone trade do give something worth looking at.

3070. Is there any place in the world to-day where they are going in extensively for stone in their buildings?—Yes, at a conference of the stonemasons in London in 1927 and I asked a question of the Secretary, Mr. George Hicks, a member of Parliament, and he told me that there was more stone being used in England at that time also work, when the granite is not used on fewer masons employed. That was due to the fact that new and modern machinery was being employed in the production of the finished work.

3071. Sawing out the blocks and doing a lot of other work on machinery which you had previously done by hand?—Yes.

3072. Is there anything worse you would like to tell me?—I do not know that I can contribute much more.

3073. You say that to stimulate this industry the Government should take a hand and see that there is a certain percentage of stone used in buildings?—Yes.

3074. I think you have some figures there?—Only as to the cost of stone from the quarry.

3075. I shall be glad if you will cite them?—There is 6d. per ton royalty on stone in the building trade.

3076. Payable to the Government?—Yes. Then the railway freight from Donybrook to Perth is 3s. 2d. per ton, the cartage from the quarries at Donybrook to the cutting at Donybrook is 1s. 3d. per ton for unloading the cart on to the track the charge is 1s. 6d. per ton. The cost of cartage here in Perth is 2s. 6d. per ton. With other little matters, by the time it is landed in the yards in Perth it costs 6d. per ton. I was wondering whether the Government could assist a depressed industry by forsetting the royalty and giving certain concessions on the railway, eliminating the crane charges.

3077. Frankly, we would have a better-looking city if more stone were used in the buildings. Anything that would help to give stone a greater hold would be to the benefit of the State.

3078. Assuming the royalty were eliminated, how would the cost of stone compare with the cost of bricks delivered or the cost of concrete on the job?—If stone were used in buildings, it could be used more cheaply, particularly by the Government, because they would not have to buy it, it being in their own quarries. But if-stone is used simply as a veneer, and so it becomes more expensive. When it is used in bulk, a man cannot get over it almost as quickly as he can get over the veneer.

3079. Is there any difficulty in using it in high buildings of 10 or 11 stories?—I can say that.

3080. But assuming it was decided to erect a building of stone blocks instead of reinforced concrete, could you do it?—Yes, it would all depend upon the site and the sort of thing, which would be the architect’s job.

3081. But it is done?—Yes. You have only to look at the massive towers to be seen in various parts of the world. These towers are built with bulk stone, not with a veneer.

3082. When it comes to big jobs like that, is the cost greater than that of reinforced concrete?—Reinforced concrete I think stone to stay. Still, I think there is a place for stone.

3083. Apparently reinforced concrete is cheaper than stone?—I should say so.

3084. As I am going to build many storeys?—Undoubtedly, although I have heard to the contrary. I have not worked out the relative cost, but I have heard that reinforced concrete is not the cheapest. There are certain stone substitutes, such as terra cotta, that are more expensive than stone. Then there is the time factor. I have heard it said that stone is not so well used because with the use of concrete one does not have to wait for it to harden, I do not attach any importance to that, because with proper organization we could keep pace.

3085. Who says that; the master contractors?—Yes, and the architects. However, I am sure that with proper organization we could keep pace. It would not be from lack of labour, because there is plenty of labour there. Another thing, where there is no great demand for stone, you cannot expect the builder to get more modern plant. If there was continuity of demand for stone, employers would be prepared to get new and modern machinery. As things are now, there is no need to worry about that. I was going to say about apprentices that we favour the system operated by the Apprenticeship Board. We are definitely against the improvement of the trade.

3086. Have you seen examples of the improver in your craft in the Old Country?—Yes.

3087. What happens to the man who has come out of his time after being lost in London?—I have known young fellows to adopt all sorts of devices to make themselves look older. When a lad finishes his apprenticeship, it is customary for him to seek work as I did, in order to gain experience. Out there here is a difficulty. A boy starts his apprenticeship and continues
at it for one or two years when there is a break through the system and out. That boy is left with a pair of idle hands. The break may endure for 12 months, the boy certainly deteriorates during that space of idleness and another couple of years will be required for him to get into shape again. Of course he gradually gets back his skill, but a lad is liable to lose confidence if he has not continuity of employment. That is quite understandable.

It is remarkable that the trade dies out than employ a youth for two or three years and then have him idle for a year or so before getting another period of employment. Such a boy must lose heart in the industry and cannot do a first-class job. 3078. In the Old Country are there any improvers in the trade?—There were improvers when I was an appren-
tice, yes, but a system has ceased to exist.

3079. How did these improvers fare when they came to take their places with journeyman.—That would de-
pend upon the men themselves. If there was a good demand for stonecutters, they would fit in satisfactorily.

3080. Assuming there was not a great demand, what would happen?—The employer would naturally engage the more competent craftsmen.

3081. And he would be a man who had been appren-
ticed?—Not necessarily. A man who had had 10, 15 or 20 years' experience would be more competent than would a lad just out of his time. Where the improver might go to the detriment of the craftsman would be on a job offering a great amount of profit work. To be willing to accept less money than the craftsman, probably the employer would keep him on as the cheaper man.

JAMES SQUIRES BARTINGTON, Company Secretary, Secretary Swan Portland Cement, Ltd., sworn and examined.

3082. By the COMMISSIONER: In what capacity are you giving evidence?—As President of the Chamber of Manufacturers.

3083. How long have you been president?—For two years.

3084. And you have been a member for many years?—Yes.

3085. Your work brings you into close touch with many phases of secondary industry?—Yes.

3086. You have prepared from the point of view of the Chamber some notes of evidence. Will you read them?—Yes.

In surveying the youth employment problem the main points to be considered, apart from economic conditions over which we have no control, are:

(a) The causes of unemployment.
(b) The opportunities offered for employment in various classes of industry.

With regard to the former, it is true that there will always be a percentage of unemployables, and these unfortunately most, of course, look to the State for relief.

3087. Have you ever attempted to ascertain the per-
centage?—No.

3088. It would not be very large, would it?—No.

We find certain youths applying for work and they are totally unfitted for it. We could not employ them in any circumstances.

We, however, are more concerned with those seeking employment and for whom there are no positions available. Apart from rural work, the unskilled or labouring class depend very largely for their livelihood upon the work available for skilled workers, as they are required mainly or assistance or what might be termed cleaners-up to the skilled labourer, and one reason that there is a large number of unemployed in this class is that they have either failed or not had the opportunity to learn a trade or profession.

There is another aspect. The youth of to-day, instead of going to the country for education finds the attrac-
tions of the town too strong for him and that helps to swell the number of unemployed in the cities.

To a large extent to be deplored because, generally speak-
ing, except in times of stress, there is a dearth of skilled workers, and we cannot afford to place our-
selves in the position in which Great Britain found herself at the outbreak of war.

At that time, you will remember, Great Britain was hard pressed for skilled workers and had to train men to use lathes, etc.

It would appear, then, that our first objective should be:

1. To train operatives to fill vacancies in suitable trades.

2. To increase facilities for employment in those trades.

With regard to (1), I would suggest an extension of activities in our technical schools, a revision of apprenticeship conditions, and some inducement to attract girls to domestic life, thereby leaving the industrial field open to the male youth.

I think the technical schools might enlarge their sphere of activity by giving more specialised training. The apprenticeship conditions have been fully dealt with by Mr. Carter, beginning the girls, we apprehend, that they are absolutely essential to certain trades, and I do not suggest for a minute that girls should not enter industry at all. On the other hand, there are instances of girls doing work that could easily be done by boys.

3088. Why do not employers put boys into those jobs? How is it that girls beat the boys for those jobs?—In some instances it might be that the raise of pay for girls are lower. That brings in the question of equal pay for the sexes. Whether equal pay for the sexes would have the desired effect, it is difficult to say. We have the most perfect Union, although that is not a very apt simile because the bar-
rials, I suppose, are employed as a sort of desay. But there are uneconomically occupations in industry being filled by girls that could be filled by boys. Whether it is a matter of wages is difficult to say.

Coming now to the opportunities available, I am of opinion that it is to our secondary industries we must turn for future development, for the following reasons:—

(1) Since the Great War, Great Britain and other European countries have been striving to become self-contained, with the result that our exports of primary products are diminishing. This fact is borne out by a study of our national statistics, which disclose that where it is not for the present, it is not for the future, and an appreciation in world prices for these commodities, our national income would have been very greatly reduced. It is obvious, then, that to maintain the man on the land, we must find new markets. It is equally obvious that it would be worse than useless to extend land cultivation until such markets are assured. To achieve this we must create a larger home market for the consumption of primary pro-
duce, and this can only be accomplished by an in-
crease in population, which is most desirable from a defensive point of view and will encourage the pro-
vision of employment for such increases.

You might have noticed that Great Britain this year is expending an enormous sum of money to extend the raising of primary products in Great Britain. This is done with the idea of raising the standard of the land that I can see is to enlarge the local market for his products.

(2) Secondary industries alone offer the neces-
sary diversity of occupation. Apart altogether from the hundred and one different types of operatives engaged in actual manufacture, others are required for assembling, packing, labelling, dispatching, tagging, etc., involving the services of printers, typists, transport workers, clerks, managers, and a host of others.

The question to be solved, therefore, is how we in Western Australia can expand our secondary in-
dustries to provide such work. The answer, of course, is that we must manufacture more of our own requirements. This holds particularly so about this as there is a large ready market available. Our import bill is far too heavy, con-
sisting as it does of the industries that should be produced here. Unfortunately there are many people who have not yet realised the benefi-
cial effect of demurring goods manufactured in our own State. We are told to do it, they would not only assist in providing employment, but would also consolidate their own positions, and I can only assume that they continue to ask for certain
imported brands because they have been accustomed to buy nothing else, with the result that a certain amount of prejudice exists.

What should be, it is difficult to understand, but most magnetically I disagree with the statement appearing in the Press, attributed to Mr. Lynch, that "people would not purchase locally manufactured goods on account of their inferior quality."

3090. Mr. Lynch seems to have brought a lot of odium on himself on account of that statement which appeared in the other day and as to which there were those general terms. What he said was that it was desirable we should see to the quality of our products, and that there had been instances where our products had not been equal in quality—It was rather a sweeping statement, as it appeared in the Press.

3091. He did not put it that way—I am glad to know that. As it appeared in the Press, it would be likely to encourage us in that direction. That is why I am bringing this evidence before you. My statement continues—

Admittedly there have been mistakes in the past, but the manufacturers responsible have either suffered damage, or improved their methods.

No man will willingly risk his reputation by turning out faulty goods, and if we put out to credit, then imported goods should be subject to the same criticism.

Quite frequently people will say, "I can give you cheaper goods." Our next wife said to us, "Where are those Swan brand matches made?"

I replied that they were a Western Australian product, and she said, "I went to the greengrocer and asked for matches, and he gave me one. I asked him where they were made, and his reply was, 'They are not local matches, the local matches are rotten.'"

So far as I know, there has never been any complaint about the Swan brand matches. The local factory turns out five or six different kinds, and they are all excellent. It is purely a matter of prejudice. Similarly with jam. You can take local jam and Jones's jam, and spread it on bread, and I do not think you could tell the difference. I agree with Mr. Lynch that none of us is so perfect that we cannot improve our products. We should always endeavour to do so, but I cannot subscribe to the statement as it appeared in the Press.

3092. I can say definitely that the statement, in the bold way in which it appeared in the Press, was not made by Mr. Lynch—I am glad to know that.

The goods produced in Western Australia are definitely equal in all respects to those imported from the other States. We have the finest raw materials to work upon, and our artisans are not at a disadvantage from those in South Australia, Victoria or New South Wales, or any part of the Commonwealth; in fact, many of our factories are better than those in the Eastern States.

3093. Are you a member of the Council of Industrial Development?—I am a member of the Economic Council.

3094. You act under what you regard as a general principle—What should be followed up? How would you follow it up?—On this subject I continue in my statement—

My Chamber, in conjunction with the Department of Industries, wages a continuous campaign in an endeavour to educate the public to a proper sense of buying, and I suggest continued and intensive propaganda in this regard. The Chamber, in conjunction with the department, organised exhibitions in all parts of the country. I myself went out with the Minister on several occasions as far down as Albany to open these exhibitions and give talks to the people on the advantage of supporting local industry.

3095. Did these exhibitions bear fruit?—I can say definitely they did. Take the recent Kalgoorlie drive we carried out. When we first went there, the people were found to be definitely antagonistic to the anti-coalition areas; there was no doubt that it was a free gold in this area was always trying to put something over the goldfields. We broke down that feeling. We had exhibitions at Kalgoorlie and Boulder, and one told us last week that the best of the brigades in Western Australia had always been the coal mining areas.

3096. That is an isolated case: what do you know of the results of this particular exhibition?

We do not keep a check, but we do know that unemployment is decreasing. The Chief Inspector of Factories should be able to give you statistics showing that the amount of people employed in secondary industries has increased. This proves that the consumption of local products has increased.

3097. By the same token, there might be more imported articles coming in, due perhaps to greater prosperity and scepticism people at small country villages, is that aspect too; but if they were not using more of our local products, the avenues for employment would not increase.

3098. I am getting out figures for the purpose of making a comparison with the Eastern States. You definitely consider that your propaganda is doing good. I suggest that you yourselves might try to gauge the actual amount of good it is doing?—We might be able to get some return from our own work.

It is an axiom that "industry begat industry." Therefore every man, woman or youth given employment in our midst becomes, in turn, a potential employer, and until we recognise the importance of purchasing the products of the own kith and kin, we shall always be faced with unemployment problems, not only amongst the youth of the State, but also amongst adult workers.

3099. Dealing again with the matter we were discussing just now, have you any other suggestions to make as to how you could follow up your propaganda work?—Some years ago the Government ran an exhibition train through the country districts. That was a very good idea. A show car was made available, and the Minister, or somebody in authority, travelled with it and addressed people at various places at which it would not have been possible to hold an exhibition. That could be done again. My Chamber is also supporting a series of factory exhibitions, and we are having the factory proprietors along. We invite the Minister for Industries to accompany us. The process of manufacture is explained, and we can see for ourselves the quality of the workmanship. The statements made at these functions appear in the Press and, I hope, are read by the people. Of course I do not know whether they do read them. But it still assists in the general propaganda.

3100. Have you ever endeavoured to ascertain what the requirements of the people are, with a view to producing what they need?—We have a committee working on the goldfields at present, and their duty is to interview householders and storekeepers. To a lesser extent, though not done here, of course, we cannot go from house to house, but we always invite exhibition with the object of improving the products. The Chamber functions as much for the protection of the consumer as for the manufacturer. Unfortunately, the Chamber is not a very efficient institution, and it is possible for people not to pay men or women to make the inquiries.

3101. With regard to exhibitions at shows, are entries invited for competition in all productions?—Yes, we invite people to take part in these shows. I might have seen the Manufacturers' Hall at the Royal Show.

3102. Can you induce them all to compete?—We cannot get all to compete, but we get a majority of them.

3103. When a local firm manages to secure a prize for a first-class product, is this brought to the public notice?—We do not invite displays from importers; the exhibitions are purely for locally-manufactured goods. Last year there was a prize for the best display
in the Manufacturers' Hall, and it was won by Misch-
leides Ltd. You may remember that a photograph
appeared showing the Lieutenant-Governor presenting a prize
to this firm's representative.

3194. I am asking these questions because I am
considering means for speeding up this particular ac-
vity, and I realise the importance of the proposition
you are putting up. If you have any further suggestions
to make for improving the position, I should like to hear
them—just offhand, I have not, but I shall be happy
to communicate with you if anything should appeal to
me.

The Commission adjourned.

THURSDAY, 1st JULY, 1937.

A. A. WOLFE, Esq., K.C., Royal Commissioner.

ALLAN GEORGE BARNARD FISHER, B.A., Ph.D.,
Professor of Economics at the University of Wes-
tern Australia, and Director of Adult Education,
further examined:

3195. By the COMMISSIONER: You have prepared
a statement elaborating upon certain matters that were
left outstanding when you last gave evidence?—Yes. The
statement is as follows:

1. Statistical Analysis of Unemployment.—De-
tailed information about individual cases is certainly
highly desirable if a wise general policy is to be
successfully applied. An elaborate census, however,
presents many grave practical difficulties, and in any
event information collected in this way cannot have
the continuity which is almost equally desirable.
Without a great deal of trouble a fairly accurate
idea could probably be obtained of the number of
young persons for whom it was necessary to find
employment from year to year. The ordinary cen-
sus record gives the number of persons at each age
on the census date. Those figures could easily be
corrected for deaths. Records of deaths at partic-
ular ages are apparently not published for indivi-
dual States, but no doubt are available to the statis-
tical authorities. Some slight correction might also
be necessary for overseas or interstate migration,
but this would probably not be very important.

To determine what actually has happened to the
individuals at the different ages, we have records of
school attendances, University students, apprentices,
and other persons employed in factories and work-
shops. These persons are employed in Government service and
in shops, though the information for the last section
is apparently not very detailed. There remains the
important employment areas of farming, domestic
service, banks and business offices, and other minor
branches.

Where the industries were sufficiently organised, it
should not be a matter of great difficulty to obtain
from the organisations in existence fairly accurate
regular records of the number of young persons em-
ployed, and a comparison with the detailed result of
the occupational classification of the 1933 census
would give a rough guide as to the importance of
any gaps that still remained. 3196. I suppose quarterly returns from these sources
would be useful—Yes, or half-yearly or annual re-
turns would have a good deal of value.

It is clearly not sufficient, however, merely to know
the number of young persons who are actually em-
ployed, because the employment difficulty ultimately
is often greater for those who enter some "blind-
sally" occupation early in life; some attempt should
be made to distinguish between those and more per-
manent employments.

3197. Would you have some special return for this
case as well?—Yes. Certain employments which
were found by experience to be "blind-alley" should be
stated, and a record kept of the number of persons
who happened at any time to be employed in that way.

While elaborating my earlier statement I gave some kind of promise that I would endeavour
to elaborate principles upon which differentiation in
that kind of training required for various industries
might be attempted. A perusal of the other evi-
dence which has been submitted suggests, however,
very forcibly, that without a great deal of detailed
technical knowledge it is practically impossible for
me to attempt any useful generalisations of this
kind. It seems quite clear that the decision as to
the kind of training which is appropriate in any
given case must be made in the light of the experi-
ence and opinions of those who are actively engaged
in the occupation.

3198. That points to the argument of some witnesses
that if you had a representative board or committees
in each particular trade dealing with that subject, you
would get better results?—I think that is quite sound.

The situation in any given case will depend upon
the technical conditions of work, on the accessi-
bility of the ordinary employer to expensive equip-
ment, and on the kind of organisation which has
grown up for the normal productive unit. With re-
gard to the last point, it seems fairly clear, for
example, that the ordinary apprenticeship machinery
is not very suitable for application to motor garages.
It should, of course, be remembered that in many
important cases methods of training have changed
quite radically in the past. The medical profession,
for instance, once had a system of training similar
to apprenticeship which was later abandoned, and
there is no reason why it should be supposed that
similar changes affecting other types of work should
do not be made in the future.

3199. I have heard it said that the apprenticeship
system would be quite a good thing in the medical profes-
sion even to-day!—The point I had in mind was that
some of the support which apprenticeship received in
some directions, or which other methods of training re-
cived in other directions, is due to little more than a
feeling that because something was satisfactory 20 years
ago it must be satisfactory to-day. I am arguing for
plasticity.

3200. That you should not hang on blindly to a sys-
tem because it has been the system in the past.—That
is so. Circumstances in a particular vocation may be
changing in such a way as to make it necessary to re-
cast the training plans that have existed.

For some industries the five-year period is pos-
sibly longer than its strictly necessary, but on that
point, too, an outsider's opinion is probably of less
value than the opinion of people directly concerned.
It seems possible that in some instances, especially
during the earlier periods of their apprenticeship,
apprentices do not spend the whole of their time
very usefully, but it would be wrong to pay too
much attention to the argument that semi-skilled
processes can be easily learnt in a short time; and
that no elaborate training is therefore needed for
people who are to be employed in that way.

3211. That supports the view which has been ex-
pressed, that it would be a good thing to appoint a rela-
tive officer, who would see what the apprentices were
doing in the shop and would hear their views?—Yes.

The outstanding necessity in modern industry is
for plasticity and adaptability; and it is a good rule
to train each individual for something more than
the limited kind of work which is perhaps to be
undertaken during the next year or two. The chances of successful adaptation to changing circumstances will be much less if no previous careful training has been attempted at the outset.

It also seems doubtful whether every employer can be regarded as a competent person to give adequate instruction, and it is difficult to believe that the training given in such circumstances would be very useful. It seems reasonable to attempt some discrimination among employers according to the character of the equipment they handle and other relative factors, and perhaps those employers who are regarded as most efficient for training purposes might be allowed, if they request it more, than the normal quota of apprentices. The principle of employers having some definite responsibility for training seems to be sound, and, so far as the actual work of training is concerned, they should be rewarded for their under-take some financial responsibility for maintaining any alternative machinery which was set up. This responsibility is, of course, already recognized.

2. Forecasting Employment Trends. I suggested in my preliminary statement that an attempt should be made to obtain a picture of the general trend of future employment. There is, of course, no assurance that such accuracy in forecasting is possible. No one can have foreseen 15 years ago the conditions which have made possible such expansion in employment in the gold mining industry as has occurred, and these are a number of similar changes to be expected during the next 15 years, the precise character of which is equally impossible to forecast. Nevertheless, some useful suggestions could be taken in determining the probable rate of absorption of employees in the different industrial groups.

The starting point for such calculations would naturally enough be the rates of absorption in the past. Such studies of this kind have already been made, e.g., in Victoria by G. R. Giles and J. R. Lyall (Occupations in Victoria, Melbourne University Press, 1933); and although, though they are, the main difficulties arise because of the fact that employment trends are not regular from year to year, but fluctuate somewhat violently. The really important and difficult task is to forecast the extent to which the rates of absorption revealed from an analysis of the past are likely to be retarded or accelerated in the future.

2.10. Sometimes an industry so radically changes as to become last, and a new industry takes its place. That is a difficult thing to forecast, and yet in making a forecast you have to keep that in mind. — Yes. That is a difficult thing to do.

2.11. It really puzzles me to know how you can forecast and make provision for that. Can you? — Not in any water-tight way; but, as I suggest later, I think any attempt at forecasting for employment purposes has to be undertaken in as close association as possible with any other avenues of information in regard to economic conditions and technical developments in general. I should think that in some cases, at any rate, people in close touch with the probable changes in the technical conditions of development could see a little time ahead what sort of changes of the type you have referred to will take place. These changes come as a surprise to the outside world; but to people with technical experience inside they are not so unexpected.

For making such forecasts three sets of statistical records would be useful, covering earnings, unemployment, and profits.

It is desirable to accelerate the flow of new entrants into such occupations as have low unemployment figures, and where earnings are above the average or are tending to rise.

Our detailed unemployment figures are at present very inadequate, but substantial improvement can be anticipated as a product of any scheme of unemployment insurance which is adopted. Records of earnings, also, are unfortunately very scappy;

we have records of wage rates, but the extent to which actual payments conform to the award rates, or are in excess of them, in practical unknown.

2.14. By "earnings" you mean more than wage earnings, I presume. Do you mean simply the wage earnings of the earners? — I mean the extent to which people are paid over and above the award wages, or to whatever extent people thought to be rather more useful than the average individual are paid something above the normal award rate.

In many cases the volume of employment is obviously tied up closely with the volume of capital investment, and for many purposes it is more important to ensure that capital investment is directed wisely, and does not lead to a waste of labour, than to the trend thus indicated. To do this it is necessary to get a picture of the actual and prospective profit position in various industries. Where profits are relatively high, it is as a rule desirable that the influx of capital should be encouraged, and where they are low, that it should be discouraged.

It might be said that this surely is what every investor already tries to do. The difficulty is that he has only a vague knowledge of the facts, and sometimes even when expansion in particular directions is known to be desirable, it is easy for it to be overdone because several individuals conclude simultaneously to expand without knowing what others are doing.

Such an analysis of profits would be far too easy. The actual profits of a profit-making business, and one must take care to distinguish between short-run and long-run trends. High profits may be temporary, due to temporary causes; and it would be unwise to guide capital investment or training for employment according to any assumption that such profits would continue indefinitely. At the present time, for example, it is easy to pay too much attention to the current high prices for wheat and to forget the peculiar influences which have brought these prices to their present level.

A prior difficulty arises in the collection of the facts themselves, which might be obstructed as a result of widespread objections to anything which resembles the disclosure of business secrets. For this reason it seems necessary to enlist the co-operation of institutions which already have some knowledge of the internal affairs of business concerns, which could collate the relevant information without disclosing the position of any individual firm. Banks should be in the best position for carrying on such a general survey as I have indicated, but no single bank could do a great deal by itself on account of the inevitable limitations of the fraction of the economic field with which its business is directly concerned.

2.15. In recent years the banks have taken more notice of this particular service? — More attention has been paid to it, yes.


2.17. What particulars do the bank bulletins on this subject deal with? — Very much with this sort of problem, but with general questions of wide policy—interest rates, closer settlement, and so forth. The banks have not, so far as I know, in any published work tackled this particular problem.

2.18. The Commonwealth Bank, I believe, has a statistical department now? — Yes.

2.19. Does that department deal with matters which would be relevant here? — I have an impression that it does, but the Commonwealth Bank rather follows the tradition of the Bank of England—the Importer of Force. Therefore it is not easy to be quite certain just what information the Commonwealth Bank already possesses.

The institution, I think, publishes a lot of statistical material, but not anything by way of comment so far as I am aware.

It seems, therefore, that some organization in close touch with the Commonwealth Bank would be the most effective instrument for the purpose outlined. The Commonwealth Bank is, to a large extent, above the competitive struggle, and with the assistance of the trading banks there would have access to information affecting industries as wholes, with-
out running any risk of infringing the rights of individual firms to have their own situation not disclosed to any third party.

The technique necessary for collecting and consolidating this information desired would have to be developed as experience accumulated; no cut and dried scheme could be worked out within a few months. There are several influences which would require the most attention, population trends clearly would have to be included. The probable trend of demand in the future is clearly different to-day from the trend 20 years ago, when population was increasing much more rapidly.

The reference to the Commonwealth Bank suggests that independent action by any single State would necessarily be somewhat limited. Nevertheless, something useful could be done, even in a single State, by a permanent commission which maintained a survey of the industrial trends in general, keeping in touch with as many other organizations as possible which were in possession of any who are afraid of Australian industries would almost certainly discover its inability to cover the whole field at all effectively, but that fact should not be thought completely to destroy its usefulness here, and if it could be made to determine more precisely, as time goes on, fields where more intensive investigation was in any way required.

The question has been asked, how far could such forecasts be made confidently in face of the risks of new tariffs and trade embargoes? The answer is that there are two major things which are certainly among the unpredictable influences which may upset our forecasts. Even if that were all that could be said upon this subject, it would still be very long while making forecasts on as wide a foundation of information as we could collect. The risks of error would not entirely disappear, but they would be diminished if we had access to more accurate knowledge. In fact, however, something more can usefully be said on this subject.

We cannot control the trade policies of other countries, but we can influence them. To some extent our own attitude is a determining factor in the policy which they adopt. If we adopt an exclusive attitude, they are likely to follow suit. To adopt an attitude of co-operation and goodwill toward embargoes imposed elsewhere I would say, take care not to endanger the stability of industries in other countries by imposing new restrictions, and if possible diminish the restrictions which already exist.

Any estimate of capital flow may not help very much in determining the volume of tertiary surplus which should be encouraged, because much of the work of this sort does not lend itself at all readily to organisation by an entrepreneur with formal estimates of return on capital invested. Here, I think, income trends must be taken as a guide.

Educational policy will be very important here, for much of this work requires elaborate educational preparation which cannot be given in a short time. The same for State activity seems specially strong in this field, just because the conventional methods of financing are often inappropriate. Action might include both meeting the costs of training and later subsidising the work performed, or, what comes to the same thing, paying for services rendered out of taxation.

There is no suggestion necessarily involved in what I have said that compulsory powers should be conferred or exercised in regard to other capital investment or training for employment. Whether that ultimately would become necessary is a matter on which I express no opinion here. Those who believe in a more radical reorganisation of industry should not object to the proposal that has been made because even if such reorganisation were independent of capital it could not go ahead without some such survey as I have suggested. Those who are afraid of radical reconstruction, on the other hand, also should not object, for the machinery suggested would give them the means for making wise decisions about capital investment in the future. If they made good use of the information which was collected, it might be that they would discover that nothing further was needed. The volume of production would increase, and the volume of unemployment diminished.

4. Development of Local Markets.-A good deal has been said about diminishing unemployment by encouraging people to buy locally-produced in preference to imported goods. There is everything to be said for clearing the mind of the efficiency of production and to lower costs, and such action would certainly ease our local unemployment difficulties, irrespective of whether Western Australian producers can thus displace goods which are at present brought into the State from elsewhere or not. The mere displacement of imported goods by local products would, however, by itself do little or nothing to remedy the unemployment situation. If we are already getting from somewhere else things which are satisfactory from the standpoint of quality and cost, it would be more sensible if, instead of attempting to change the personal responsibility for such production, we sought avenues of employment which would involve no additions to the existing volume of production. Enthusiastic claims about the benefits to be derived from purchasing local products are, in fact, an expression of the widespread spirit of economic nationalism which scarcely everybody agrees in an important cause of our present economic troubles. The way in which we hope to return to this idea is a good illustration of the human propensity for allowing hope to triumph over experience.

The most common method for inducing people to purchase locally-produced goods is, of course, the imposition of Customs duties. That method has been used in many different countries for different purposes, and from the point of view of Australian purposes, the principles involved in discussing the claim that a successful campaign on behalf of preference for local products would diminish unemployment were the same as those involved in the ordinary protectionist argument that the exclusion of foreign goods by tariff barriers or other devices will diminish unemployment. The Fault that this method has been applied in varying degrees for many years by many countries where unemployment is still a grave problem suggests some doubts about the validity of the argument.

3120. Would you say, a much graver problem elsewhere than here?—In some cases, undoubtedly yes.

The belief that unemployment difficulties can be removed in this way is the result of looking only at the immediate impact and overlooking the important but more remote consequences which are equally inevitable. No one can dispute the fact that if Western Australian people insist on purchasing goods of local origin in preference to goods at present imported from outside, the volume of employment in the industries immediately affected by this change in demand will be increased. But to establish that fact is not the same thing as to establish the fact that the net volume of employment in the State will be increased. If the consequences which inevitably follow the exclusion of goods from outside include the creation of a situation in which there is a corresponding slackening of demand for other kinds of labour, the net volume of employment remains unchanged, and we have merely substituted in shifting the burden of unemployment from one group of individuals to another. It is submitted that this is, in fact, what is likely to happen.

The general line of argument is as follows:—It may safely be presumed that goods imported into Western Australia are usually paid for, and when we probe behind the monetary exchanges through which such payments are made we find that it is not possible only because we have been able to persuade other people elsewhere to purchase the goods we export. If we cut down the volume of our imports, the returns on our exports will tend to diminish by an equivalent amount, and any benefit in employ-
ment to industries which produce goods formerly imported will be offset by an equivalent loss suffered by others at present engaged in producing goods for export, and this latter group includes those who are employed in performing the various auxiliary services which are essential to the organisation of export trade. The validity of this argument is in no way diminished by the fact that, in relation to certain countries from which we import largely, we have been able to reduce the unfavourable balance of trade with the Eastern States is more than offset by our very 'favourable' balance of trade with the United Kingdom. The goods we buy from Victoria and New South Wales are not the goods we sell to the United Kingdom. If we diminish our purchases from Victoria, that will diminish Victorian purchasing power in general, and in particular Victorian purchasing power for British goods. This, in turn, will diminish British purchasing power, and in particular British purchasing power for Western Australian goods. Any check to the export of goods from the Eastern States would therefore indirectly act on the demand for our exports, so that any increase in employment in one direction is likely to be offset by an equivalent decrease in some other direction, leaving no net advantage worth speaking of.

3121. If the problem contained static like that, suppose we opened the market for some of our goods?

—You mean for some of our exports?

3122. Yes—that would be an excellent line.

3123. That would be a good line. Now, the next question is, how would we come up, with the expansion of our markets, as we attempted to do some years ago, could we combat the situation of which you speak?

Yes, but development along those lines would be quite insufficient, because the decisions regarding the influencing of sentiment here in favour of purchasing one particular type of goods. Whatever was done in the direction of maintaining our export trade would have to be offset by the transfer of workers to local markets, and that would be a strong point whatever we did in regard to local markets.

3124. Looking at the matter entirely from a local viewpoint, if we could expand the markets for our local products, that would be all to the good, but ultimately it would not prove so good, because of the economic situation of the country, and furthermore, we would be placed in relatively the same position as we were in before. On the other hand, if we could find fresh fields for the marketing of our goods so that we could counteract the depression by an equivalent increase in some other direction, leaving no net advantage worth speaking of.

3125. Defining the demand for our exports may be offset by the increased demand from persons who will be employed in making goods that are at present imported. But some of the goods we produce ourselves would not in any case be purchased by local producers, and even if they were, the transfer from an external to an internal market would cause some displacement and at least temporary unemployment, and the dislocation of the auxiliary services associated with export.

In any event, precisely the same effect of increasing local demand for goods now exported could be obtained if we sought to face not in the production of those things we are at present getting quite satisfactorily from outside, but in the production of things which would be of benefit to those who would not in any case be purchased by local producers, and even if they were, the transfer from an external to an internal market would cause some displacement and at least temporary unemployment, and the dislocation of the auxiliary services associated with export.

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Incidentally, we should thereby avoid inflicting damage on the economic structure of other States.

3126. Gradually the Federal Government is to limit the discussion of opportunities for the employment of youth, a good deal of attention has been paid to the effects of regulations which require automatic wage increases as a result of which the payment of an adult wage at the age of 21, which may be substantially above the wage paid before that age was reached, and it has been suggested that the risk of unemployment for a long time to come would be diminished if employers were allowed greater freedom in determining when juvenile wages were to be increased, and if the age at which the payment of an adult wage was to be fixed, we can say, to 23 or some such increased age. It is, of course, clear that such proposals are equivalent to proposals for a relaxation of wages, and though reductions of wages are not necessarily to be ruled out without investigation in all conceivable circumstances, it is also clear that such claims should not be too lightly dismissed, and even a claim that employers who made his own decisions in perfectly good faith might easily make mistakes. The grading of wages according to age is likely to be recommended by an appreciable proportion to the changes in the value of work performed which, on the average, one might expect to find in certain positions. This applies, of course, to a certain degree, but it probably would happen in the results which ought to follow from a careful evaluation of the work performed than decisions made by employers with regard to individual cases would on the whole be likely to do.

A similar, though not identical, line of argument can be applied to the transition from juvenile to adult wages. We are trying to get into a more efficient state as much in determining the efficiency of adult labour as it does for juvenile labour, but in many trades the changes from year to year are so rapid as the latter case, and no doubt allowance is often made for such changes in efficiency by paymenent in excess of the legal minimum or through less irregular employment. But it is certain that any difficulty to believe that the increase in efficiency which takes place at the age of 21 corresponds at all closely to the increase of wages which is then often required by law. Some increases should, however, be interpreted rather as signals to both employer and wage-earner that there are important differences between the conditions of the two cases, and that wage-earner than will result. That would be of great benefit to the wage-earner. It is clear that the only way we can get paid for the goods we send abroad to any country is by means of the goods they send to us.

It is sometimes maintained that this argument is unconvincing, because the decrease in demand for our exports may be offset by the increased demand from persons who will be employed in making goods that are at present imported. But some of the goods we produce ourselves would not in any case be purchased by local producers, and even if they were, the transfer from an external to an internal market would cause some displacement and at least temporary unemployment, and the dislocation of the auxiliary services associated with export.

In any event, precisely the same effect of increasing local demand for goods now exported could be obtained if we sought to face not in the production of those things we are at present getting quite satisfactorily from outside, but in the production of things which would be of benefit to those who would not in any case be purchased by local producers, and even if they were, the transfer from an external to an internal market would cause some displacement and at least temporary unemployment, and the dislocation of the auxiliary services associated with export.
almost as important as that of the young persons
who are seeking work for the first time. A reduc-
tion of wages might morally encourage them to hang
about waiting for such unearned money, thus
abandoning and, the longer the transition is delayed,
the more likely it is to be.
3125. You are advocating the watching of these
people and keeping them in some vocational bills that
will enable their education to work for other
work?—Yes. The preparation ought
not to begin before a period of before the blind-alley
employment comes to and end.

The situation that would arise if the school age
were to be raised has obviously a relation to the
inquiry. A raising of the school age would dimin-
ish the number of young persons seeking employ-
ment, and if this compelled a reorganisation in the
trade and professions bilal was unnecessarily
common, it would be all to the good. But
the question would still have to be faced of the ap-
propriation wage-scale for people who began the work
of 16, of 14 or 15. I rather incline to the view that the starting wage
should not be different from that which is now paid
to people at the age of 16. If the additional period
of education were properly planned, the value of the
work performed immediately after leaving school
should be greater than it is at present, even though
such work should, of necessity, lack the inside ex-
perience which those who had worked for a year or
two had gained. Perhaps a compromise might be
possible in which the 14-year-old wage would be a
little below the present level, but above the present
14 or 15-year-old wage, with a correspondingly
steep grade in later years, but it should be
emphasised that such a course would increase the
difficulties that in any case are likely to arise in
families with incomes at or about the basic wage
level, if the school age is raised without any
attempt to improve their financial situation.

6. Mothercraft Nurses.

The last point I have dealt with relates really to a minor
matter, but in referring to mothercraft nurses it occurred
to me that the information might possibly be of interest
to the Commission. Under this heading I have set out
the following:

There is one specific avenue of "tertiary" em-
ployment for young women, the almost complete
absence of which in Western Australia a little sur-
prises one who has recently been resident in New
Zealand, namely, employment as mothercraft nurse.
Inquiries have shown that there are apparently not
more than two such nurses available in this State.
The function of each nurse is to look after normal
babies in the period immediately following birth,
to train them in good habits of eating, sleeping,
diapering, and to bring the mother in adjustment to
the change of environment which the care of a young
infant necessitates. They may be employed in
cases of emergency, when the mother is ill, or in any way
prevented from taking charge of the baby her-
self, or during periods when the parents are com-
pelled to travel; but in New Zealand their most
usual and most valuable period of employment is
for a fortnight or so after the mother returns from
the maternity hospital, quite irrespective of the
presence or absence of any abnormal conditions. The
mother during this period is regaining her strength,
and it is important for her to have proper sleep
and rest. At the same time, the baby is forming
habits which are so important that these should be laid
sound lines. In New Zealand it has become quite
customary for the "Kaituna" nurse, as she is
called there, to be engaged as a routine measure
at the same time as arrangements are made for
accommodation at a maternity hospital, and this
practice is widespread among persons of quite
a married age. The fees charged are 8 guineas, a sum
half that payable to a fully-trained nurse, and even
people of moderate or small means and can afford
such a charge for a fortnight. For the pur-
pose of the mothercraft nurse is of more
value than a general nurse would be. On the other
hand, the mothercraft nurses are not qualified to
nursing on the scale of a general nurse, but they are
fully-trained nurses. The training given in New
Zealand is, so far as my memory goes, fairly short,
from 13 to 15 months, a period which is spent in a
special baby hospital. I understand that similar
training institutions exist in Sydney and Melbourne.
I have not inquired into the pay or number of the
persons employed in this way, but in New Zealand
it would probably amount to some scores.

HAROLD BOAS, Architect, member of the firm of
Messrs. Oldham, Boas and Ednie Brown, Architects,
 sworn and examined.

3126. By the COMMISSIONER: You have taken
an interest in the question of youth employment for some
years past?—Yes. I was Chairman of the Boys' Em-
ployment League for the last two years of its establish-
ment, and set up the original organisation which has
been attempting to place unemployed boys for the last
five years. During this period approximately 6,000
boys have been found employment. As chairman,
I was constantly in touch with the problem of unem-
ployed youths, and endeavoured to find ways and
means of absorbing the boys offering.

3127. I think you have a prepared statement. You
might read it from the point that you have reached?—
Very well. It reads as follows:—

The applications for employment averaged
approximately 30 per week during this period, and
endeavours were made to find employment for all
boys in (1) industries generally in the metropolitan
area, and (2) throughout the country as farm
helps. A great number of the boys, approximately
75 per cent., were placed in the latter direction at
salaries ranging from 15s. to 21 per week and
keep. I believe that the average has now risen
to from 15s. to 25s. per week and keep.
This method was only try there were no
work for casual and wage, and once the boy was sent into the country
contact was not maintained. There was no evi-
dence as far as I know during this period as to
how many of the boys so placed remained per-
namently on the land.

All that the league did was to temporarily place the
boys. There was no system of after-care or follow-up
to indicate whether a boy remained on the land or not.
My impression is that a fairly large percentage of
them did remain somewhere on the land. The per-
centage of unsatisfactory boys was surprisingly small,
about 1 per cent. By unsatisfactory, I mean a boy
who returned, not being satisfied with his conditions,
or unsatisfactory from the employer's point of view.
We had very few cases of delinquent youth who
showed vileness in any form. The general
reports from the boys and from their employers
showed that the arrangements were quite satisfactory
for both parties. Since I resigned, the work has con-

continued under the presidency of W. A. Cross, his assis-
tant, Mr. A. C. Meyrick. Unfortu-
ately neither the Gazette nor the League has done
anything to enable the League to do any more
than merely place the boys. Consequently the League
have not been able to do any development work,
for they have not the funds.

3128. In what way do you suggest that they
devise development work?—With funds they could
and develop this work. There has been no
organisation of the position with a view of
square pegs fit into round holes. The operations of the
League are controlled by a council of citizens repre-
senting most of the established youth interests and
organisations.

3129. You have referred to boys that were placed
on the land. But you were not putting all the boys on
the land. You were putting them into a variety of
jobs, were you not?—Yes, all associated with farm
work. What exactly the nature of their work was
I am not in a position to say, but it was general
help. The boys that we did had no training in farming
work, but were city boys. Still it was surprisingly small, the
number of Australian boys that did know how to milk
a cow. Generally I should say their work was in the
field nature of a general farm hand, whether a
dairy farm in the South-West or a wheat farm, or
in some cases pastoral interests. But we discouraged the
sending of the boys to the pastoral areas because up there they were too far away from their natural protectors, their parents, and we on our part could not keep in contact with them. The League has never claimed to have found any permanent solution of the youth unemployment problem. It did not in any way deal with the girls. They were being dealt with by a separate organization. I resigned from the chairmanship of the League to take the responsibility of chairman of the Economic Council, which was formed by the Government under the personal direction of the then Minister for Employment, Mr. J. J. Kenneally. The duty of that Council was to act as an advisory board to the Government on ways and means of finding employment. The Government referred certain questions to the Council, and the Council investigated all questions of possible absorption of the unemployed.

The Council was representative of 25 or 40 major interests throughout the community, and so was of all the political faiths and variety of interests.

3139. For instance, it included educationalists—Yes, and farmers and industrialists and trade unionists, people dealing with boys through various organizations, and many others taking a personal interest in the question. Altogether there were some 30 or 40 members of the board, and so we were able to get the point of view from many angles, and the best information available. The Council concentrated its activities to a large extent on the stimulation of local industries. It was suggested that the Council felt that there was the greatest opportunity for the absorption of the unemployed, including youths. The question of employment on the land depended a good deal on the position on the Macquarie River which was the major stream, and on the prices of his products. The fact that we were importing from £8,000,000 to £10,000,000 worth of manufactured products into Western Australia suggested that if we could stimulate local industry to absorb some of the manufacture that would be the best and quickest avenue to increased employment. I was chairman of the Economic Council for three years, and we spent practically the bulk of my time in controlling its activities and getting into touch with all forms of effort dealing with employment. We wanted to find out specifically what was the actual problem in regard to youth that had to be faced. We told there were something like 5,000 youths leaving school annually. We wanted to know what became of them and what they were doing. All of them were not working on the streets, and all of them did not go to the Boys' Employment League. Where were they?

3140. To which three years are you referring?—From 1924 to 1926. We wanted to ascertain the extent of youth unemployment. We instituted a comprehensive system to take a census throughout the metropolitan area every two weeks. We had cards printed for certain data. The cards were distributed throughout the metropolitan area by the aid of schools and various organizations, and a system of collection was organized and due publicity was given to the matter. The result of the census were entirely satisfactory. The census did not produce any evidence that was worth while. Out of the 10,000 cards distributed, only 200 or 200 cards were returned to us.

3132. Was it made plain to the people the organization that was instituting the inquiry?—Yes, we endeavored not to make the information sought inquisitive. We were advised that we were not to help, but there was direct evidence of resistance to giving the desired information. Either it was that or the problem did not exist.

3133. The problem existed; the attitude of the people must have been due to resistance.—Following that, we thought perhaps the fact of its being a semi-government agency had influenced the people against us, and we explored the possibility of getting independent evidence through educators and University interests. Professor Cameron, Mr. Storrs, and about half-a-dozen others got together, and they were able to enable them to undertake a complete census of unemployed youths in a specific district—Victoria Park. They found, after very disappointing results, although they conducted a door-to-door canvass and talked to the people, the sign of resistance to inquiries into domestic affairs was evident, and the results did not disclose a problem of any extent. Then it was a question whether the problem existed or not. It is all very well to say there are 5,000 children leaving school every year, and that they are all out of work, but you do not know that they are all out of work, and they do not tell you, you must assume that they are not.

3134. You said that 5,000 children left school every year and were out of work. What do you mean by the magnitude of the problem at the time?—No, but the general feeling of the community was that most of the youths leaving school had no jobs to go to. Then arose the question, "Where were they?" "Where were they lying in the streets or trying to get jobs?" If they were trying to get jobs, the only information we could glean was through the Boys' Employment League, and the league was receiving and dealing with about 30 percent. Where were all the others? I am convinced that the problem did exist, but we could not form any practical contact with it. We then decided on one thing we could do was to stimulate secondary industry in such a form as it could be artificially stimulated—primary industry could not be stimulated to the same extent—and thus giving secondary industry a capacity to absorb a proportion of those youths. The heavy loss in the employment of youths since 1929 can only be made up by a stimulation of the State's natural activities, either in primary or secondary industries. The only opportunity for absorbing youths in large numbers was in secondary industries. During my association with the Economic Council I was convinced of the importance to the State of maintaining interests through the Chamber of Manufactures and the direct representatives of the secondary industries, associated in the organization of the State-wide system of the association. It is a great opportunity for tremendous development of the State's secondary industries, and in the consumption of local products, providing that an effective, positive, and active organization were immediately adopted. To find how little real organization existed in regard to industry. The manufacturers, excepting through the Chamber of Manufactures, where they had representation affecting common interests, acted in almost water-tight compartments. There was very little collaboration between them—no attempt, so far as I could see, to get around the table and help to solve one another's problems. There was a resistance to giving information to others that might be the means of informing others what their particular problems were. Apart from the manufacturer, another avenue which was tried to appreciate the importance of submitting to the public Western Australian goods as a first preference. Thirdly, the aim was to get the public to develop a Western Australian buying conscience. We obtained not only study and support the statement made by some witnesses that everything in the garden is lovely as regards Western Australian manufactures. Most of the stuff produced locally is equal to anything that imported. And if you spend a tremendous amount which is second grade and deserves the non-success it gets. This might be due to lack of capital or to some other reason, but the fact remains that it is not competitive in the sense that it has not the attractiveness of imported articles, and therefore has not the effect of attracting the public to buy it. Apart from the question of manufacturing the article itself, there was the very lukewarm interest displayed in its get-up and presentation to the public. Industry lacked imagination and initiative in presenting its articles to the public. In some instances I am satisfied that industry was not particularly about the quality of its goods. All it thought of, in some instances, was to produce the article as cheaply as possible and put it over the public. You cannot expect to get good results from that type of merchandising. Coming to the retailer, I found that he was not particularly interested in the patriotic side so much, perhaps, as in its products. Also, the importer and money because they were prepared and submitted to the public in a better fashion.

3135. And probably were well established in the market?—Yes, probably the retailer is the line of least resistance. People ask for a certain article with
no great significance behind the request. Let me illustrate this with a specific example. Housewives, architects, and others have to use the term "Matters stove", because Matters were the original people to put it on the market. Therefore "Matters stove" has become a common term, and even speaking of an ordinary woodburning stove, but there are several other identical stoves not made by Matters although they are referred to as Matters stoves. In quite a number of instances people, I think you are looking for something peculiar in a particular kind of stove, more indicating term. They were quite satisfied to use Western Australian goods as against imported goods, and it was not giving any extra value, but they used terms indicative of imported articles. This applies not only to manufactured articles but to commodities such as butter and cheese. Thus primary industries such as the wool industry were affected. This brings the question of publicity in order to get the public to buy Western Australian goods. Spasmodic efforts have been made in this direction and the results have justified the efforts, but they have not been continuous. Nor have they been directed along thoroughly organized lines, and there has not been sufficient money or permanent organization to secure what might be termed permanent results. As a result of my experience, I am satisfied that my suggestion will provide the main and effective way to produce direct results from a local-products campaign. I suggest the appointment of a man in a responsible position as Trade Commissioner, whose job it would be to go into industry, ascertain the problems, advise and assist by way of investigations, and generally secure collaboration, outside the methods of the Chamber of Manufactures and entirely free from Government control. Such a man would be able to enter a retail store, sit at the manager's table, and speak with him on matters such as his business. He would be able to tell him why his job was in regard to responsibility to the State, and get him to educate his retail sellers—the staff—in the merits of the product. I have missed a sale. The idea is to get retailers to present Western Australian products first, giving the consumer the choice of buying whatever he liked, so long as he knew that he had an opportunity to buy Western Australian products. So far there was the consistent education of the public and in that direction I do not think we really could do it by public campaign. That would be part of the way, but I think certain trained people should go from house to house and enlarge on the merits of Western Australian goods in the general political sense as well as the merits of the goods themselves and so arouse the direct personal interest of housewives and others. This could be effectively done by trained officers and by the establishment of a department of industry. In that way we would be able to overtake a great deal of the leading now evidenced by the leaonna $8,000,000 to $10,000,000 worth of money going out of the State annually in the form of such an officer, with the means of establishing an effective organization. And I am satisfied that the local industries during the next five years could be improved by $1,000,000 per annum, and if we had the problem of unemployment you would not automatically solve itself. I advocate this as being one of the direct ways by which the Government could definitely meet the position instead of relying on Government efforts which are suspect with the public in regard to their private interests and instead of depending entirely upon representatives of the manufacturers themselves who are interested persons, and instead of relying upon voluntary efforts. Then again everything would depend upon the officer in charge. In this way in the scope of five years we would not only do a great deal to absorb the unemployed youth of the community, but also help tremendously to improve the development of the State. I am putting only this one point to you; I have not touched upon the question of technical training about which you speak in an ordinary and burning. But as a result of my five years' experience of this subject I feel that what I have suggested is the only definite and practical way by which we can get a large number of young men employed reasonably quickly.

3136. Then you go on to say that greater detail in regard to the scheme has already been evolved and could be enlarged upon?—Yes; if the scheme be worth considering at all I am prepared to say that I will call upon the Economic Council to devise practical proposals and submit them to the Government.

3137. How long would it take you to work out those practical proposals?—Not very long. Have you at the back of your mind that you might want to see them before you report?

3138. Yes. For instance, I would be interested to know, in the light of your experience, how you think something about the personnel you would set up to work out your proposals, the power you would give to the body created, the method by which it would work and also whether you have any ideas as to the functions or efficiency out of industry and by what means you would propose to improve the idea? We have thought of that by collaboration with the C.S.I.R.

3139. The Commonwealth has a research department which has a special function to perform, but not a department such as you are advocating. The department you are advocating would embrace an investigating branch such as the Commonwealth has! The scheme envisages the Commissioner being a direct representative in Western Australia of the C.S.I.R. and the investigation would be the problems associated with the technical side of industry.

3140. If you could give me a brief but complete idea of what you have in mind, would it be useful?—Would it be too long to ask for a week in which to prepare the outline?

3141. That will do—I will undertake to supply within a week of consultation with the Economic Council an outline of what I suggest.

RICHARD STANLEY SAMPSON, Master Printer, Member of the Legislative Assembly, sworn and examined:

3142. By the COMMISSIONER: How long have you been in the printing business?—Since 1886.

3143. You have been employing labour since then?—Yes.

3144. Are you a printer yourself?—I am a compositor.

3145. Did you serve an apprenticeship?—No.

3146. Where did you get your training?—Partly in South Australia, and partly in Western Australia. In this State I was associated with the old "Morning Her-" and the "Daily News." In 1907.

3147. You have studied the question of apprenticeship?—It is a matter of very great interest to me.

3148. You have prepared some notes on the subject?—Yes. They are as follows:

I contend (a) that in the trades there is in most instances an insufficient number of men, but in the unskilled section there is always a big excess, with the number of unemployed continually increasing. The knowledge of a trade cannot be learned in other pursuits, such as farming, road or railway construction, and others of the kind; on the contrary, it is a big asset, and in any circumstances a trained worker has a better chance than one who is unskilled. Untrained men are not given an opportunity to prove their worth, and all who have not the advantages of a trade suffer.

(b) Men are said to be born equal, yet many are not given even a chance to fit themselves for the possibility of permanent work. Those who enter into apprenticeship are often without special ability or inclination. In many cases, sentiment, expediency and relationships are the chief means of getting boys apprenticed, irrespective of suitability.

The trades suffer greatly in many cases the boys who enter them are not suitable, and in some instances they are utterly unsuitable. If a boy wishes to learn the trade of a painter or signwriter, it is imperative that he should have some artistic capacity, and be able to form letters and carry out artistic designs. Probably the fact that you have had an ordinary education. But as a result of my five years' experience of this subject I feel that what I have suggested is the only definite and practical way by which we can get a large number of young men employed reasonably quickly.

3149. Your view is that a boy should not be trained for a craft unless he has some special adaptability for that class of work?—That is so. I support the suggestion for the setting up of a board of trade or an educational board, or an apprenticeship council. This would provide the more useful selection of boys for the different trades.
3159. What do you say to the composition of such a council? — There should be on the council a representative of the master printers, or of such industry as may be concerned, and a representative from the Trades Hall of the unions composing the industry; otherwise we would have a practical knowledge of the trade, and, from their experience, would be better able to appraise the qualities possessed by the boy. That undoubtedly would save a great deal of expense and trouble. In the case of a boy having special qualities enabling him to become apprenticed, perhaps, the cabinet-making industry, it would prevent him from being apprenticed to engineering. It would be a great pity both for the boy and his future employers if he were not apprenticed to the trade to which he is more adapted. I know that I am not expressing anything which is novel. Those views, I believe, are acknowledged. But unfortunately the aspects to which I have referred—sentiment, expediency and relationship—apply in many cases to-day when the selection of a boy for the learning of a trade is under consideration.

3161. I think there is just one point you have missed. You speak about giving more boys the chance to learn a trade, always subject, I suppose, to the condition that the boy is adapted for learning the trade — Yes. I am strongly in favour of a greatly increased quota of apprentices.

3152. Are you advocating, then, an increase of the quota of apprentices? — Yes. I am strongly in favour of a greatly increased quota of apprentices.

3153. How would you fix the quota? — I would be guided to some extent by the quota existing to-day, and might propose a similar tabulation. Why pick two, or three, or four? — That would be a start. Ultimately, I hope, every boy will have an equal opportunity to learn a trade. It seems to me that a boy adapted to a trade by the skill and capacity of the employer under whom he is apprenticed, his future is jeopardized to failure. He will never have had an opportunity. He will be the victim of what amounts to a conspiracy, one that is not expressed, perhaps, but it is expedient for himself and the members of the union. The thought is too vigorously to fix a minimum quota, and on the other hand many employers too often display no interest whatever in the matter, and when they have an opportunity to apprentice a lad do not do so.

3155. Would you advocate training more boys than the trade could absorb? — I would, as I said, give every boy an opportunity to learn a trade; and I do not know that one can decide what is the limit of apprentices a trade could absorb.

3156. Assuming that one could fix such a limit, would you advocate training more boys than the trade has a right to learn a trade? — Those responsible are not justified in depriving the boy of his right to learn a trade and thereby adding to the great number of unemployed men who are unhired.

3157. You say, in effect, that you would advocate training an unlimited number of boys for any particular trade. Would you qualify that by saying, an unlimited number of suitable boys? — Yes. We have promised that there should be pre-selection by a body representing the Trades Hall, the employers, and possibly the Arbitration Court. But while I say I would support the principle of limiting a trade for every boy, I also say that it should be limited to the extent mentioned by you, having in mind the selection of trades generally. We do not want all boys apprenticed to become blacksmiths or bostormakers or painters or printers; but if all the trades were given consideration, I fail to see that there could be an overplus of tradesmen, particularly when one takes into account the relative position in respect of those boys who are not now given any opportunity. They, as I have said, are victims of a conspiracy.

3158. To come back to my question. Would you advocate training more boys than the trade could absorb? — I would support that to this extent, that I would be in favour of apprenticing more boys to such a trade as a trade apparently absorb. Then a great shortage of tradesmen not only here but elsewhere, and I am positive that a boy predisposed to a certain trade would, when he acquired the essential knowledge and was a first-class man, have no difficulty in obtaining a permanent position.

3159. What do you mean by the expression, "apparently absorb"? — Take the printing industry, for instance. It may be that the industry is not in need of many more men than are at present employed; but I claim that such is not the case and that no one can know, without actual experience, to what extent a printing trade, for example, would develop if the qualified men were available. The position to-day is that the trade has to look overseas and to the Eastern States for qualified men.

3160. Is not your argument really this, that you contend that to-day the quota is not as accurately or scientifically fixed as it might be? — Yes.

3161. But I understand you do not contend that once having fixed an accurate or scientific quota, one should depart from it? — I claim that there is no justification for the fixing of a definite quota, because in the case of all boys, or probably a majority who never have an opportunity to learn a trade, not the slightest interest is shown. A boy may do as he likes. He can deliver milk until he reaches the age of 21 or 25, and then, finding himself in a dead-end job, he can go into the husk and cut firewood, or as long as he is physically able cut commercial timber.

3162. So far as your remarks go, I judge you to say that you think the quota is not a correct quota, and that the trade could absorb more than that particular quota? — Yes. Even if I did not believe in the right of every boy to learn a trade, I would still consider that the number of boys is insufficient.

3163. Having fixed a sufficient quota, once you get to the stage of having a quota which is sufficient, I presume you would not let boys in excess of that quota go into the trades. — I have already said that in my opinion every boy should have the right to learn a trade, and I will not limit that.

3164. The right to learn a trade irrespective of whether the trade is in want of him or not is a very good fact. On the other hand, it is the prerogative of that, would you let him learn the trade? — I do not see how I can consistently limit the number of boys, since I hold that every boy should have the right to learn a trade. In Germany, I am told, every boy has the right to learn a trade.

3165. In what way does he learn it, though? Through the apprenticeship system? — I do understand.

3166. Have you any work dealing with the point? — I regret I cannot support that statement with any definite evidence. It is merely hearsay from a person who has travelled, and who values more that which is the case.

3167. Such being the case, we get to this stage, that in your view any boy who wants to learn a trade should be allowed to do so? — Subject to the approval of the pre-selection board.

3168. That is understood. How long do you think it should take a boy to learn the trade of a compositor, or the most difficult section of your trade? What section would that be? — A linotype operator is paid better than any other worker in the industry; that is, on the mechanical side of printing. A young man who was connected with the Bunbury 'Herald' when that paper was under the control of my office went to the War, and on his return was put on as a trainee linotype operator. For 15 months he was under the Trainee Board, and then was passed as being 100 per cent efficient. That young man had gone away to the War practically as a novice; I do not think he was 21 years of age when he left Western Australia. Since he was passed as efficient he has not lost one hour's work. He is quite efficient. So far as I know, he now has about 15 qualifications; but the work he has been placed in and he was soon sufficiently master of it to hold a job.

3169. After how many months? — Fifteen.

3170. Do you think that period should apply to everybody? — No. I think it is too short. A boy probably starts not later than 16 or 17 years of age; and on that basis three years, or at the most four years, should be sufficient.

3171. To enable the boy to go anywhere in the industry? — To allow a boy to become a qualified tradesman, qualified in that particular branch of the industry.
3172. I suppose you would leave the determination of the period to the board you are suggesting? Who decides the period now?—I understand it has been decided by the Arbitration Court. It should be decided by consideration of the pre-selection board. I should say the board would be qualified to decide such a matter.

3173. I have this proposition clearly established in your mind, that any boy, provided he is suitable, should be able to come in and learn the printing trade, in a shop if you like—Yes. I think it should be in a shop.

3174. And you have this also established, that three or perhaps four years would be a sufficient period in which to learn the trade?—Yes.

3175. Suppose ultimately boys go into the industry in direct relation to the trade. A boy goes in at say, 15 or 16 years?—Subject to certain qualifications for this particular trade.

3176. A boy goes in at 15 and comes out at 20, and on courses there would be no point in which the trade can absorb him cannot get a job. Don't you think he will have wasted some of his time?—He would not have wasted more than if he had worked in some dead-end job?

3177. That is quite true, but assuming that there was another industry into which he could be more profitably introduced, and for which he would be more adaptable, would not be better for him to be directed into that industry?—There would be a large number seeking opportunities in every industry.

3178. Are some trades more popular than others?—That would be a matter for the pre-selection board to determine, and physical matters such as eyesight, chest and so on, would enter into the question.

3179. I am conceding that the boy is qualified and suitable. If you allow an unrestricted number to enter the trades, you may waste a number of years of the lives of these boys, whereas they might be better adapted to other occupations?—It might involve a lot to the State, because boys might have to go to other States to get jobs.

3180. What about the employer who trains such a boy? Has not a wastage there?—If a man trained a lad, and had a job to give him, he would naturally do so because the boy who is trained in the man's own capacity is the best tradition for him.

3181. But I am putting it to you that no job is available, and yet an unlimited number of boys are trained for the trade?—In such circumstances the boys would have to leave the State and go elsewhere.

3182. Would that not represent an economic waste?—It would be a matter for regret if we had to lose such men, but, on the other hand, the lad who had been trained in one trade would surely be better off if he became a wheat farmer, an orchardist, or a poultry farmer, than he would be if he had been entirely untrained.

3183. But a lad in that position may have missed the bus. Four years of his life at a very impressionable period may have been wasted, and he may find himself unable to get a position?—But the training he had received, because of the knowledge he had acquired, would make him a better man.

3184. Do you not think it would have been better if the boy had been directed into the trade for which he was most adapted, and for which he could be effectively trained?—The pre-selection board would exercise discretion there, and would make a recommendation to the man. They would have no control over a trade for which he was equally adaptable, and respecting which there was not the same demand on the part of employers.

3185. The board could merely recommend, and could not influence the boy beyond that?—I know that, but a boy is noteworthy for being a thinking animal, and if he found work to quietly, and then be explained to him, he would accept the suggestion made to him. That would meet the position where the board considered the lad suited for a particular trade or industry.

3186. How many people do you suggest would speak to him?—These special men who would be on the board.

3187. What about the parents and others who exercise influence in a boy's life?—They would not advise their boys wisely—they think they do—because they do not understand the position. I have in mind an instance, which did not occur in Perth but elsewhere, in which we had a boy appointed who was very nearly blind. He was apprenticed to the composing section. It was a mistake, but he had to go through the period because the parents felt that if he learnt the trade and became a compositor, he would be all right, whether he had full eyesight or not. Under those circumstances the job was worth while, such a thing could not occur. Unfortunately, the office I have in mind was under the control of a head man, who did what he liked and did not think about the position at all.

3188. I think you proceed, in your prepared statement, to submit some recommendations?—Yes. My first recommendation is, that the members of the pre-selection board, in preference to boards. I think a boy would be more efficient as a fully qualified tradesman if he learnt his trade in an office than if he learnt it under temporary economic conditions of commercial competition. Such a lad would be better qualified, more resourceful, and considerably quicker, than if he were taught his trade in a school or college, because the element of time did not enter into his training.

3189. Then you think that the practice of boys receiving their training at the hands of individual employers or their journeymen is the best?—It is, subject to the office or workshop being properly equipped.

3190. And to those being efficient journeymen on the job?—Yes. As a rule, business owners in certain of any size or importance have to be reasonably well equipped, although I admit there are instances of the equipment being more or less abominable or antiquated. In such circumstances the boy would not have an opportunity to learn his trade under conditions that would meet with the requirements of competition. He would not have an opportunity to handle the most modern machinery. No carpenter or cabinetmaker so circumstance would be qualified to stand up against the competition of others who had been used in workshops where the equipment was up to date.

3191. Your next recommendation has reference to pre-vocational training?—Yes. My recommendation is that pre-vocational training be given, thus providing a guide as to the capability and natural inclination for the trade before registration is effected. With regard to the technical schools, both senior and junior, there would be very helpful, and would mean that ultimately the boy would become more useful than he could be without that early training. Very skilled work has been done by boys attending the junior technical schools, and those who carry out work of that description in the treatment of iron, steel or other metals, and in fact any work, give evidence that they have special capacity. That phase would be of considerable assistance to the pre-selection board.

3192. What is your recommendation in regard to pre-vocational training?—Yes, prior to the apprenticeship being effected. That is what I understand to be pre-vocational training.

3193. I take it you are operating under both State and Federal awards in your establishments?—Yes. Speaking as a printer, I can say that the country offices are working under State awards and under Federal awards. With regard to the latter, however, we have the spectacle in Perth of some offices working under the Federal award and some under the State award. Perhaps this is not the place to criticise such a position, but I think it should be criticised, because it seems to be most stupid overlapping.

3194. You have had an opportunity to note the practical side of the examination system?—For many years, in conjunction with a representative of the union, I was the examiner of apprentices to the composing section under the Apprentices Act, and printed master printers, and the work effected in that direction proved most useful.

3195. Is the examination a good one?—A very practical examination.

3196. Calculated to test the adaptability of the apprentice and his capacity?—Yes. The examiners were able to point out defects and make recommendations to employers regarding more opportunities to be made available to their apprentices in certain phases of the trade or industry. We were able to tell the lads where they were defective and encourage them in the right direction. The whole effect of the system has proved of tremendous advantage. Unfortunately that is limited to the city. There was also an attempt to encourage the rural centres, and the work in that direction was also very useful. Prior to the inauguration of that practice, the apprentices learnt their trade or they did not learn it; it was an ad hoc concern.
3197. I was spoken to about the difficulties confronting country apprentices regarding proper technical instruction, and I will agree that that is a factor of disadvantage—Yes.

3198. What would you advocate in order to overcome the disadvantage?—It would be satisfactory if an arrangement could be made whereby an instructor could pay visits to the country offices, or, alternatively, if railway passes were issued to the country apprentices to enable them to travel to London. If the latter course was adopted, I am doubtful if the arrangement would prove entirely successful. I am inclined to think that the country apprentices would be at a disadvantage, for they would be very strange office in the city. As a matter of fact, men are nervous under unusual conditions. On the other hand, if the boy were engaged where he was working, some knowledge regarding his progress could be obtained at once, and the lad would regard his position more seriously. It is more difficult to obtain the right type of apprentice in the country districts, although there is a present shortage in the trade. The position in the country is mostly that the boys are put to other work, usually on a farm or on a mine if there are the better paid jobs available. Contrary to what seems to be the opinion held by many people, there are not so many boys about who are available for employment. I have sometimes done duty with the tremendous number of unemployed boys that are said to be available. My opinion is that the boys who are available become more self-reliant and self-supporting at the very fact that they have learnt a trade. That relates to the city, where there are so many boys, and from which so few go. We have offered and have actually paid, a boy £ 2 10s. per week, and he has since hired the school apprentice, whereas the rate in Perth is about 15s. a week. There is really no virtue in that. Boys are not readily available in the farming and mining districts. Then, again, certain trades do not appeal to all boys, whereas others may have a special liking for them. Linotype operators are very difficult to obtain. You can get linotype operators for Perth but if you wish to secure one for a country office, it is much more difficult. There is a disinclination to go into the country areas, although the country pays for a little higher salary than does the award that applies to the city.

3199. Offhand, can you tell me what is the difference?—It is 10s. 0d. for country operators and 56 ls. 0d. for goldfields operators, whereas in Perth, under the jobbing award and allowing for an increase just made, the linotype operator receives £3 9s.

3200. The composing branch of the job printing industry is under a special disadvantage in that apprentices for the linotype section are available only from the hand-composing section, an apprenticeship to the composing branch might, with the permission of the employer, go on to a linotype during the last two years of his time. The result usually is that these who go on to a linotype have turned to the hand setting section because an additional difficulty in maintaining tradesmen for hand setting. In Western Australia the position is that opportunity is given to a boy to become a skilled man, except in certain favored instances. Boys are permitted to become unskilled workers, timber cutters, navvies and so on. It is very unfair and I think there should be some encouragement given to every boy to become a skilled worker. The unskilled boy when he develops into a man has a most difficult position to face. He works only intermittently and then often as an agent of grace, if not of charity. The other day I was in Norseman talking to a builder. There was some bricklaying waiting to be done and he had had two to come in. Although they had advertised for one, that part of the work had had to be held up for want of a bricklayer. I was told that in the building trade there is a scarcity of trade. That was stated in a Bill brought in to the Assembly. When the Adelphi Hotel was nearing completion it was found impossible to get plasterers in order to enable the work to be done on the same level as provided in the contract. So a Bill was brought down and an extension of time was given. That, I should say, provides strong evidence that there is a present shortage in at least the plastering trade. Again, in the building industry Southern European are doing far more to-day than they were a few years ago. Stone work is largely done by Southern European. That, perhaps another example where our own boys have not had the training essential to enable them to do this work. In that instance there might well be a system under which there could be an interchange of apprentices. Sometimes a builder has to go for a whole without a contract, and then may find that he might, with the approval of the board appointed to deal with such matters agree that he be transferred to another builder.

3201. That system exists to-day?—Yes, in theory only, I understand that actually it has not been adopted.

3202. Once having fixed your quota of apprentices, would you make it compulsory in all industries to take apprentices?—I would certainly make it compulsory unless in the opinion of the board, in some particular case it was not justified. To some extent the Arbitration Act works badly. Apprentices are taken away from their work to attend the Technical School. I understand the Technical School receives only such boys as are apprenticed. I do not see why other boys not apprenticed should not be given the same opportunity to learn their trade if they are prepared to pay the fees.

3203. So long as a boy who is not apprenticed pays the fees for the tuition he receives, he should be entitled to go?—Yes. I am afraid to attend the school is the whole trouble. If a boy being required to attend the Technical School during working hours is a bad thing for the employer. This is one of the reasons why the employment of apprentices in some cases is not favoured. Also in the event of any trouble arising it becomes an obligation on the part of the employer to take the matter to the court. He is not given power to dispense with the services of that boy. So the boy soon learns that if he does play up it will be the manager of the office, not himself, who will suffer. That is wrong. The boy should be employed as an apprentice under some system providing for the maintenance of discipline. I understand that there is an absence of the full discipline that is so necessary.

3204. Have you at times felt that you yourself in your own shop?—Yes. We had two boys supposed to attend the Technical School, but they went to the pictures instead.

3205. But you must have got attendance reports from the school?—Those boys went to the pictures for several weeks. I must say that this was some weeks ago and I think that since then the position has been tightened up by the forwarding of letters. I think it would be of injury to the employer to attend his trade classes once or twice a week in the evenings, going from 7 o'clock to perhaps 9 o'clock. But when he is taken away from his regular work, from a job in which possibly others are employed with him, an awkward and inconvenient position is created in the office. It is because of this and other disabilities that the apprenticing of boys is not favoured in all trades and offices.

3206. Speaking of discipline, you said that a boy would play up because he knew that the employer's only retort was to give him the court. Was his retort a great deal?—I suggest that the employer should have the right to suspend him, and let the boy's father take it to the court, or submit it to the board, the board to determine who is to take the matter to the court.

3207. Another suggestion that has been discussed is that the board instead of the court should deal with the matter. How long would you think it would take?—That would be excellent. Of course a boy coming into manhood is frequently a difficult proposition. They are always difficult only, young fellow is apt to regard any restriction as interfering with his liberty. A boy then takes it very much to heart. He believes that he is right, and he causes a great deal of trouble both for others and for himself.
But I do not think the employer should have to carry the burden of this misbehaviour; the boy's father should come into it and the boy be taught by reasonable methods that he must behave himself. These things tend to make the employment of apprentices very unpopular in some workshops and offices.

3208. I think you have now dealt with most of the matters in your note—Yes, with your kind assistance. I would, however, add a word on the subject of machines replacing hand work. Comparative figures in the Commonwealth "Year Book" appear to bear out to some extent the contention that machines are replacing hand work in the printing industry. In 1924-25 there were in Australia 1,194 printing establishments employing 25,162 persons; in 1934-35, 1,406 businesses employed only 24,114 persons. This change is possibly due to the greater use of machinery within, but as backyard factories are not registered, the figures are possibly faulty. While sponsoring an increase of apprentices, however, I do not claim that labour-saving machinery is kinetical to progress. Rather the reverse. Economical production, stimulated by mechanisation, makes possible the more adequate satisfaction of the needs of the people—needs that have never yet been met. I indulge the hope that through the work of the Commission there will in future be greater consideration in respect to the number of boys for whom apprenticeship is made possible. The position at present is very bad; it is a short-sighted principle, both from the standpoint of the workmen who favour it and from those employers who, by the non-registration of apprentices, support that view. As stated in this morning's newspaper, boys who learn different trades will be better able to face any difficulty that may arise in future, whether it be a matter of war or the problems of peace. At present, the lack of opportunity that exists costs the boys their spirit of self-reliance, leaves them comparatively ignorant, and certainly results in those qualities of which all boys are possessed being denied the opportunity of development.

The Commission adjourned.

TUESDAY, 6TH JULY, 1937.

A. A. WOLFF, Esq., K.C., Royal Commissioner.

HERBERT JOHN GOODES, B.A., of the University of Western Australia, residing at 7 Hardy street, Nedlands, sworn and examined:

3209. By the COMMISSIONER: You have been research worker in the Department of Economics of the University of this State—Yes. I have been a member of the University for five years, and a research worker for six months.

3210. At my request you have taken out some statistics, the bears of which is the 1931 Commonwealth Census—Yes.

3211. These statistics relate to the population trend and employment in industry trend?—Yes.

3212. In the table dealing with the age distribution of population you take the ages 14 to 21, and 65—Yes.

3213. There is a note on the table stating that migration is ignored—Yes.

3214. I take it that migration is ignored for all the years subsequent to 1931.—Yes. The table is as follows:

Distribution of Population; Ages 14-21 and 65.

Based on Census Figures, June 30th, 1931.

(Migration ignored.)

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
</tr>
<tr>
<td>17</td>
<td>3,080</td>
<td>3,060</td>
<td>3,090</td>
<td>3,100</td>
<td>3,090</td>
</tr>
<tr>
<td>18</td>
<td>2,830</td>
<td>2,760</td>
<td>2,800</td>
<td>2,750</td>
<td>2,800</td>
</tr>
<tr>
<td>20</td>
<td>2,720</td>
<td>2,670</td>
<td>2,700</td>
<td>2,650</td>
<td>2,700</td>
</tr>
<tr>
<td>21</td>
<td>2,620</td>
<td>2,560</td>
<td>2,530</td>
<td>2,510</td>
<td>2,530</td>
</tr>
<tr>
<td>65</td>
<td>747</td>
<td>530</td>
<td>1,087</td>
<td>1,010</td>
<td>1,087</td>
</tr>
</tbody>
</table>

3215. Will you comment upon the table?—Yes. It deals with the distribution of population, ages 14 to 21 and 65 for the years 1930-1931 to 1935-1936. These figures are determined by the application of relevant death rates to the numbers recorded at each age for males, females and persons, in part 9 of the 1931 Census Report. "Adjusted" numbers have been used for ages 16 years and upwards. These are stated in part 9. In the Census Reports there are unsatisfactory numbers, and an attempt was made to adjust them by distributing them
Diagram No 1

Percentage Distribution of Breadwinners in Industry
Based on Census Figures for 1911, 1921, & 1933
(Independent "pensioners" and "industry not stated" excluded)

1911

1921

1933

Agricultural Pastoral and Dairying
Mining and Quarrying
Fishing Trapping and Forestry
Manufacturing
Building and Construction
Transport and Communication
Domestic and Personal
Professional and Public Administration
Entertainments, Commerce, and Finance

Total Primary
Total Industrial
Total Services
DIAGRAM II
NUMBERS ENGAGED IN VARIOUS INDUSTRIES AT CENSUS DATES: 1911, 1921, 1933 IN W.A

Agriculture & Pastoral
Mining & Quarrying
Fishing, Trapping, Forests
Manufacturing
Building & Construction
Transport & Communication
Domestic & Personal
Professional
Entertainments
Commerce & Finance

1911 1921 1933

0 5 10 15 20 25

DIAGRAM III
PER CENT OF BREADWINNERS

AGRICULTURAL & PASTORAL
COMMERCE
MANUFACTURING
BUILDING & CONSTRUCTION
TRANSPORT & COMMUNICATIONS
DOMESTIC & PERSONAL
PROFESSIONAL & PUBLIC ADMN.
MINING & QUARRYING
FISHING, TRAPPING, FORESTS
ENTERTAINMENTS, SPORT

WESTERN AUSTRALIA 1933
PERCENTAGE OF BREADWINNERS
IN VARIOUS INDUSTRIES
over the age group. They begin at 15 under the assumption that in all the cases under 15 the numbers are correctly stated. The high rates used are those given in the Australian Life Tables 1932-34. for males and females, page 280 of the Commonwealth Year Book for 1936. No account is taken of the possible effect of migration. For purposes of comparison the graduated figures of the 1921 census have been added.

3216. Do you think the migration figures would cancel out?—For the last two years no migration has been negligible, plus or minus. Probably net migration will be negligible in the next few years. The best rates used are those given in the Australian Life Tables 1932-34. For those 15 or more, the basis of these figures you can soon make the necessary correction.

3217. Do you make any deduction from the table?—The 14-year age group is fairly stable from 1937 to 1941. The 15-year age group is also stable, and the 16-years age group is fairly stable. An addition of the three groups gives approximately 24,000 in each year.

3218. What do the fluctuations start?—The greatest fluctuation was in the number of persons becoming 14 in the year 1932-33. They were born during the war when the birth rate was low. There were 6,867 persons aged 14 in 1933, whereas two years later, the number was 8,281, a difference of 1,474.

3219. In a few years time the number of people in industry who are 16 to 21 years of age will be, what?—You will have 21,216 in the next year, and three years later the number will have increased to 23,924, an addition of 2,690 in three years.

3220. So that I need not worry about the future supply of workers?

3221. Do you know any other deductions from the figures?—In regard to the 65-year age group, not much reliance can be placed upon the figure. People of that age are careless about giving their correct age. In the 1937-38 group, the number 3,555, who will be 65 in 1938, is greatly overstated. These people were only 50 years old at the last census. Persons of 61 and 62 tend to give their ages as 60, with the result that this group is much lower than the large number of those born to the two earlier groups. I have conducted tests of the actual mortality experience of Western Australia, and find that there is a difference of only 1 per cent. between the Western Australian figures and the Australian Life Table figures.

3222. I have another table before me compiled by you—Percentage distribution of breadwinners in industry based on the census figures for 1911, 1921 and 1933—The group of three diagrams illustrates the same figures. The table is as follows:

<table>
<thead>
<tr>
<th>Industry</th>
<th>Census 1911</th>
<th>Census 1921</th>
<th>Census 1933</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture and Pastoral</td>
<td>23,760</td>
<td>21,440</td>
<td>48,892</td>
</tr>
<tr>
<td>Mining and Quarrying</td>
<td>18,199</td>
<td>19,044</td>
<td>11,608</td>
</tr>
<tr>
<td>Fishing, Trapping, Forests</td>
<td>9,038</td>
<td>7,920</td>
<td>5,773</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>21,922</td>
<td>19,634</td>
<td>21,606</td>
</tr>
<tr>
<td>Building and Construction, Gas, Water, and Light</td>
<td>7,320</td>
<td>13,016</td>
<td>21,645</td>
</tr>
<tr>
<td>Transport and Communications</td>
<td>13,266</td>
<td>14,232</td>
<td>16,719</td>
</tr>
<tr>
<td>Domestic and Personal Services</td>
<td>13,092</td>
<td>14,456</td>
<td>18,543</td>
</tr>
<tr>
<td>Professional and Public Admin.</td>
<td>9,408</td>
<td>14,545</td>
<td>16,521</td>
</tr>
<tr>
<td>Entertainment, Sports, etc.</td>
<td>1,034</td>
<td>1,034</td>
<td>1,505</td>
</tr>
<tr>
<td>Commerce, Finance</td>
<td>18,984</td>
<td>19,097</td>
<td>30,407</td>
</tr>
<tr>
<td>Total</td>
<td>144,191</td>
<td>144,191</td>
<td>186,929</td>
</tr>
</tbody>
</table>

"Independent" excluded.

"Not Stated" and "Pensioners" excluded.

Percentages would be more important than numbers as telling the true story.—Yes.

3223. You produce a diagram to illustrate the trend in industry with regard to the absorption of breadwinners?—Yes. The diagram depicts the three census years 1911, 1921 and 1933. It illustrates the distribution of breadwinners between the various types of industry at the three dates. Diagram (No. 1) shows the numbers engaged in each type of industry, as percentage of the total numbers engaged. This arrangement enables a comparison to be made of the industrial structure for the three years mentioned. It should be read in conjunction with Diagram No. 2 which illustrates the absolute numbers employed in industry for those particular three years. (Diagrams I, II, and III. are as shown on pages 299 and 300.)

3224. What are your general comments?—The agricultural and pastoral industries have absorbed not only an increasing number of breadwinners, but an increasing percentage in the total number of breadwinners. "Finance and Commerce" is in the same case, and the same may be said of "Construction of earthworks, rail works and so on." In six other cases, whilst the numbers have increased, the proportion has decreased: Mining, Quarrying, Manufacturing, Transport and communication, Domestic and personal, Professional and public administration, and Building. The numbers have increased, but the proportion of breadwinners to the whole number of bread-winners has decreased. An outstanding increase is in the case of Commerce and Finance. That is seen in Diagram No. 1. Another outstanding increase is in the construction of earthworks, roads, railways, etc. That is due, I suppose, to mainten ance and relief work.

3225. It is not a true representation of the economic progress?—No; whereas in the case of Commerce it does represent the trend of the economy. What is remarkable is that there is a great increase in this State in the numbers and proportion of those engaged in the agricultural and pastoral industries. The States and countries show a decline in those industries, in the proportions if not in the numbers.

3226. It is a noteworthy comment, I think, that manufacturing has doubled on a percentage basis, and has practically stood still on a numbers basis?—Yes. There is a difference of 1,600, in the numbers, and a decline of 1.6 per cent, between 1921 and 1933.

3227. It shows that the trend of employment is into agricultural and pastoral, commerce and finance, and transport and communication?—Not into transport and communication on the proportion basis, but into construction of roads, railways and earthworks. Most of the industries are increasing in numbers employed, but not increasing as rapidly as the total number of breadwinners.

3228. Percentages would be more important than numbers as telling the true story?—Yes.

3229. Your second table shows the distribution of bread-winners in industry based on the census figures 1911 to 1921 and 1933. Diagram I, to which you have referred, gives a visual picture of these trends, showing the percentage of bread-winners in industry as distinct from the numbers basis—Yes.

3230. The second diagram shows the same trend on a numbers basis?—Yes.

3231. In the third diagram you show the percentage of bread-winners taken from the 1933 census but not for the one particular time?—Yes. In order to show the magnitude of industries by percentage, I have arranged them in that order.
In a further table you have shown the percentage increase of bread-winners from 1921 to 1933 for the States. The table is as follows:

<table>
<thead>
<tr>
<th>Industry</th>
<th>1921</th>
<th>1933</th>
<th>Increase (Numbers)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural</td>
<td>31,445</td>
<td>45,309</td>
<td>13,864</td>
<td>44.4</td>
</tr>
<tr>
<td>Pastoral</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mining and Quarry</td>
<td>9,004</td>
<td>11,005</td>
<td>2,001</td>
<td>21.7</td>
</tr>
<tr>
<td>Fishing and Trapping</td>
<td>2,163</td>
<td>1,576</td>
<td>-587</td>
<td>-27.1</td>
</tr>
<tr>
<td>Forests</td>
<td>5,067</td>
<td>4,109</td>
<td>-958</td>
<td>-18.8</td>
</tr>
<tr>
<td>All Primary</td>
<td>48,309</td>
<td>62,729</td>
<td>15,420</td>
<td>29.7</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Industry</th>
<th>1921</th>
<th>1933</th>
<th>Increase (Numbers)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manufacturing</td>
<td>19,034</td>
<td>31,696</td>
<td>12,662</td>
<td>66.4</td>
</tr>
<tr>
<td>Building</td>
<td>4,720</td>
<td>5,726</td>
<td>1,006</td>
<td>21.2</td>
</tr>
<tr>
<td>Roads, Railways</td>
<td>6,621</td>
<td>13,808</td>
<td>7,187</td>
<td>120.4</td>
</tr>
<tr>
<td>Gas, Water, Power</td>
<td>1,990</td>
<td>2,031</td>
<td>41</td>
<td>2.6</td>
</tr>
<tr>
<td>All Industrial</td>
<td>35,550</td>
<td>43,741</td>
<td>8,191</td>
<td>23.2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Industry</th>
<th>1921</th>
<th>1933</th>
<th>Increase (Numbers)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport and Comm</td>
<td>14,222</td>
<td>16,719</td>
<td>2,497</td>
<td>17.6</td>
</tr>
<tr>
<td>Communications</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commerce and Finan</td>
<td>19,997</td>
<td>30,467</td>
<td>10,470</td>
<td>52.1</td>
</tr>
<tr>
<td>Professional</td>
<td>14,546</td>
<td>16,261</td>
<td>1,715</td>
<td>11.7</td>
</tr>
<tr>
<td>Public Admin.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entertainment and</td>
<td>1,034</td>
<td>1,505</td>
<td>471</td>
<td>46.2</td>
</tr>
<tr>
<td>Sport</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Industry</th>
<th>1921</th>
<th>1933</th>
<th>Increase (Numbers)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal and Domest Services</td>
<td>4,034</td>
<td>5,594</td>
<td>1,560</td>
<td>17.8</td>
</tr>
<tr>
<td>All Services</td>
<td>3,632</td>
<td>8,140</td>
<td>4,508</td>
<td>117.5</td>
</tr>
<tr>
<td>Total</td>
<td>144,191</td>
<td>186,929</td>
<td>42,738</td>
<td>28.6</td>
</tr>
</tbody>
</table>

That table again illustrates what you have been putting forward—yes, but it relates the increase to the numbers in 1921 for each industry.

It compares the increase in each industry with the total increase for all industries—yes; whether the industry is increasing faster than the total of bread-winners, or otherwise.

That would be Agricultural and Pastoral, and Roads, Railways and Earthworks, for an artificial reason, and then Commerce and Finance—yes. There has been a decline actually in two industries, Forests and Fishing and Trapping, of 27 per cent in numbers employed.

There is no further comment to be made on this beyond the general comments you made in your introductory remarks—yes. It is just a further way of illustrating the change.

As you have already remarked the increased proportion of those engaged in agricultural and pastoral industries is peculiar to Western Australia—yes.

The Commission adjourned.

WEDNESDAY, 7th JULY, 1937.

A. A. WOLFF, Esq., K.C., Royal Commissioner.

WILLIAM SOMERVILLE, further examined:

By the COMMISSIONER: As you were the first witness called to speak about the apprenticeship system, I thought it only right that you should be recalled to traverse any points that you regarded as of importance in criticism offered by other witnesses regarding that system. I would like you to give me your views about any such points that may have occurred to you—I have prepared the following statement:

A number of witnesses paid particular attention to the proposal to substitute payment for length of experience for payment by age in the junior workers' scale in awards.

If that is not quite clear, I may explain that in most awards—in fact, in a majority of the awards—it is provided that juniors as well as apprentices shall proceed from one payment to another by the age that they attain. The proposal submitted by some witnesses was to substitute for that a scheme under which the payment progress would be on the experience basis.

The problem arises from the undeserved and unfortunate fact that junior lads are asked when they get to such an age as to require higher money. The witnesses were rather vague and while putting forward the change to an experience as a remedy for the evil, did not give any particulars as to how their scheme would work, and whether it would be better than the old way. I think the evidence rests, to some extent, on a misconception as to what really is the problem. Boys are discharged when they reach an age requiring an increase in pay because of the fact that in each business there is only a limited amount of work which juniors of the lower age are capable of performing, and it is also a fact that competition makes it impossible for the employer to pay for that limited number of jobs anything more than the lower wage scale for juniors. Now, if a lad of, say, 15 years of age, with no experience, is permitted to start in an industry at a wage which a lad leaving school would require, the assumption is that that youth of 18 years, once he gets into the industry, would have a good chance, subject to good behaviour, of continuing in that industry. The fact that these are jobs which it pays the employer to give to low-paid juniors is ignored. The only effect I can see any such change in basis would have would be that it would give to those lads who have attended, say, a secondary school to 17 years or so, a chance to start at the lower rate, but it would not guarantee their continuance any longer than a junior who is at present discharged when he requires higher pay.

The whole thing rests, in my opinion, on the number of jobs available that juniors can do, and if those lads of 17 or 18 years of age are permitted employment in any particular industry, it simply means that the junior of the lower ages who are at present employed will be discharged in consequence. There is another point regarding the same matter that occurred to me, and I have included the following paragraph in my statement in that regard:

Reverting to the question of payment of juniors by experience instead of age, there are some jobs for juniors in which strength of body is necessary. A youth of 18 years entering the industry would acquire the necessary skill in, say, six months. It might take longer, or it might take less, but at any rate he would acquire that skill in some such period. After that, he would be capable of doing the amount of work expected from an adult for a boy's rate of pay. This possibility the court has always to consider, and it is the reason for some of the trade union opposition to the idea of fixing wages on an experience basis.

Union policy, of course, is to protect their standard rates, and if any alteration in the present procedure
were to tend to youths of the ages that have been referred to being permitted to do work, owing to their strength, that might be done by men, then obviously it would be against the interests of the particular union associated with the industry, and the alteration would be opposed.

329. I take it, it boils down to this: You might put one section into employment and throw out of employment another section?—That is the essence of the position. To continue—

On page 131, questions 1953 and 1955, when the witness was pressed as to whether juniors might displace seniors, he could only point to boys cleaning up the industry of employing more boys, and he said that the court had refused applications to employ more boys to clean up. In every application that has been made to the court for boys to clean up, it has always been obvious that the number it was possible to employ was very, very limited, and was work which was frequently required to be done by the apprentice.

There again, the same question arises of substituting one form of labour for another.

The apprentice, like every other worker, should be at liberty to perform any of the lawful commands of his employer, and it is neither derogatory nor harmful for the apprentices to do a certain amount of cleaning up, and I think it shows the poverty of the argument in favour of a great increase in the employment of juniors that cleaning up is the only work that can be suggested they are capable of doing, and which it is alleged they are not now allowed to do.

Another feature of the evidence is the number of those who spoke in favour of the trainee system with no experience and very little knowledge of it. It merely appears to them as providing an easy way of escaping all responsibilities for carrying on the supply of workmen necessary for the continuance of the industry in which they themselves are employed. On page 135, the witness speaks vaguely of unlimited juniors, ignoring the point I endeavoured to make earlier that there was a natural and inseparable limit to the amount of work juniors can do, and no sane employer is going to employ juniors to do work which is beyond their capacity in skill or physical strength. The particular shortage in the supply of coalscutters is mainly in the panel-heading. That is a special trade, practically unknown prior to the motor era, and one of unparalleled rapidity of expansion, with the result that there is an unusual shortage of skilled panel-beaters; but as it is a trade which possibly more than most depends entirely upon manual dexterity, the skill with the humble panel hammer—it is one in which the shortage cannot possibly be made up by any attempt to supply half-baked tradesmen.

When the motoring industry began to grow to large proportions, it displaced the old coalscutting industry, and it was able, therefore, to draw from that industry the large number of skilled men necessary for the motor industry. For instance, the bodymaker in the coalscutting industry could turn over to bodybuilding in the motor industry without any alteration with regard to his tools. The equipment regarding skill and tools for motor bodybuilding is not identical. Some can be said about a more limited number of men in other sections of the coalscutting trade. For instance, blacksmiths formerly engaged in connection with coalscutting were able to find employment in the motor industry, which thus absorbed the blacksmiths who were displaced in the coalscutting industry. Then there were the coalscutters who did all the upholster work on carriages, sulkies, &c. They were able to turn over to the motor industry without any change whatever, and proceed with the upholstery of motor cars. In those three departments the growing motor industry was able to draw from the older industry that it was displacing, the necessary supply of skilled mechanics. The trade of panelbeating was some thing peculiar to the motor industry and was unknown in the coalscutting industry, and when the rapid growth of the motor industry, a serious shortage was apparent in respect of that class of skilled tradesmen, particularly because of the lack of opportunity to learn the trade, and also because of failure to see the necessity to provide for the waste of a very rapidly expanding industry.

I would like to direct attention to the evidence given with respect to the South West Engineering Award. That award was the first in the history of the Western Australian Arbitration Court in which juniors were permitted to go outside between juniors and apprentices. The boundary line is drawn by prohibiting any juniors, not apprentices, from handling any of the tools of the trade. That was removed in the South West Engineering Award, and a provision was inserted there as follows:

Juniors may be employed in any branch of the trade or trades in the proportion of one junior worker to every three or four or more journey men at the rates herebefore set out.

As I have said, that was the first instance in the history of the Court in Western Australia where any clause was put in to permit of any junior not an apprentice handling the tools of the trade in which he worked. That has been in operation since 1929, and it has not led to anything like the full complement of apprentices being employed (because the provision permits an apprentice being employed to employ two or three fitters or a fraction thereof, and so any small country garage employing one fitter was able to take an apprentice. Therefore the number was fairly large and the witness referred to was able to show that the number of apprentices actually employed was small—only six, in fact. So the only effect of that proviso has been to break down the line of demarcation between the two. Prior to the issue of that award there was nothing to prevent country garages, which was the type of establishment, the Court had particular difficulty in, from employing as many unskilled juniors to wash cars, sell petrol and that sort of thing, as they thought fit; and the number even in that department has not been increased by the Court's decision, and the main point in the trial simply is to break down the line of demarcation between the two, and so lead to a number of lads working for a considerable time (and this is a very striking evil to which I draw attention) acquiring a small amount of skill sufficient to render them a dread of the motor owner, and finally being sacked when the wages they would require were more than the garage proprietor could afford to pay for the work that low-paid juniors could do.

When I was formerly giving evidence you asked whether I thought the service made for technical education was adequate. My reply was to the effect that to the extent that the Government has provided, such as it was, was good, and that the Technical School made the best use of the funds provided. But it may be of interest to you to know that during this period the Technical Board were put in order to carry on our annual examinations during the depression. As an instance of how the work was started, I may say that the board decided that instead of holding the examinations on the job it would be of advantage to everybody, including the apprentices, if the examinations took place at the Technical School. We were there able get the whole of the apprentices together and to pass them under review of skilled examiners in big batches. To work that scheme it was necessary for us to obtain a small amount of money, which we did, and it was the first time that my board constituted themselves a sitting committee. So we went round the contractors and got a bag or two of June here and a few bricks somewhere else. That was what we had to do to keep up our annual examinations. During the last couple of year things have been better, and the department has found the necessary expense. I have here a list showing the number of apprentices registered at the Court of Arbitration during the quarter ended the 30th June, 1937. It is as follows:—(Note: List does not include apprentices who are on probation and not yet indentured under agreement.)

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baking</td>
<td>3</td>
</tr>
<tr>
<td>Baking (Country)</td>
<td>3</td>
</tr>
<tr>
<td>Bootmaking</td>
<td>3</td>
</tr>
<tr>
<td>Bootmaking (Bespoke)</td>
<td>2</td>
</tr>
<tr>
<td>Bricklaying</td>
<td>2</td>
</tr>
</tbody>
</table>
Apprenticeship Board provided for in the Agreement, before registration can be effected.

Number of apprentices registered, on probation, during the quarter April-June 63

Number of cancellations of apprenticeships 14

Not returned during quarter (including probationers) 146

I think those figures are very gratifying. They show that any claim that the apprenticeship system has broken down is altogether unjustified. The figures given in the list apply almost entirely to the metropolitan area, or only about half the population.

3240. How do these figures for the quarter compare with figures that were obtained during the boom period up to 1929?—I could not answer that offhand. I have here a table which may be of interest to you. I neither approve nor disapprove of the principle, I have no knowledge of how it works as we have never applied it. The table has been extracted from the summary of the Wages Board Determinations in Victoria, and it outlines the means they have there elaborated and by which they combine the two principles of payment of improvers. This table was given to our President by the President of our Court. We have not used it, but you will see that it deals with the problem you are considering. The possibility of improving our methods was before us. The table was taken from the wages Board determinations as indicating what had been devised to combine the two systems, payment on an age basis and payment on an experience basis. The table is as follows:

### EXTRACT FROM SUMMARY OF WAGES BOARD DETERMINATIONS.

#### Improvers.

<table>
<thead>
<tr>
<th>Experience</th>
<th>Males—Wages per Week—Comencing Age</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>15 years or under</td>
<td>16 years</td>
<td>17 years</td>
</tr>
<tr>
<td>1st year—1st 6 months</td>
<td>a. d.</td>
<td>a. d.</td>
</tr>
<tr>
<td>2nd year—1st 6 months</td>
<td>18 6</td>
<td>20 6</td>
</tr>
<tr>
<td>3rd year—1st 6 months</td>
<td>25 6</td>
<td>28 6</td>
</tr>
<tr>
<td>4th year—1st 6 months</td>
<td>33 6</td>
<td>36 6</td>
</tr>
<tr>
<td>5th year</td>
<td>40 6</td>
<td>43 6</td>
</tr>
<tr>
<td>6th year</td>
<td>48 6</td>
<td>51 6</td>
</tr>
</tbody>
</table>

#### Apprentices.

<table>
<thead>
<tr>
<th>Experience</th>
<th>Wages per Week of 44 hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st year—1st 6 months</td>
<td>a. d.</td>
</tr>
<tr>
<td>2nd year—1st 6 months</td>
<td>14 9</td>
</tr>
<tr>
<td>3rd year—1st 6 months</td>
<td>21 3</td>
</tr>
<tr>
<td>4th year</td>
<td>28 3</td>
</tr>
<tr>
<td>5th year</td>
<td>36 3</td>
</tr>
<tr>
<td>6th year</td>
<td>44 3</td>
</tr>
</tbody>
</table>