

The total number of changes recorded during the year 1919, was 1,168, of which 582, or 50 per cent. of the total number, were brought about by award or determination under State Industrial Acts. The number of workpeople who were affected by these 582 changes was 337,625, and the total amount of increase per week was £148,632. The number of changes in New South Wales brought about by State award or variation of award was 271. The number of workpeople affected was 187,955 and the increase in wages per week was £95,125. In Victoria 61 Wages Board determinations were made, affecting 27,636 workpeople, as compared with 155 State awards or variations of awards in Queensland; 50 in South Australia; 24 in Western Australia, and 21 in Tasmania. The number of changes in rates of wage brought about by direct negotiations between employers and employees or their representatives was 238, the number of employees affected being 84,555, for an increase per week of £28,937. Twenty-nine changes were effected after negotiations with the assistance of a third party not connected with Commonwealth or State Industrial Courts. The number of changes in rates of wage which were recorded as having been made by awards or variations of awards by the Commonwealth Court of Conciliation and Arbitration was 42, while the number of industrial agreements affecting wages filed under the provisions of the Commonwealth Act was 141. Industrial agreements numbering 100 were filed under the provisions of State Industrial Acts. Included in the total number of changes were 56 changes which were arranged after stoppages of work.

SECTION XII.—INDUSTRIAL DISPUTES.

1. **General.**—The systematic collection of statistical information regarding industrial disputes (strikes and lock-outs) which occur in each State and Territory throughout the Commonwealth was initiated by this Bureau at the beginning of the year 1913, and particulars relating thereto, for the first complete year, were published in Labour Report No. 5. Section XI. (Strikes and Lock-outs). An examination of the available data contained in official reports, newspapers, and other publications during past years shewed that insufficient material existed, for the compilation of anything like complete or comprehensive statistics regarding industrial disputes in the Commonwealth for years prior to 1913. A considerable amount of information relating to strikes and lock-outs which took place in New South Wales after the 1st July, 1907, has been published in the New South Wales Industrial Gazette (April, 1913, January, 1914, and subsequent issues), but even these particulars are stated to be more or less incomplete until after March, 1912. With regard to the other States, very meagre information only can be obtained as to the numbers of industrial disputes, much less as to their duration or the number of persons involved.

(i.) *Collection of Particulars.*—Under the system initiated in 1913 information as to the occurrence of an industrial dispute is derived from a number of sources, of which the following are the most important:—
(a) Reports by labour agents and correspondents who have been appointed in all the most important industrial centres of the Commonwealth; (b) official notifications from heads of various Commonwealth

and State Departments; (c) quarterly reports sent in by secretaries of trade unions, and (d) newspapers, trade and labour journals, and other publications.

Upon information being furnished as to the existence of an industrial dispute involving stoppage of work, forms* are despatched to the several parties concerned, viz., secretaries of trade unions, employers' organisations, and individual employers. The first parts of these forms are required to be returned immediately, and provide for the insertion of information as to (a) the locality in which the dispute exists; (b) its cause or object; (c) the date of commencement; and (d) the number of persons involved directly and indirectly. The second parts of the forms, which are required to be returned as soon as the dispute is terminated, provide for information regarding (a) the date of termination; (b) the conditions or terms on which work was resumed; (c) the method by which settlement was effected; (d) the estimated loss in wages; and (e) particulars as to the number of workpeople affected, etc., if the terms of the settlement involved a change in rates of wage or hours of labour.

(ii.) *Methods of Tabulation.*—Where the information furnished by one party to the dispute substantially agrees with that furnished by the other, the facts are considered to be accurate, and the particulars are accepted for tabulation. In all cases where discrepancies or inconsistent accounts are received, special enquiries are instituted, ordinarily through the labour agents and correspondents. The whole of the available information is then determined as judicially as possible, making the summarised results to agree not necessarily with the testimony of a single individual, but to harmonise with the concurrent evidence of the majority, or of those whose returns appear to be the most reliable. It may, therefore, happen that the particulars, as presented in these Reports concerning certain disputes, do not agree with those submitted by the participants in such disputes. Certain stoppages of work are, however, excluded from the tabulations, for the reason that they are not of sufficient magnitude. Disputes involving less than 10 workpeople or which lasted for less than one day, except where the aggregate number of working days lost exceeded 10 days, are excluded. In tabulating the particulars thus received and compared, the information is divided under four headings:—(a) Number of establishments involved; (b) number of workpeople involved (i.) directly and (ii.) indirectly; (c) number of working days lost; and (d) estimated loss in wages.

(iii.) *Definitions and Explanations of Terms.*—Industrial Disputes involving stoppage of work may be classified under three main headings, viz., (a) a strike, (b) lock-out, or (c) a sympathetic strike. For the purposes of these investigations the following definitions† have been accepted:—

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

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

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

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

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

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

"Workpeople indirectly involved in dispute"* refers only to those employees who were involuntarily thrown out of work as the result of an industrial dispute, caused by certain other employees going on strike or through an employer or employers locking out certain other employees, whose absence from work rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. It often occurs also that when one section of employees is engaged in an industrial dispute the effect of such dispute is to cause loss of time to other employees, following occupations which are dependent upon those followed by the workpeople actually on strike or locked out.

"Working days lost" refers to working time lost in consequence of the dispute, and is obtained by multiplying the number of workpeople directly and indirectly involved by the duration of the dispute in working days.

In computing the duration of a dispute in working days, Sundays (except where continuous processes are carried on) and holidays are excluded. It is generally considered that had a dispute not occurred the employment would have been constant, and allowance is not made for

* The same persons may, of course, be involved in two or more disputes in a single year, in which case they would be duplicated in the statistics of the number of workpeople involved in disputes. This remark also applies to those workpeople involuntarily thrown out of work.

short time work, due to slackness of trade, etc. This course is not precisely correct, but until a complete investigation can be made as to the amount of unemployment due to seasonal trades, or intermittency in trade activity, no definite allowance can be computed and allowed.

"Estimated loss in Wages" is computed, and represents the amount in wages which would have been earned by the workpeople involved had a stoppage not taken place. It is admitted that the element of unemployment also enters into this phase of the statistics. Further, in some industrial work (e.g., shearing and sugar-cane cutting) the amount of work available is definite, and the amount to be earned in wages, in executing the work, is not reduced by reason of it not being entered upon and finished within a certain reasonable period. For some purposes, therefore, it may be contended that a loss in wages is not necessarily incurred if only the commencement or completion of the work is delayed through a stoppage of work.

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

In annual tabulations particulars are included only with respect to industrial disputes which commenced during any calendar year.* This course requires the elimination of such data as relates to disputes which commenced during an earlier period, but which remained unsettled during some portion of the succeeding year. On the other hand it necessitates the inclusion of the number of working days and wages lost during the following year in connection with disputes commenced during the calendar year to which the statistics relate. For this reason the aggregate of the particulars relating to the four quarters of any year will not necessarily agree with the annual results.

(iv.) *Other Particulars.*—The information obtained from the before-mentioned tabulations forms the basis for further analysis, and data are thus afforded with respect to the following:—(a) The duration of disputes; (b) the causes of disputes; (c) the results of disputes; and (d) the methods by which settlements of disputes are effected. The main features of and the extent of each analysis are fully dealt with in succeeding sub-sections, and are accompanied by relative tables.

2. Industrial Disputes (involving Stoppage of Work), Number and Magnitude in each State and Territory, 1913-1919.—In the following table complete particulars are given with respect to the number and magnitude of industrial disputes which commenced in each State and Territory in the years indicated. The annual figures for the year 1913 were published in Labour Report No. 5, and those for the years 1914, 1915, 1916, 1917, and 1918, were shown in detail in Labour Reports Nos. 6, 7, 8 and 9. In order to allow of a ready comparison of the results.

* Any tabulation as to causes, duration, etc., based on disputes which were in existence in any given year, and not on those which commenced in that year, would inevitably result in confusion, seeing that particulars relating to the same dispute would probably occur in two successive years.

particulars are furnished in the table below for the seven years 1913 to 1919:—

Industrial Disputes (involving Stoppage of Work).—Number and Magnitude in each State and Territory, and for the Commonwealth, 1913-1919.

State or Territory.	Year.	No. of Disputes	Estab- lishments Involved in Disputes.	No. of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	In directly.	Total.		
N. S. Wales	1913	134	466	25,647	14,364	40,011	468,957	£ 210,368
	1914	235	908	33,955	22,326	56,281	836,948	410,656
	1915	272	694	47,006	22,608	69,614	404,343	240,322
	1916	336	717	91,762	31,638	123,400	1,145,222	674,064
	1917	206	918	118,515	15,508	134,023	3,308,800	1,029,405
	1918	138	182	24,417	8,621	33,041	181,639	112,894
	1919	267	678	64,956	35,040	99,996	3,689,186	2,397,259
Victoria	1913	20	63	4,151	2,026	6,177	85,212	35,744
	1914	44	164	5,699	1,352	7,051	84,106	30,619
	1915	38	154	5,434	800	6,243	64,878	28,476
	1916	55	440	13,576	2,092	15,668	228,269	114,683
	1917	52	636	15,978	2,114	18,090	760,410	378,346
	1918	33	100	4,235	1,513	5,748	165,020	109,346
	1919	62	372	15,169	7,437	22,606	733,333	392,798
Queensland	1913	17	20	1,781	225	2,006	55,288	28,374
	1914	18	42	1,280	406	1,686	25,703	11,747
	1915	17	39	1,477	589	2,066	19,934	9,503
	1916	64	252	17,337	2,851	20,319	170,690	90,970
	1917	39	202	12,074	971	13,045	317,699	178,125
	1918	84	636	8,303	1,875	10,678	184,893	131,142
	1919	69	295	9,078	6,336	15,414	586,661	327,537
South Australia	1913	9	13	272	16	288	2,412	1,029
	1914	13	45	616	575	1,191	15,273	7,677
	1915	15	25	1,314	160	1,483	19,877	14,442
	1916	21	45	1,037	608	1,643	10,563	6,004
	1917	24	44	3,958	146	4,104	57,446	30,308
	1918	17	25	1,576	429	2,005	18,276	10,516
	1919	32	75	4,437	3,409	7,846	233,378	127,303
W. Australia	1913	9	324	967	967	967	6,772	3,515
	1914	18	19	1,117	3,292	4,409	124,175	70,552
	1915	6	20	578	68	646	4,098	2,294
	1916	24	35	4,318	4,782	9,100	102,357	64,325
	1917	23	128	2,401	547	2,948	102,078	53,004
	1918	22	56	3,365	1,436	4,803	31,145	17,792
	1919	29	157	5,516	4,460	9,976	359,987	213,867
Tasmania	1913	8	30	444	20	464	987	434
	1914	6	22	288	25	313	3,286	1,459
	1915	2	2	922	..	922	4,808	2,174
	1916	6	36	366	68	434	21,389	11,207
	1917	8	11	1,062	623	1,685	52,641	24,502
	1918	1	1	42	..	42	462	250
	1919	5	127	1,098	688	1,686	63,271	32,798
Fed. Cap. Terr.	1913	1	1	100	100	200	1,400	600
	1914	1	1	50	..	50	350	170
	1915	1	1	20	..	20	80	55
	1916	..	..	..	..	..	..	..
	1917	..	..	..	..	..	..	..
	1918	..	..	..	..	..	..	..
	1919	..	..	..	..	..	..	..
Nth. Territory	1913	1	4	131	39	170	2,500	1,675
	1914	2	2	65	..	65	552	348
	1915	7	7	254	44	298	5,237	2,305
	1916	2	2	120	..	120	420	345
	1917	2	2	75	..	75	615	520
	1918	3	4	112	10	122	428	395
	1919	5	9	46	21	67	1,910	1,436
Commonwealth	1913	208	921	33,403	16,790	50,283	623,528	297,739
	1914	337	1,305	48,073	27,976	71,049	1,090,395	551,223
	1915	358	942	57,005	24,287	81,292	583,225	299,633
	1916	508	1,536	128,546	42,137	170,683	1,678,930	967,604
	1917	444	1,941	154,061	19,099	173,970	4,599,658	2,594,808
	1918	298	1,154	42,554	13,686	56,439	530,853	372,334
	1919	460	1,713	100,300	57,291	157,591	5,652,726	3,492,036

It may be seen from the foregoing table that industrial disputes throughout the Commonwealth were most frequent during the year 1916. The number of workpeople involved in disputes during 1916 and 1917 increased to an enormous extent, while the losses in working days and wages were considerably in excess of such losses, caused by disputes which commenced during any previous yearly period. It must be mentioned, however, that the figures for 1914 and 1916 include particulars of abnormal disputes which occurred in the coal mining industry during those years, while particulars relating to the "card system" dispute at the Government Railway Workshops in New South Wales are included in the figures for the year 1917. In view of the magnitude of these disputes, it is of interest to mention the main features of the troubles, and also the extent of the losses in working days and wages caused by the dislocations.

In 1914, a protracted dispute occurred in the coal mining industry in New South Wales over the refusal of the miners to work the afternoon shift. The number of working days lost owing to this dislocation was 523,000, and the estimated loss in wages was approximately £259,000.

In the year 1916, another dispute of considerable magnitude was recorded, when coal mining employees in New South Wales, Victoria, Queensland, and Tasmania ceased work over the question of "eight hours bank to bank." The total losses caused by these stoppages were 409,000 working days and £240,850 in wages.

The dislocation of work during the year 1917, following on the "card system" dispute at the New South Wales Government Railway Workshops, is the most extensive which has been recorded by the Bureau since the systematic collection of particulars was undertaken at the beginning of the year 1913. After careful consideration of the data it was ascertained that 79 disputes throughout the various States were directly associated with the action of the employees at the Government Railway Workshops. The originating dispute, which commenced on the 2nd August, 1917, when the employees at the workshops ceased work, such action, according to statements of their representatives, being a protest against the introduction of a time-card system, rapidly extended to other industries throughout the Commonwealth. Railway employees in other branches of the service, coal and metalliferous miners, seamen, waterside workers, and others left work, most of them stating that they did so in sympathy with the railway men, while other bodies of workpeople, including carters, storemen, and artificial manure makers, stated that they refused to handle "black" goods and coal, and acted accordingly. Of the 79 disputes, which were the outcome of the original stoppage, 52 occurred in New South Wales; 18 in Victoria; 3 in South Australia; and 2 in each of the remaining States. The total number of workpeople involved in these dislocations was 97,507, the loss in working days was 3,982,250, with a consequent estimated loss in wages of £2,233,000. In addition a large number of employees in various industries, who were not directly connected with the dispute, were involuntarily thrown out of work, owing to the restrictions placed upon the use of coal, gas and electricity. It will be seen, therefore, that the losses occasioned by the "card system" dispute greatly exceed any previously recorded.

In regard to extensive dislocations of industry which occurred prior to the institution of systematic inquiries by the Bureau, efforts have been made to obtain statistical data relating to the shearers' disputes in 1890, 1891 and 1894, and also concerning the number of workpeople involved and the losses caused by the maritime dispute in the early part of 1891, but precise information which could be utilised for statistical purposes regarding such particulars was not obtainable.

The predominancy of industrial disputes in New South Wales, as compared with the other States, continued during the year 1918. The proportion of disputes in each State is best expressed in a percentage of the aggregate number recorded for all States and Territories. Thus the disputes in New South Wales represented 64 per cent. in 1913, 70 per cent. in 1914, 76 per cent. in 1915, 66 per cent. in 1916, and nearly 67 per cent. in 1917. The disputes in Victoria equalled 14, 13, 11, 11 and 12 per cent. of the total industrial disputes in the respective years, while Queensland disputes represented approximately 8; 5, 5, 13 and 9 per cent. of the total disputes during the same periods. In the other States and Territories the number of disputes recorded during these years forms but a small proportion of the aggregate number.

In 1918, the percentages, which in previous years had been fairly uniform, shewed a considerable variation, the number of disputes in New South Wales being 46 per cent. of the total number, as compared with 67 per cent. in the year 1917. The number of disputes in Victoria during 1918 represented 11 per cent. of the total, while in Queensland the 84 dislocations during the same period equalled 28 per cent. of the total, a considerable increase compared with previous years. For Tasmania only one dispute was recorded during the year 1918.

During the year, 1919, the number of disputes in New South Wales was 267, or 58 per cent. of the total number of dislocations. The number of cessations of work (62) in Victoria represented 13 per cent., while those in Queensland (69) equalled 15 per cent. of the total number of stoppages during the period. Thirty-two disputes were recorded as having occurred in South Australia, and twenty in Western Australia. These numbers represented 7 per cent. and 4 per cent. of the total number of stoppages respectively.

A noticeable decrease in the number of stoppages of work took place during the year 1918. In all the States, with the exception of Queensland, the numbers of disputes were less than those recorded during 1916 and 1917. The total number of dislocations (298) throughout the Commonwealth during the year 1918 is the second lowest recorded during the seven years that have elapsed since the end of 1912, when the systematic collection of particulars relating to industrial disputes was instituted. The increase in the number of disputes in Queensland, as compared with previous years, is considerable, but it will be noticed, that, although the number of dislocations is higher, the number of workpeople involved, and the losses incurred in working days and wages are less than those for the year 1917.

The number of disputes (460) which occurred during the year, 1919, was in excess of those which were recorded during any previous year, with the exception of 1916, when 508 cessations of work occurred. The numbers of workpeople involved in dislocations during the years, 1916 and

1917, exceeded the number involved during 1919, but the losses in working days and wages caused by dislocations which commenced during 1919 were considerably in excess of the losses caused by disputes during any previous year.

The position which New South Wales occupies in comparison with the other States is practically wholly due to the prevalence of disputes in connection with coal mining. Apart from these stoppages the number of disputes in all other industries, whilst still in excess of that for each of the other States, does not compare unfavourably when the number of workpeople in each State is taken into consideration.

It is, of course, obvious that the mere number of disputes cannot by itself be accepted as a proper basis of comparison, nor does the number of workpeople afford a satisfactory basis. A better idea as to the significance and effect of industrial disputes may be obtained from the number of working days lost and the estimated loss in wages.

The number of working days lost on account of disputes which commenced during the year 1919 totalled 5,652,726, as compared with 580,853 during 1918, 4,599,658 during 1917, 1,678,930 during 1916, 583,225 during 1915, 1,090,395 during 1914, and 623,528 for 1913. It has already been mentioned that the figures for the years 1914, 1916 and 1917 include the heavy losses in working days and wages caused by exceptionally serious disputes which occurred during those years. Three serious dislocations occurred during the year, 1919. Miners at Broken Hill ceased work during the second quarter of the year, 1919, and the dispute was still pending at the end of June, 1920. Seamen and marine engineers were involved in protracted disputes during the period under review. These three dislocations are mainly responsible for the exceptionally heavy losses in working days and wages which are recorded in the tabulations for the year 1919.

3. Particulars of Principal Industrial Disputes recorded during the Year 1919.—(1) *New South Wales*—The total number of cessations of work in this State during the year was 267, and the number of workpeople involved was 99,996, of whom 64,956 were directly and 35,040 indirectly affected. The loss in working days was 3,669,186, while the estimated loss of wages was £2,397,259. These losses are the largest which have been recorded in this State for disputes commencing during any previous year. The dislocation which was mainly responsible for the exceptionally heavy losses was that in which metalliferous miners and others at Broken Hill were involved. This dispute commenced in May, 1919, and was still unsettled at the end of June, 1920. During April, 1919, the carpenters at the mines ceased work as a protest against the delay in the hearing of their plaint by the Arbitration Court. This dispute was unsettled at the beginning of May, 1919, when the Federated Engine Drivers and Firemen's Association decided to start a non-unionist and unfinancial member campaign. Notices were sent to the companies' managers that members of the association would refuse to work with non-unionists or unfinancial members. The dispute, at this stage, resolved into a struggle between unions, as to the organisation to which engine drivers at the mines should belong. The various mines gradually

became involved until over 7000 workpeople were thrown out of employment. The dispute between the unions was settled, after conferences, on the 12th May. Owing to shortage of coal, the need for repairs and the carpenters' strike the managers of the various mines stated that they were unable to provide work for all employees immediately. This decision created considerable dissatisfaction, and the miners and engine drivers decided that, unless the mines were opened to members of both organisations, the whole of their members would cease work. Claims for increased rates of wage, reduction of hours of labour, and improved working conditions were submitted during the month of May to the companies by the miners, engineers and engine drivers. The presentation of these claims further accentuated the trouble, as the companies refused the demands. During June, 1919, the engine drivers, after a compulsory conference, decided to resume work pending the hearing of their claims by the Commonwealth Arbitration Court, but as the dispute with the miners and carpenters was still current, comparatively few men were employed. With the exception of men employed in fire-protection, lighting and pumping duties, work at the mines has been suspended since May, 1919. The losses in working days and wages included in the tabulations cover the period, May, 1919, to the end of June, 1920. Two disputes in the shipping industry, owing to the refusal of the shipping companies to concede increased rates of wage to seamen and marine engineers, were responsible for exceptionally heavy losses in working days and wages in this State during the period under review. Other large dislocations of work which occurred in New South Wales during 1919, were those which involved bakers, in Sydney and suburbs; musicians at Sydney and Broken Hill; engine drivers, copper wire and cable makers at Port Kembla; stove moulders at Sydney; brewery employees at Sydney; coal and shale miners, at Newnes; tunnel excavators on railway construction work on the Clifton line: and shearers, at Menindie. Stoppages of work at the collieries were very frequent during the year. The principal disputes occurred at the Richmond Main, Elmore Vale, Pelaw Main, Dudley, Abermain No. 1, North Bulli, Wallarah, Corrimall and Stanford Merthyr collieries. The number of dislocations in the mining industry, including coal and metalliferous, in New South Wales during 1919, was 200, or 75 per cent. of the total number of stoppages recorded as having occurred in that State during the year.

(ii.) *Victoria*.—In this State 62 disputes were recorded during the year 1919. The number of workpeople involved was 22,606, and the total losses in working days and wages were 733,333 and £392,796 respectively. The dislocations which were mainly responsible for these heavy losses were those in which seamen, marine engineers and builders' labourers were involved. Particulars relating to the two maritime disputes are set forth in detail in subsequent pages of this Section. The builders' labourers' dispute involved workpeople at Melbourne, Ballarat, Geelong and other centres. The men ceased work at the beginning of June and work was not resumed until the end of July. Building operations were seriously affected, as employees in other branches of the building trade were thrown out of work. The men's claim for an increase of 2s. per day was refused by the employers. Work was resumed after negotiations, on the employers raising the minimum rate of wage per day

to 13s. Chauffeurs and taxi-cab drivers were involved in two disputes during April, May and June. The cause of the cessations of work was dissatisfaction at the determination of the Wages Board, in which the hours of labour per week were fixed at 57. The matter was settled by the Minister of Labour calling the Wages Board together, when a new determination, fixing the hours at 54 per week, was gazetted. Other disputes which caused considerable losses in working days and wages were those in which slaughtermen at Geelong; wharf labourers at Melbourne; male and female employees engaged in explosives manufacture, at Deer Park; felt hat makers and trimmers, at Melbourne; brown coal miners at Altona, firemen and trimmers on S.S. "Loongana," Melbourne; employees at boiling down works, Kensington; fellmongers at South Geelong, and firewood cutters at Mildura were involved.

(iii.) *Queensland*.—The number of cessations of work in this State during the year 1919, was 69, in which 15,414 workpeople were implicated. Working days numbering 586,661 were lost, and the consequential loss in wages was £327,537. The industrial groups in which the heaviest losses occurred were Group III. (Food, Drink, etc.), and Group XI. (Shipping and Wharf Labour). In the former group 5669 workpeople lost 112,415 working days, and £73,531 in wages, while employees involved in maritime disputes lost 446,092 working days and £232,955 in wages. The greater part of the last-mentioned losses was caused by the seamen's and marine engineers' disputes. Other dislocations of work in this State during the year causing serious losses of working days and wages are briefly mentioned hereunder. Metalliferous miners at Irvinebank were involved in a dispute early in the year. The cause of the trouble was the alleged victimisation of union employees. The dispute commenced in January and continued until 6th March. Work was resumed on the understanding that preference of employment should be given to the late employees. Sugar mill employees at Proserpine stopped work in February as a protest against the alleged victimisation of fellow employees. Work was resumed after a stoppage of 15 days. An enquiry before an Industrial Magistrate resulted in favour of the workpeople. Marine engineers in the employ of the Harbours and Rivers' Department were involved in a dispute during February and March. The cause of the trouble was the appointment of a certain man who was stated to be untrained. The matter was referred to the State Industrial Court, and as the finding was in favour of the Department the men withdrew their objection and resumed work. The Alligator Creek meat works were idle for a week during May. The men stopped work as a protest against the proposal of the management to reduce the wages of men employed in the casing room. A satisfactory settlement of the trouble was arranged as the management agreed to pay the rates specified in the award of 1918. A serious dislocation of work occurred in the meat industry during the months of June, July and August. Employees ceased work on account of the refusal of the employers at the Ross River and Alligator Creek works to give a written agreement undertaking that no member of the Australasian Meat Industry Employees' Union working on the plants was to be dismissed while any non-unionists or men who took the places of union members during the two previous disputes remained on the works. The men to whom objection was taken were employed by the companies

after the deletion of the preference clauses from the industrial award. Following the arrest of two prominent members of the union for being concerned in a raid on the railway yards from which a herd of 400 cattle was released, serious disturbances occurred at Townsville. A Commission was appointed to inquire into the circumstances surrounding the incidents which took place at or in the vicinity of the lock-up at Townsville on the night of 29th June, and also into the alleged use of firearms. Railway employees became involved in the dispute as they refused to man the trains conveying police to Townsville. A number of railway men were suspended, but were subsequently re-instated. After a stoppage of work extending over eleven weeks, the men resumed work on antecedent conditions, as they were unable to enforce their demands. Shearers at Hughenden and Blackall were involved in disputes during April and May. Cane cutters at Babinba were idle for a week during July owing to the refusal of the management to dismiss a certain superintendent. Work was resumed after a conference before an Industrial Magistrate. A dispute affecting railway construction workers occurred in December. The men claimed that rations should be delivered free. Work was resumed in January on antecedent conditions. Employees in the liquor trade at Brisbane demanded equal pay for male and female employees. The dispute was settled by compulsory conference. The claim for equal pay was not conceded.

(iv.) *South Australia.*—Thirty-two dislocations were recorded as having occurred in this State. The number of workpeople involved in these disputes was 7846, and the losses in working days and wages were 238,378 and £127,303 respectively. Over 50 per cent. of these losses was caused by disputes which affected workpeople engaged in the maritime industry.

Other dislocations of work in this State causing extensive losses of working days and wages were those in which aerated water employees at Adelaide; ironworkers, boilermakers and others at Adelaide; wheat lumpers at Port Adelaide and Port Augusta; employees of the South Australian Produce Department, Port Adelaide; carpenters and joiners, at sawmills, Adelaide; bedstead makers, Adelaide; railway construction workers, Clare to Spalding line; and locomotive engine drivers on the Port Augusta-Kalgoorlie railway, were involved. The last-mentioned dispute caused the suspension of traffic on the East-West Railway.

(v.) *Western Australia.*—The number of disputes in this State during the year 1919 was 20, in which 9,976 workpeople were involved. Working days numbering 359,987 were lost, and the loss in wages was estimated at £213,867. The seamen's dispute was responsible for heavy losses of working days and wages in this State. Miners at Kalgoorlie were involved in a serious dislocation of work from November, 1919, to January, 1920. The cause of the trouble was the employment of non-unionists. The mining companies refused to accede to the demands of the unionists, and work was ultimately resumed on the conditions prevailing prior to the stoppage. The mining industry in this State was also affected by a dispute in which firewood workers on the Kurrawang and Lakeside wood

lines were involved. The dislocation commenced on the 1st July and continued until the middle of August. A demand for higher rates of pay, on the expiration of the agreement, was refused by the employers. Work was resumed after negotiations, on the terms of the old agreement. Certain concessions as to the price of stores were granted by the employers. Miners and other workpeople at the mines were thrown out of employment owing to the lack of fuel. Over 70 per cent. of the losses occasioned by this dispute affected workpeople who were not directly involved in the demands at issue. Wharf lumpers at Fremantle in April refused to work with loyalists or members of the National Workers' Union on the wharves. The trouble continued for three weeks, and serious disturbances occurred during the early stages of the dispute. The men objected to by the members of the Lumpers' Union notified the State Government that in the interests of the community they would withdraw from the wharves. The result of the dispute was the abolition of the Labour Bureau and the introduction of the old system of selecting men for employment. Temporary clerks in the employ of the Commonwealth stopped work during March and April as a protest against the reduction of the minimum rate of pay. The employees resumed work as a preliminary to the adjudication on the matters in dispute by the Commonwealth Arbitration Court. A judgment was issued providing that the rate of 12s. 6d. per day was to be paid pending the determination of the general plaint before the Court. Other dislocations of work which caused comparatively heavy losses were those in which saddle and harness makers at Perth; painters at Perth; building construction workers at Burswood; engine-drivers and firemen at the coal mines, Collie; employees of the City Council, Perth; and wharf lumpers at Fremantle, during January, were involved.

(vi.) *Tasmania*.—Five cessations of work were recorded in Tasmania. The seamen's dispute was mainly responsible for the losses in working days and wages which occurred in this State. A dispute affecting shearers occurred in October. The men demanded increased rates of wage, which were granted, under protest, by the majority of the employers. The other dislocations during the period under review were not of serious import.

(vii.) *Northern Territory*.—The number of stoppages of work reported to have occurred during the year was 5. Engineers employed on the railways were involved in a dispute concerning wages. The men were idle for some weeks. Increased rates were ultimately granted, and work was resumed. Sorting shed hands at the railway bond stores ceased work during April, and hotel employees were involved in three dislocations of work during the year.

4 Industrial Disputes, Classified in Industrial Groups, 1919.—

In the following tables particulars are given for each State and Territory, as well as for the Commonwealth, of industrial disputes which commenced during the year 1919, classified according to industrial groups. Similar information for the year 1913 was published in Labour Report No. 5,

for the years 1914 and 1915 in Labour Report No. 6, for the year 1916 in Labour Report No. 7, for the year 1917, in Labour Report No. 8, and for the year, 1918, in Labour Report No. 9.

Industrial Disputes, Classified according to Industrial Groups, 1919.

INDUSTRIAL GROUP.	No. of Disputes.	No. of Establishments involved	NO. OF WORKPEOPLE INVOLVED.			No. of Working Days Lost.	Estimated Loss in Wages
			Directly.	Indirectly	Total.		
New South Wales.							
I. Wood, sawmill, timber, &c.	1	1	25	..	25	500	£ 300
II. Engineering, metal works, &c.	11	11	821	626	1,347	10,852	6,829
III. Food, drink, &c., manufacturing and distribution	9	105	3,783	659	4,442	60,088	34,841
VI. Other manufacturing	10	10	673	260	933	26,215	13,623
VII. Building	2	2	120	8	128	1,372	945
VIII. Mines, quarries, &c.	200	261	63,107	23,582	76,689	2,548,926	1,708,300
IX. Railway and tramway services	4	4	164	60	224	2,131	1,140
X. Other land transport	2	10	137	..	137	437	243
XI. Shipping, wharf labour, &c.	13	65	4,166	9,800	13,966	1,001,803	528,795
XII. Pastoral, agricultural, &c.	0	23	1,320	119	1,439	9,995	7,110
XIII. Domestic, hotels, &c.	1	1	10	8	18	18	10
XIV. Miscellaneous	3	95	630	18	648	8,849	5,124
TOTAL	267	678	64,956	35,040	99,996	3,660,180	2,397,250
Victoria.							
I. Wood, sawmill, timber, &c.	2	2	23	3	26	146	76
II. Engineering, metal works, &c.	1	1	220	..	220	1,760	740
III. Food, drink, &c., manufacturing and distribution	6	13	424	350	804	7,119	4,436
IV. Clothing, hats, boots, etc.	2	14	283	116	399	6,365	2,705
VI. Other manufacturing	17	82	2,954	639	3,593	27,522	14,102
VII. Building	3	152	781	1,609	2,390	113,060	66,818
VIII. Mines, quarries, &c.	7	7	4,524	4	4,628	11,358	7,564
IX. Railway and tramway services	4	4	555	..	555	2,600	1,348
X. Other land transport	2	30	440	47	487	16,336	8,400
XI. Shipping, wharf labour, &c.	9	45	3,607	4,351	7,958	536,892	279,931
XII. Pastoral, agricultural, &c.	6	16	880	208	1,088	3,347	2,076
XIV. Miscellaneous	3	6	478	80	558	7,770	4,800
TOTAL	62	372	15,169	7,437	22,606	733,383	392,796
Queensland.							
I. Wood, sawmill, timber, &c.	3	3	68	..	68	135	85
III. Food, drink, etc., manufacturing and distribution	17	137	3,739	1,930	5,669	112,415	73,531
VI. Other manufacturing	2	2	339	..	339	1,110	983
VII. Building	1	1	35	..	35	210	160
VIII. Mines, quarries, &c.	13	10	1,345	423	1,768	9,612	6,324
IX. Railway and tramway services	3	3	762	9	771	5,692	4,263
XI. Shipping, wharf labour, &c.	8	25	1,559	3,606	5,165	446,992	232,955
XII. Pastoral, agricultural, &c.	7	95	1,007	362	1,369	10,435	8,662
XIV. Miscellaneous	5	5	224	6	230	1,000	684
TOTAL	69	295	9,078	6,336	15,414	586,661	327,537
South Australia.							
I. Wood, sawmill, timber, &c.	1	1	15	..	15	255	170
II. Engineering, metal works, &c.	9	13	165	101	266	4,300	2,082
III. Food, drink, etc., manufacturing and distribution	6	17	1,123	30	1,153	19,274	11,594
VI. Other manufacturing	1	1	17	99	116	928	250
VII. Building	3	12	84	1	85	5,425	3,315
VIII. Mines, quarries, etc.	3	4	306	..	306	5,220	3,962
IX. Railway and tramway services	3	3	773	636	1,409	46,741	26,983
X. Other land transport	1	2	59	..	59	238	120
XI. Shipping, wharf labour, &c.	5	13	676	1,840	2,516	134,656	66,277
XII. Pastoral, agricultural, &c.	3	5	695	640	1,335	19,785	11,700
XIV. Miscellaneous	4	4	524	62	586	2,158	1,150
Total	32	75	4,437	3,409	7,846	238,378	127,303

Industrial Disputes, Classified according to Industrial Groups, 1919—continued.

INDUSTRIAL GROUP.	No. of Disputes.	No. of establishments involved	NO. OF WORKPEOPLE INVOLVED.			No. of Working Days Lost.	Estimated Loss in Wages
			Directly.	Indirectly.	Total.		
Western Australia							
VI. Other manufacturing	1	6	110	..	110	1,320	£ 610
VII. Building	3	52	160	12	172	7,862	5,080
VIII. Mines, quarries, &c. .. .	3	22	2,256	1,060	3,316	145,060	88,835
IX. Railway and tramway services .. .	1	1	15	..	15	60	29
XI. Shipping, wharf labour, &c. .. .	4	36	1,370	1,075	2,445	95,980	47,175
XII. Pastoral, agricultural, &c. .. .	1	1	13	13	26	208	140
XIII. Domestic, hotels, &c. .. .	1	30	230	..	230	460	145
XIV. Miscellaneous	6	9	1,362	2,300	3,662	100,237	71,844
Total	20	157	5,516	4,460	9,976	359,067	213,667
Tasmania							
III. Food, drink, &c. manufacturing and distribution	1	1	12	..	12	24	20
XI. Shipping, wharf labour, &c. .. .	2	5	70	585	655	57,207	27,300
XII. Pastoral, agricultural, &c. .. .	1	120	1,000	..	1,000	6,000	4,900
XIV. Miscellaneous	1	1	7	3	10	40	18
Total	5	127	1,098	588	1,686	63,271	32,738
Northern Territory.							
II. Engineering, metal works, &c. .. .	1	1	18	..	18	1,235	1,075
IX. Railway and tramway services .. .	1	2	15	..	15	135	120
XIII. Domestic, hotels, &c. .. .	3	6	18	21	39	540	241
TOTAL	5	9	46	21	67	1,910	1,436
All States.							
I. Wood, sawmill, timber, &c. .. .	7	7	131	3	134	1,036	631
II. Engineering, metal works, &c. .. .	15	26	1,219	627	1,846	18,147	10,726
III. Food, drink, &c., manufacturing and distribution	39	363	9,081	2,999	12,080	198,920	124,422
IV. Clothing, boots, etc.	2	14	283	116	399	6,365	2,705
VI. Other manufacturing	31	101	4,032	998	5,091	57,095	29,477
VII. Building	12	219	1,180	1,630	2,810	127,729	76,118
VIII. Mines, quarries, &c.	231	313	61,538	25,089	86,607	2,718,074	1,905,075
IX. Railway and tramway services .. .	21	22	2,284	705	2,989	57,419	33,573
X. Other land transport	5	42	636	47	683	17,009	8,763
XI. Shipping, wharf labour, &c. .. .	41	189	11,457	21,257	32,714	2,271,030	1,182,933
XII. Pastoral, agricultural, &c. .. .	24	260	4,915	1,342	6,257	49,770	34,497
XIII. Domestic, hotels, &c.	5	37	258	29	287	1,018	396
XIV. Miscellaneous	27	120	3,225	2,469	5,694	129,114	83,620
TOTAL	460	1,713	100,300	57,291	157,591	5,652,726	3,492,936

Any comparison as to the frequency of industrial disputes in classified industries can only be reasonably made after omitting those which are recorded for mining, quarrying, etc. (Group VIII.). For the year 1913 the proportion of disputes in those industries represented practically 50 per cent. of the total number recorded. During the year 1914 this proportion rose to 55 per cent., and during 1915 to 57 per cent. In 1916, 1917, 1918, and 1919, however, the proportion of disputes in Group VIII. shewed a decrease, the figures representing 47, 45, 45, and 50 per cent. of the total number of disputes during the respective years. In considering this preponderating influence, attention has frequently been drawn to the considerable proportion contributed by the coal mining industry in New South Wales. In making any comparison as to the number of disputes in this industrial class in each State, it should be observed that the number of workers engaged in the mining industry is very much

larger in New South Wales than in any of the other States. The number of disputes recorded are, however, in excess of a similar proportion. Of the 231 dislocations of work which involved employees in the mining industry during the year 1919, 200 occurred in New South Wales, 7 in Victoria, 18 in Queensland, 3 in South Australia, and 3 in Western Australia.

In Labour Bulletin No. 9, Section XIV., "Prohibition of Strikes and Lock-outs in Australia," the prevalence of industrial disputes in the mining industry was investigated, vide pp. 103-4. Comparisons were made of the number of disputes and working days lost (for the years 1913 and 1914 combined) in three main industrial groups, viz., manufacturing, mining, and all other industries, in each State and all States, both as to actual or *absolute* results and relative average annual results computed on a comparable basis (per 100,000 employees), based on the number of workers in each group. The presence of the abnormal figures for 1914, due to the protracted dispute in the northern colliery district of New South Wales, renders any comparison between the results for that and any other single year somewhat indefinite, hence the combination for *absolute* results of the figures for that year with those for the year 1913. The result of that investigation was repeated in Report No. 6, together with similarly computed results for the years 1914 and 1915 combined. Further investigation on these lines has not been continued, as the figures for the years 1916, 1917 and 1919, also include particulars of abnormal disputes which debar useful comparisons.

Of the total number of working days lost and the estimated total loss in wages due to disputes which commenced during the year 1919, 48 per cent. and 55 per cent. respectively were due to stoppages which involved employees in the mining and quarrying industries (Group VIII.), as compared with 38 per cent. and 40 per cent. during the year 1918.

The number of disputes which occurred in the shipping industry (Group XI.) during the year 1919, was 41, involving 32,714 workpeople. The loss of working days caused by these stoppages was 2,271,030, with a consequential loss of wages estimated at £1,182,933. The seamen's and marine engineers' disputes were responsible for these heavy losses. The seamen's dispute commenced during May, and continued until August. The cause of the cessation of work was the refusal of the shipping companies to concede the men's demand for an increase of 35s. per month in their rates of pay. Vessels on the Queensland coast were first affected. The trouble at the Queensland ports commenced in February, owing to the seamen's demand for increased rates of pay, insurance in case of death, better accommodation and reduced hours of work being refused. It must be mentioned that the influenza epidemic was raging in New Zealand at this period, and the crews of vessels trading to infected ports demanded to be insured. The owners, in certain cases, conceded this claim, but refused to grant the higher rates of pay. The seamen in the other States were not involved in the dispute until May, when a general demand for increased rates of wage, etc., was made. The refusal of this demand resulted in a general cessation of work by seamen engaged in the coastal trade. The Commonwealth steamers were also involved. The effect on employment was quickly felt. Work on the wharves was

suspended, with the exception of the loading and unloading of oversea boats. Owing to the inability to obtain coal and power many factories were closed, and thousands of workpeople engaged in manufacturing and other industries in the several States were thrown out of employment. Special enquiries were instituted to ascertain the number of workpeople and working days lost by persons who were *indirectly* or *involuntarily* affected by the shortage of coal and the consequent reduction in power available for industrial purposes. Much valuable information was received from employers and trade union officials as to the effect of the dispute upon employment. The workpeople who were most seriously affected in Victoria were those engaged in the manufacture of clothing and food. Large numbers of female employees in the confectionery, jam, boot, clothing, shirt, whitework, and textile trades were rendered idle for lengthy periods. By installing gas engines and using brown coal and wood for fuel employers endeavoured to keep their establishments open. Printing, engineering, sawmilling, brickmaking, artificial manure making, wool scouring, railway and tramway services and many other industries were seriously affected. The unemployment of persons in occupations not in any way connected with the shipping industry was so widespread that it was not possible to collect, without considerable expense, all the data necessary for a satisfactory estimate of the number of working days and wages lost by such workpeople. From the particulars which were received at the Bureau it was ascertained that over 20,000 workpeople in Victoria were involuntarily thrown out of work for varying periods during the currency of the dislocation. In the other States the number of persons similarly affected was not so large, but considerable numbers of employees were affected. Workpeople at the coal mines and steel works in New South Wales lost employment on account of the dispute, while in Queensland sugar mills and coal and other mines were closed down. During the period when unemployment on account of the restrictions placed upon the use of coal, gas and electricity was exceptionally heavy, it became necessary in Melbourne to assist the unemployed and their dependents. Relief depôts were opened and necessaries were distributed. The female employees who were deprived of employment were most severely affected.

War Precautions (Coal) Regulations were issued by the Department of the Navy, prohibiting the use or supply of coal or coke without the consent of the Coal Board, a body appointed for the purpose of controlling the use and supply of these fuels. Persons having more than 5 tons of coal or coke in their possession, whether for industrial purposes or not, were compelled to forward a return, verified by statutory declaration, setting forth the quantity and nature of the coal or coke in their possession. In Victoria electric light and gas companies were prohibited from supplying, on and after midnight of the 4th June, electric current or gas for industrial purposes, without the consent of the Minister or Coal Board. The use of electric current or gas in private houses or boarding houses was prohibited between the hours of 8 a.m. and 5 p.m. on each day, except Sunday, when they were permitted to be used between 8 a.m. and 2 p.m. Business people were not permitted to use electric or gas light in any street or external position at any time, or in a shop window between sunrise and sunset; or after the usual time of closing. Hospitals, flour

mills, hotels and restaurants supplying meals to the public, poultry farmers using incubators and certain other businesses were exempted from the restrictions, so far as the coal on hand was concerned. The regulations were varied from time to time during the currency of the dispute. In view of the large number of female workpeople thrown out of work on account of the shortage of fuel and power, a regulation was issued during July stating that applications for permission to use electric current would be received from employers exclusively employing female labour. The restrictions in Victoria are typical of those in operation in South Australia. Industries not directly connected with shipping were not so seriously affected in New South Wales, Queensland, Western Australia and Tasmania as in Victoria and South Australia. These two States are very much dependent upon New South Wales for coal and consequently unemployment of workpeople not directly connected with the dispute was considerably in excess of that in the other States. In Victoria and South Australia it was necessary, on account of the shortage of coal to seriously curtail the railway and tramway services, and in the metropolitan areas the trams stopped running at seven o'clock in the evening and on Sundays. The effect of the stoppage of shipping facilities was seriously felt in Western Australia and the Northern ports of Queensland, as these portions of the Commonwealth depend upon Sydney and Melbourne for a great many of their necessities.

Efforts to settle the dispute by means of compulsory conferences called under the provisions of the Commonwealth Conciliation and Arbitration Act were not successful. On a number of occasions during the currency of the dislocation negotiations between the representatives of the Commonwealth Government and Trades Hall officials appeared to have arrived at a satisfactory settlement of the dispute, but, on the proposals being submitted to meetings of the seamen, the terms were rejected. A special feature of the trouble was the arrest of the General Secretary of the Seamen's Union. He was charged with contravening Section 6 of the Commonwealth Arbitration Act relating to strikes, and was fined £100. On release he again committed the offence, and was fined £200 and sentenced to three months' imprisonment.

The ships were idle during May, June, July and the greater part of August. During the last week of August, after negotiations between a representative of the Commonwealth Government and the seamen's representatives, the men agreed to man the ships, and to meet the employers in conference. It was also agreed that the terms which were arranged by the conference should be filed as an agreement under the provisions of the Commonwealth Arbitration Act. As a result of the conference the seamen were granted an increase of 35s. per month. Other terms of the settlement were that the day's work was fixed at 8 hours, that each man was to be allowed 14 days' leave each year on full pay, that accommodation was to be provided according to the Commonwealth Navigation Act, and certain other concessions as to payment of overtime, and wages during illness, etc.

The waterside workers at Melbourne were involved in a dispute concerning the system of engaging men for employment on the wharves

during the period of the seamen's dispute. Union wharf labourers had been idle owing to the stoppage of shipping. When the seamen's dispute was officially declared "off," it was expected that work on the water front would be resumed. The wharf labourers, however, objected to the labour bureau which had been established, and claimed that the system of "picking up" wharf labourers for work previously in operation should be re-established. This dispute delayed the resumption of shipping at Melbourne for a few days. On the abolition of the bureau the waterside workers resumed work.

The marine engineers employed on interstate vessels took individual action during December to obtain higher rates of pay. The men gave notice to the employers of their intention to leave the vessels at their home ports and did so. The approximate date of commencement of the dispute was the 13th December, but some vessels were running until a later date. Interstate shipping was stopped and the seamen, stewards, cooks, wharf labourers and other workpeople connected with the shipping industry were thrown out of employment. The dislocation of work continued over the end of the year, and work was not resumed until the end of February, 1920. War Precautions (Coal) Regulations, on similar lines to those issued during the seamen's dispute, were gazetted. The unemployment amongst factory employees was not so serious during the currency of the marine engineers' dispute as it was during the period of the seamen's trouble. In many establishments oil engines had been installed as a stand-by in case of emergency, and by using the power derived from these engines, and in certain cases from motor cars, the proprietors were enabled to continue the employment of their workpeople. Notwithstanding these substituted sources of power, large numbers of employees in the manufacturing industries were thrown out of work. In Victoria the industries which were most seriously affected were brick-making, confectionery, rubber making, explosives manufacture, textile, clothing, tanning, and metal working.

The collieries and steel works in New South Wales were not working full time during the period of the dispute. In the other States the loss of employment, due to the lack of shipping, was not exceptionally heavy.

The following Order, issued under the War Precautions Act, 1914-1918, is of interest in connection with this dispute. The Order was gazetted on the 10th February, 1920, and was revoked on the 26th February:—

ORDER.

WHEREAS by the *War Precautions Act, 1914-1918*, it is amongst other things enacted that the Governor-General may, by Order published in the *Gazette*, make provision for any matters which appear necessary or expedient with a view to the public safety and the defence of the Commonwealth, and that any person who contravenes or fails to comply with any provision of any Order made in pursuance of the Act shall be guilty of an offence against the Act.

And whereas members of the Australasian Institute of Marine Engineers (in this Order referred to as "the Institute") have ceased work in combination as a means of enforcing compliance with demands made by or on behalf of the Institute on employers, which cessation of work is in this Order referred to as "the strike."

And whereas the Institute has instigated and aided the continuance of the strike and has rejected all proposals made for the submission to arbitration of those demands or for the resumption of work :

And whereas the continuance of the strike greatly disorganizes the industries of the Commonwealth and seriously endangers the public safety and the defence of the Commonwealth :

And whereas it is desirable to make an Order in the manner hereinafter appearing.

Now therefore I, Sir Ronald Craufurd Munro Ferguson, the Governor-General aforesaid, acting with the advice of the Federal Executive Council, and in pursuance of the *War Precautions Act, 1914-1918*, do hereby order and direct as follows :—

1. All persons, organizations and associations are hereby prohibited from instigating, or aiding, by word or deed, the continuance of the strike.
2. No person shall knowingly give, lend, or contribute any money or goods to the Institute or to any agent, officer, or member thereof, without the consent in writing of the Attorney-General, or a person thereto authorized in writing by the Attorney-General.
3. No person shall knowingly give, lend or contribute any money or goods to any person for the purpose of aiding the continuance of the strike.
4. No person shall receive or solicit subscriptions or contributions of money or goods for any such purpose.
5. Neither a bank, nor any officer thereof, nor any person, shall pay or advance any money, without the consent in writing of the Attorney-General, or a person thereto authorized in writing by the Attorney-General, to or to the order of the Institute, or any agent, officer, or member thereof.
6. No person, organization, or association shall do any act or thing intended or calculated to prolong or extend the strike.

Given under my Hand and the Seal of the Commonwealth, at Melbourne, this tenth day of February, in the year of our Lord One thousand nine hundred and twenty, and in the tenth year of His Majesty's Reign.

By His Excellency's Command,

G. F. PEARCE,

Minister of State for Defence.

After a stoppage of work extending over 10 weeks, the engineers decided, by ballot, to give their executive complete control of the strike. The shipping controller's terms of settlement were accepted, and the engineers resumed work at the end of February. Increased rates of pay were specified in the terms, and it was also provided that a tribunal should be appointed with an independent chairman to consider the engineers' demands.

Thirty-nine dislocations of work were recorded during the year as having affected employees in the manufacture and distribution of food, drink, etc. (Group III.). The number of workpeople involved in these stoppages was 12,080, and the losses in working days and wages were 198,920, and £124,422 respectively. Building trade employees numbering 2810 were implicated in 12 disputes during the year, 1919. These stoppages were responsible for a loss of 127,729 working days, and an estimated loss of £76,118 in wages. The cessation of work by builders' labourers in Victoria was responsible for the greater part of the losses recorded in this industry. As compared with the heavy losses in the mining and shipping groups the losses in the other groups are comparatively light, although the numbers of disputes in the following groups were high. In Group VI. (Other Manufacturing Industries), 31 disputes

were recorded, in Group IX. (Railway and Tramway services), 21 disputes, in Group XII. (Pastoral and Agricultural), 24 disputes; and in Group XIV. (Miscellaneous), 27 disputes.

5. **Duration of Industrial Disputes.**—The duration of each industrial dispute involving a loss of work, *i.e.*, the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the establishment involved carries on a continuous process (*e.g.*, Metal Smelting and Cement Manufacture). For the purpose of tabulating comparative results as to the number of disputes, workpeople involved (directly and indirectly) and the consequent loss of working time and wages, the particulars relating to each dispute are classified according to varying periods over which the dispute remained unsettled. The following limitations of time have been adopted :—(a) One day or less; (b) two days and more than one day; (c) three days and more than two days; (d) over three days and under six days (the latter considered as constituting one week); (e) one week and under two weeks; (f) two weeks and under four weeks; (g) four weeks and under eight weeks; and (h) eight weeks and over.

Where a settlement of a dispute is reached and all the workpeople involved return to work at the same time, the duration of the dispute is readily determined. In other disputes (mainly those extending over long periods) varying conditions arise which tend to complicate the situation, such as (a) a proportion of the workpeople involved obtaining other employment; (b) a certain number of other workpeople being temporarily employed; and (c) the establishment involved in the dispute being closed down indefinitely and work abandoned. In such cases the dispute is considered to have terminated and its duration determined, either when a sufficient number of other workpeople have been engaged to enable the establishment to be carried on (substantially as before the dispute), or when evidence is obtained that the establishment has been closed down indefinitely and work abandoned. Anomalous positions have been reached in some instances. In one case a dispute remained technically in existence so far as the workpeople were concerned, even after the establishment had been closed down and work therein abandoned. In another, a dispute was considered by the workpeople to be still in existence, notwithstanding that their places had been filled and the establishment had resumed operations.

(i.) *Duration of Industrial Disputes in Commonwealth, 1913-1919.*—In the following table comparative particulars are given with respect to the number of disputes, workpeople directly and indirectly involved, working days lost, and estimated amount of loss in wages respectively, consequent upon the cessations of work, which were recorded for the Commonwealth during the years 1913 to 1919, classified under the adopted limits of duration :—

Duration of Industrial Disputes in the Commonwealth, 1913-1919.

Limit of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages. £	
			Directly.	Indirectly.	Total.			
1 day and less	1913	66	9,898	5,075	14,773	14,773	8,168	
	1914	118	15,295	10,192	25,487	25,488	13,744	
	1915	147	21,546	11,326	32,872	31,569	19,452	
	1916	155	55,980	10,711	66,691	65,757	35,293	
	1917	153	28,705	6,758	35,463	35,065	26,733	
	1918	74	11,062	4,534	15,596	15,284	12,864	
	1919	154	29,318	11,895	41,043	40,877	35,699	
	1913	22	2,931	1,945	4,876	4,876	4,449	
	1914	55	6,909	3,552	9,461	18,382	8,986	
	1915	44	8,471	2,246	8,417	17,794	9,454	
3 days and more than 1 day	1916	57	11,607	5,923	17,530	31,775	17,672	
	1917	47	7,093	2,983	9,476	18,917	12,253	
	1918	40	9,720	1,714	11,434	20,746	14,274	
	1919	59	10,973	2,767	13,740	26,561	20,210	
	1913	17	1,294	610	1,904	5,707	2,946	
	1914	29	2,983	1,987	4,970	14,910	7,500	
	1915	30	3,526	1,513	5,039	14,944	7,679	
	1916	45	8,050	5,220	13,270	39,410	23,612	
	1917	29	4,363	484	4,796	14,340	9,442	
	1918	33	5,012	2,590	7,542	22,042	13,618	
3 days and more than 2 days	1919	36	6,724	3,149	9,873	28,371	20,944	
	1913	25	3,785	1,004	4,789	19,057	8,940	
	1914	38	2,252	2,117	4,369	19,728	9,449	
	1915	31	5,032	3,153	8,185	36,469	21,176	
	1916	31	13,460	5,918	19,378	86,817	50,484	
	1917	39	4,749	1,578	6,327	27,132	16,998	
	1918	31	2,404	98	2,502	11,100	7,697	
	1919	52	9,185	1,815	10,990	48,995	30,147	
	1913	34	7,551	1,972	9,523	72,156	32,700	
	1914	38	5,222	1,206	6,428	58,108	27,868	
1 week and less than 2 weeks	1915	43	11,372	4,184	15,556	127,477	41,875	
	1916	64	8,081	5,493	13,574	108,978	60,934	
	1917	58	9,093	1,609	10,672	79,857	47,336	
	1918	45	5,896	1,634	7,530	60,967	42,514	
	1919	68	15,670	2,171	17,841	132,501	86,101	
	1913	21	1,439	4,071	6,110	76,260	41,040	
	1914	30	6,382	4,491	10,873	181,896	91,419	
	1915	21	4,101	624	4,725	64,959	47,404	
	1916	41	8,565	3,960	12,525	202,657	117,211	
	1917	38	10,190	2,654	12,844	210,194	118,362	
2 weeks and less than 4 weeks	1918	35	2,966	1,261	4,217	62,654	43,790	
	1919	32	4,852	7,312	12,164	166,998	102,428	
	1913	11	6,206	1,177	7,383	273,342	121,864	
	1914	17	823	719	1,542	52,674	26,717	
	1915	22	2,723	691	3,404	95,836	51,761	
	1916	32	19,848	3,207	22,555	644,990	402,471	
	1917	49	45,338	1,823	47,161	1,615,964	821,402	
	1918	23	3,365	1,272	4,637	169,911	107,167	
	1919	26	4,707	3,291	7,998	247,106	159,921	
	1913	12	889	336	1,225	163,211	67,632	
4 weeks and less than 8 weeks	1914	14	3,807	3,912	7,719	724,259	365,545	
	1915	15	1,734	560	2,294	194,187	100,829	
	1916	33	3,755	1,705	5,460	498,567	259,928	
	1917	26	44,620	2,611	47,231	2,598,209	1,542,412	
	1918	17	2,128	854	2,981	218,169	131,010	
	1919	33	18,931	24,971	43,962	4,960,277	3,031,546	
	Total	1913	208	33,493	16,790	50,283	623,522	287,739
		1914	337	43,078	27,976	71,049	1,090,395	551,223
		1915	359	57,005	24,287	81,292	583,225	299,038
		1916	508	128,546	42,137	170,683	1,678,930	967,604
1917		444	154,061	19,909	173,970	4,596,653	2,594,808	
1918		298	42,553	13,886	56,439	580,853	372,334	
1919		460	100,300	57,291	157,591	5,858,726	3,492,936	

It will be seen from the tables shewing the duration of industrial disputes, that for the past seven years disputes lasting for one day or less were the most frequent. In 1913 the first year for which particulars were collected, stoppages of one day or less represented 32 per cent. of the total number, while they equalled in 1914, 35 per cent.; in 1915, 41 per cent.; in 1916, 31 per cent.; in 1917, 36 per cent.; in 1918, 25 per cent.; and in 1919, 33 per cent. Disputes which terminated in less than one week represented 62 per cent. of the total number in 1913; 71 per cent. in 1914; 70 per cent. in 1915; 67 per cent. in 1916; 61 per cent. in 1917; 60 per cent. in 1918; and 65 per cent. in 1919. The disputes which continued for four weeks or over were responsible for the greater part

of the losses in working days and wages in each of the years for which particulars have been recorded.

Disputes lasting over four weeks in 1917 represented 17 per cent. of the total number recorded, were responsible for 92 per cent. of the total number of working days lost, and were the cause of 91 per cent. of the estimated loss in wages during that year. The corresponding percentages for the year 1919 are 13 per cent. of the total number of disputes, 92 per cent. of the total loss in working days, and 91 per cent. of the loss in wages. During the year 1918 seventeen disputes continued for a period of eight weeks or over, causing a loss of 218,169 working days, and an estimated loss in wages of £131,010. These figures shew a marked decrease, as compared with those for the two preceding years, and with those for the year 1919, when the figures were exceptionally large, owing to the abnormal disputes previously mentioned as having occurred during 1916, 1917, and 1919.

(ii.) *Duration of Industrial Disputes in each State and Territory.*—

In the following tables particulars are given for each State and Territory of the number of disputes which commenced during the year 1919, and relative information, classified according to the adopted limits of duration. Comparative particulars for the year 1913 were published in Labour Report No. 5, for the years 1914 and 1915 in Labour Report No. 6, for the year 1916 in Labour Report No. 7, for the year 1917, in Labour Report No. 8, and for the year 1918, in Labour Report, No. 9.

Duration of Industrial Disputes in each State and Territory, 1919.

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NO. OF DISPUTES.								
1 day and less	133	6	12	2	1	..	..	154
2 days and more than 1 day ..	31	11	10	4	2	1	..	69
3 days and more than 2 days ..	17	4	8	4	1	1	1	36
Over 3 days & less than 1 wk ..	24	10	10	5	2	1	..	52
1 week and less than 2 weeks ..	27	13	17	4	5	1	1	68
2 weeks and less than 4 weeks ..	17	3	8	5	3	..	1	32
4 weeks and less than 8 weeks ..	9	7	4	3	2	..	1	26
8 weeks and over	9	8	5	5	4	1	1	33
Total	267	62	69	32	20	5	5	400
NO. OF WORKPEOPLE INVOLVED.								
1 day and less	38,830	1,185	843	75	60	..	..	41,043
2 days and more than 1 day ..	7,805	2,912	1,632	1,113	268	12	..	13,740
3 days and more than 2 days ..	4,298	3,290	1,037	545	600	9	4	9,873
Over 3 days & less than 1 wk ..	6,340	994	2,543	778	315	10	..	10,980
1 week and less than 2 weeks ..	8,291	3,713	3,070	1,005	747	1,000	15	17,841
2 weeks and less than 4 weeks ..	9,905	74	497	619	1,040	..	23	12,164
4 weeks and less than 8 weeks ..	2,556	1,026	203	1,070	3,127	..	6	7,988
8 weeks and over	21,921	9,322	5,580	2,641	3,821	655	13	43,982
Total	99,996	22,606	15,414	7,846	9,976	1,686	67	157,591
NO. OF WORKING DAYS LOST.								
1 day and less	38,824	1,175	813	75	60	..	..	40,977
2 days and more than 1 day ..	16,169	5,379	3,231	2,226	532	24	..	26,501
3 days and more than 2 days ..	12,736	10,140	3,102	1,555	1,800	27	12	28,371
Over 3 days & less than 1 wk ..	28,535	3,945	11,667	3,198	1,560	40	..	48,935
1 week and less than 2 weeks ..	67,403	25,000	20,600	7,612	5,742	6,000	135	132,501
2 weeks and less than 4 weeks ..	126,854	1,075	7,275	10,590	20,320	..	348	166,998
4 weeks and less than 8 weeks ..	72,611	32,838	6,040	30,124	105,263	..	180	247,166
8 weeks and over	3,307,025	653,781	533,894	183,002	224,210	57,180	1,236	4,960,277
Total	3,661,186	733,333	588,641	238,378	359,987	63,271	1,910	5,462,726

Duration of Industrial Disputes in each State and Territory, 1919.—*continued.*

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'wth.
ESTIMATED LOSS IN WAGES.								
	£	£	£	£	£	£	£	£
1 day and less	34,060	849	629	66	35	..	..	35,639
2 days and more than 1 day ..	13,046	3,299	2,340	1,310	195	20	..	20,210
3 days and more than 2 days ..	9,158	6,776	2,380	1,003	1,605	15	7	20,944
Over 3 days & less than 1 wk ..	22,051	2,353	8,772	2,124	829	18	..	36,147
1 week and less than 2 weeks ..	45,153	12,863	11,380	5,410	3,275	4,000	120	86,101
2 weeks and less than 4 weeks ..	79,693	739	5,819	5,611	10,431	..	139	102,428
4 weeks and less than 8 weeks ..	52,255	16,909	3,221	17,914	69,527	..	95	159,921
8 weeks and over	2,141,838	349,008	290,005	93,865	127,970	27,785	1,075	3,031,546
Total	2,397,259	392,706	327,637	127,363	213,867	32,738	1,436	3,492,936

6. **Causes of Industrial Disputes.**—The object which is alleged (by the employers and on behalf of the employees) to have been the cause of a stoppage of work does not in every instance agree in detail. In such instances additional information is sought to verify or support the contention on either side. On occasions the alleged object is of a twofold character, in which case the claim, which is fully or partially satisfied, and results in a resumption of work, is taken to be the principal cause of the dispute. For the purpose of classification these causes (or objects) of industrial disputes are grouped under seven main headings, viz.:—(1) *Wages*; (2) *Hours of Labour*; (3) *Employment of Particular Classes or Persons*; (4) *Working Conditions*; (5) *Trade Unionism*; (6) *Sympathy*; and (7) *Other Causes*. The first five mentioned groups are subdivided in the following manner to meet varying phases of demands made under each of the main headings:—

Classification of Causes of Industrial Disputes.

- | | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1. <i>Wages.</i></p> <p>(a) For increase.</p> <p>(b) Against decrease.</p> <p>(c) System of payment.</p> <p>(d) Readjustment of rates.</p> <p>(e) Other wage questions.</p> | <p>(c) For reinstatement of discharged employees.</p> <p>(d) Against employment of certain officials.</p> <p>(e) Other questions concerning employment.</p> |
| <p>2. <i>Hours of Labour.</i></p> <p>(a) For reduction.</p> <p>(b) Other questions concerning hours.</p> | <p>4. <i>Working Conditions and Discipline</i></p> <p>(a) For change.</p> <p>(b) Against change.</p> <p>(c) Other.</p> |
| <p>3. <i>Employment of Particular Classes or Persons.</i></p> <p>(a) Employment of women instead of men.</p> <p>(b) Employment of apprentices</p> | <p>5. <i>Trade Unionism</i></p> <p>(a) For closed shop—Employment of non-unionists.</p> <p>(b) Other union questions.</p> |
| | <p>6. <i>Sympathy.</i></p> <p>7. <i>Other Causes.*</i></p> |

(i.) *Causes of Industrial Disputes in the Commonwealth, 1913-1919.*—In the following tables particulars are given with respect to the number of disputes, total number of workpeople involved and number of working days lost throughout the Commonwealth during the seven years, 1913 to 1919, classified according to causes:—

* "Other causes" has been adopted to meet various sets of circumstances, which mainly arise in connection with stoppages which are not concerted movements, and include among others the following:—(a) During the course of a meeting of miners, the wheelers return their horses to the stables and leave the colliery; (b) disputes (not necessarily connected with industrial matters that the employer can control) arise between wheelers and clippers or any two sets of workers, and sufficient workmen are not available to work the mine to its full capacity; (c) workmen abstain from work to attend the Police Court to hear prosecutions against certain other employees; (d) to witness some amusement; or (e) for other reasons which are subsequently ruled by the officials of the union to be either impracticable or against former decisions.

Causes of Industrial Disputes in the Commonwealth, 1913-1919.

Causes of Disputes.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
NUMBER OF DISPUTES.							
1. Wages—							
(a) For increase	42	50	73	125	53	54	90
(b) Against decrease .. .	4	3	10	7	1	4	2
(c) Other wage questions ..	31	67	46	96	69	69	100
2. Hours of Labour—							
(a) For reduction	3	1	3	16	2	1	4
(b) Other disputes <i>re</i> hours ..	7	13	6	5	8	11	5
3. Trades Unionism—							
(a) Against employment of non-unionists	8	13	19	14	26	7	19
(b) Other union questions ..	5	11	16	8	32	19	29
4. Employment of particular Classes or Persons	44	83	76	83	90	92	118
5. Working Conditions	51	72	76	90	81	34	54
6. Sympathetic	5	3	6	20	57	1	6
7. Other Causes	8	21	27	44	25	6	24
Total	208	337	358	508	444	298	460

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase	8,633	7,362	18,783	30,193	7,135	7,095	58,532
(b) Against decrease .. .	563	534	1,118	1,051	21	57	667
(c) Other wage questions ..	7,160	13,243	11,990	23,507	18,894	12,737	26,222
2. Hours of Labour—							
(a) For reduction	460	220	896	24,481	1,004	26	578
(b) Other disputes <i>re</i> hours ..	1,319	3,237	2,043	579	2,576	4,214	961
3. Trades Unionism—							
(a) Against employment of non-unionists	5,370	5,807	3,873	1,178	6,182	710	9,001
(b) Other union questions ..	1,418	1,598	3,739	1,167	17,320	6,878	17,500
4. Employment of particular Classes or Persons	11,370	14,863	13,344	13,910	15,145	14,576	21,488
5. Working Conditions	10,785	17,053	16,114	20,516	19,021	7,757	11,582
6. Sympathetic	947	676	950	4,191	76,078	200	3,080
7. Other Causes	1,758	4,462	7,347	47,910	10,296	2,394	7,971
Total	50,233	71,049	81,292	170,683	173,970	56,439	157,501

NUMBER OF WORKING DAYS LOST.

1. Wages—							
(a) For increase	100,060	99,451	190,645	592,625	56,083	198,323	4,748,081
(b) Against decrease .. .	9,488	32,965	12,555	6,192	42	316	10,013
(c) Other wage questions ..	78,189	169,847	133,606	143,248	225,080	97,561	96,118
2. Hours of Labour—							
(a) For reduction	2,774	9,240	836	583,052	78,010	312	10,372
(b) Other disputes <i>re</i> hours ..	15,111	16,555	23,374	1,598	62,560	20,551	15,760
3. Trades Unionism—							
(a) Against employment of non-unionists	91,002	92,720	31,145	48,881	87,600	21,894	279,804
(b) Other union questions ..	32,388	6,968	7,434	10,270	572,940	24,341	329,205
4. Employment of particular Classes or Persons	191,723	64,367	77,862	70,452	47,297	113,466	87,225
5. Working Conditions	73,562	534,239	82,322	81,511	211,971	93,468	32,029
6. Sympathetic	24,066	2,125	6,004	75,447	3,239,798	7,200	21,050
7. Other Causes	5,212	11,568	17,442	65,646	18,262	3,421	23,060
Total	623,528	1,090,395	583,225	1,678,930	4,690,658	580,853	3,652,726

It will be observed from the above table that the main causes of industrial disputes are "Wage" questions, "Working Conditions" and "Employment of Particular Classes or Persons." In each of the seven years, 1913-1919, the number of dislocations concerning wages exceeded those caused by any other question. In 1913 the number of stoppages over wage questions represented 37 per cent. of the total number during that year, as compared with 36 per cent. in 1914; 36 per cent. in 1915; 45 per cent. in 1916; 28 per cent. in 1917; 43 per cent. in 1918; and 44 per cent. in 1919. The majority of the disputes classified under the

heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of certain employees, who, their fellow-workers consider, have been unfairly treated or victimised. This class of dispute occurs very frequently in the coal mining industry. The number of disputes over "Trade Union" questions, and "Hours of Labour" have represented a fairly uniform proportion of the total number of disputes during the years under review. "Sympathetic" disputes were numerous during the years 1916 and 1917. The figures for the latter year were abnormal in comparison with the other periods. It may be mentioned, however, that the disputes which arose during that year in connection with the "time-card system" dispute were responsible for the increase in the number.

(ii.) *Causes of Industrial Disputes in each State and Territory, 1919.*— In the following tables particulars in respect of the number of industrial disputes recorded for the year 1919, the number of workpeople involved, and the number of working days lost are classified (under the adopted classification of causes) for each State and Territory in the Commonwealth.

Causes of Industrial Disputes in each State and Territory, 1919.

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NO. OF DISPUTES.								
1. Wages—								
(a) For increase ..	33	29	5	17	11	3	1	99
(b) Against decrease ..	..	1	..	..	1	..	..	2
(c) Other wage questions ..	66	9	13	7	3	1	1	100
2. Hours of Labour—								
(a) For reduction ..	1	2	1	..	..	..	..	4
(b) Other disputes re hours ..	5	..	..	..	..	..	..	5
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	3	4	2	2	..	..	19
(b) Other union questions ..	20	4	4	1	..	..	..	29
4. Employment of particular classes or persons ..	68	11	33	2	2	..	2	113
5. Working conditions ..	45	3	2	2	1	1	..	54
6. Sympathetic ..	5	..	1	..	..	..	..	6
7. Other causes ..	16	1	5	1	..	..	1	24
Total	267	62	69	32	20	5	5	460

NO. OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	27,487	13,576	4,000	6,085	4,707	1,665	18	68,532
(b) Against decrease ..	..	..	500	..	167	..	..	667
(c) Other wage questions ..	21,761	1,042	1,910	809	676	9	15	28,222
2. Hours of Labour—								
(a) For reduction ..	11	523	44	..	..	..	..	578
(b) Other disputes re hours ..	961	..	..	..	..	..	..	961
3. Trade Unionism—								
(a) Against employment of non-unionists ..	2,007	1,252	1,702	320	3,600	..	..	9,001
(b) Other union questions ..	13,361	3,358	675	115	..	..	..	17,509
4. Employment of particular classes or persons ..	15,200	1,072	4,112	195	800	..	10	21,489
5. Working conditions ..	9,108	1,113	265	258	26	12	..	11,882
6. Sympathetic ..	3,057	..	23	..	..	..	..	3,080
7. Other causes ..	6,054	640	1,184	64	..	..	29	7,971
Total	99,906	22,606	15,414	7,946	9,976	1,686	67	157,591

Causes of Industrial Disputes in each State and Territory, 1919—continued.

Causes of Disputes.	N S W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NO. OF WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	3,316,562	520,496	441,213	221,109	184,246	63,220	1,235	4,748,081.
(b) Against decrease ..			3,500		8,613			10,013
(c) Other wage questions ..	70,430	3,190	6,957	13,359	2,020	27	136	96,118
2. Hours of Labour—								
(a) For reduction ..	187	9,965	220	..	..	..	..	10,372
(b) Other disputes <i>re</i> hours ..	15,760	..	..	..	..	..	..	15,760
3. Trade Unionism—								
(a) Against employment of non-unionists ..	21,745	3,407	90,552	2,100	162,000	..	..	279,804
(b) Other union questions ..	146,688	179,462	2,710	348	..	..	..	329,208
4. Employment of particular classes or persons ..	39,990	12,433	28,815	795	5,000	..	192	87,225
5. Working conditions ..	28,536	3,420	1,235	606	208	24	..	32,029
6. Sympathetic ..	20,530	..	520	..	..	..	..	21,050
7. Other causes ..	10,758	960	10,939	64	..	..	348	23,069
Total	3,669,186	733,333	536,641	233,378	359,937	63,271	1,010	6,652,726

Of the total number of disputes (460) which commenced during the year 1919, "Wage" questions were responsible for 201, of which number 99 were claims by the employees for increases. One hundred and eighteen disputes occurred over the "Employment of Particular Classes or Persons," while 54 arose over "Working Conditions." "Trade Union" matters were the cause of 48 stoppages of work, and 9 dislocations occurred over "Hours of Labour." Only 6 disputes were classified under the heading "Sympathetic" during the year.

7. Results of Industrial Disputes.—The terms or conditions (as between the parties involved in an industrial dispute) upon which a resumption of work is agreed, are taken as the basis of the result of the dispute. These terms or conditions when analysed in comparison with the alleged cause of the stoppage invariably come within one or other of the following four definitions, viz. :—

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

Disputes are considered to result :—(a) *In favour of workpeople*, when the employees succeed in enforcing compliance with all their demands or are substantially successful in obtaining their principal object, or in resisting a demand made by their employers; (b) *In favour of employer*, when the demands of the employees are not conceded or when the employer or employers are substantially successful in enforcing a demand; (c) *Compromise*, when the employees are successful in enforcing

compliance with a part of their demands or of resisting substantially full compliance with the demands of their employer or employers; (d) *Indefinite*, in other cases, such, for example, as those in which employees stop work owing to some misconception regarding the terms of an award, determination, or agreement, and work is resumed as usual on the matters in dispute being explained, or in cases where a dispute arises in connection with certain work which is, however, abandoned, even though the employees return to the same establishment to be employed on other work. The results of "Sympathetic" disputes, in which a body of workers cease work with the object of assisting another body of workers in obtaining compliance with some concrete demand, are generally "Indefinite," except when the stoppage is entered upon partially to enforce a demand in which they might ultimately benefit.

(i.) *Results of Industrial Disputes, Commonwealth, 1913-1919.* The following table shews the number of disputes, number of workpeople involved, and the number of working days lost in disputes throughout the Commonwealth during the seven years 1913-1919, classified according to results:—

Industrial Disputes classified according to Results, Commonwealth, 1913-1919.

YEAR	NO. OF DISPUTES.				NUMBER OF WORKPEOPLE INVOLVED IN DISPUTES.				TOTAL NO. OF WORKING DAYS LOST BY DISPUTES.			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1913	67	64	66	11	10,914	12,211	24,826	2,332	50,829	104,654	433,014	26,037
1914	118	98	110	11	21,224	18,242	30,396	1,187	123,095	119,819	829,266	11,316
1915	190	73	68	22	44,140	15,327	14,860	6,965	245,625	155,659	151,544	30,307
1916	223	173	84	23	70,583	36,670	23,298	40,129	836,010	253,084	476,302	63,534
1917	147	188	100	9	24,331	119,589	22,310	7,740	193,267	4,291,931	286,103	9,307
1918	92	100	93	13	13,730	15,993	23,739	2,922	101,207	177,223	280,045	22,378
1919	154	157	120	10	54,810	43,140	47,995	11,646	2,398,252	406,361	635,671	2,212,442

It will be seen from the above table that, during the years 1913, 1914, 1915 and 1916 the disputes resulting in favour of workpeople exceeded those resulting in favour of employers. During 1917, 1918 and 1919, however, the position was reversed. A considerable number of disputes in each year resulted in a compromise, while certain disputes resulted in such a manner that they could not be definitely classed under any heading other than "Indefinite." The majority of these disputes are of short duration.

(ii.) *Industrial Disputes in Commonwealth, classified according to Causes and Results, 1919.*—The following table shews the number of disputes, number of workpeople involved, and the total number of working days lost in disputes which commenced in a State or Territory of the Commonwealth during the year 1919, classified according to principal cause and result:—

Industrial Disputes, Classified according to Causes and Results, Commonwealth, 1919.

CAUSE.	No. of Disputes.				No. of Workpeople involved in Disputes.				Total No. of Working Days Lost by Disputes.			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
Wages—												
(a) For increase	43	27	28	1	32,381	5,900	12,801	7,450	213,203	54,550	367,929	219,240
(b) Against decrease	1	..	1	..	500	..	167	..	3,500	..	6,513	..
(c) Other wage questions	23	42	30	..	4,407	13,266	8,549	..	9,010	44,856	42,252	..
Hours of Labour—												
(a) For reduction	1	1	2	..	44	11	523	..	220	187	9,965	..
(b) Other disputes re hours	..	2	3	..	..	472	480	..	..	2,188	13,572	..
Trade Unionism—												
(a) Against employment of non-unionists	7	5	6	1	1,861	4,395	1,820	425	35,694	235,835	6,575	1,700
(b) Other union questions	13	4	10	2	5,803	556	10,164	986	183,512	1,701	139,146	4,846
Employment of particular Classes or Persons	41	44	33	..	5,754	9,262	6,472	..	20,005	37,417	29,803	..
Working Conditions	14	19	21	..	2,442	4,338	4,802	..	8,456	10,060	13,513	..
Sympathetic	..	2	2	2	1,119	542	1,419	..	..	6,000	3,142	11,908
Other Causes	6	11	3	4	1,618	3,321	1,666	1,366	4,653	13,567	3,261	1,588
TOTAL	154	157	139	10	54,810	43,140	47,995	11,646	239,825	406,361	635,671	221,242

NOTE.—For corresponding particulars for 1913 see Labour Report No. 5, pp. 78-9; for 1914 and 1915, see Labour Report No. 6, p. 119; for 1916, see Labour Report No. 7, p. 500; for 1917, see Labour Report No. 8, p. 137; and for 1918, see Labour Report No. 9, p. 156

(iii.) Results of Industrial Disputes in each State, 1919.—The following table shews for each State and Territory the number of disputes, the number of workpeople involved, and the total number of working days lost through disputes which commenced during the year 1919, classified according to results:—

Industrial Disputes in each State, Classified according to Results, 1919.

State or Territory.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
New South Wales	67	109	81	10	25,481	33,050	29,819	11,646	105,773	120,432	279,139	221,342
Victoria	27	15	20	..	13,161	1,593	7,346	..	557,897	15,445	159,991	..
Queensland	30	33	16	..	8,353	4,024	3,032	..	460,548	109,842	16,276	..
South Australia	10	6	16	..	3,103	1,323	3,510	..	152,347	13,654	72,382	..
Western Australia	12	..	6	..	2,023	3,200	3,788	..	105,301	146,600	107,833	..
Tasmania	4	1	..	..	1,676	10	..	..	63,231	40	..	..
Northern Territory	1	1	..	..	38	29	..	..	1,562	348	..	..
Total, C'wealth	154	157	139	10	54,810	43,140	47,995	11,646	239,825	406,361	635,671	221,242

The particulars in the above table shew that during the year 1919, 157 disputes resulted in favour of the employers; 154 in favour of the workpeople, and 139 in a compromise. In New South Wales the majority of the disputes resulted in favour of the employers, while in the other States the results, according to numbers of disputes, favoured the employees. Of the five disputes which were recorded during the period for the Northern Territory four resulted in favour of the workpeople. It will be noticed that 47,995 workpeople were involved in the 139 stoppages of work, which were classified under the heading "Compromise," as compared with 54,810 involved in disputes which resulted in favour of the workpeople, and 43,140 in disputes which ended in favour of the employers. In regard to working days lost by disputes, it will be seen that disputes which resulted in favour of the workpeople caused a greater loss than those which resulted in favour of the employers. The dispute affecting miners and others at Broken Hill was responsible for the exceptionally heavy loss of working days shewn under the heading "Indefinite." When the tabulations of particulars relating to losses caused by disputes which commenced during the year, 1919, were compiled, the Broken Hill dispute had not terminated, and the particulars relating thereto had to be shewn, so far as the result of the trouble was concerned, under the heading mentioned.

8. Methods of Settlement of Industrial Disputes.—Methods of settlement, *i.e.*, the means adopted whereby the parties to an industrial dispute or their representatives are either brought into active negotiations or other steps are taken to bring about a termination of the dispute, and a consequent resumption of work, are very varied, but for the purposes of statistical classification may be confined within the following six main headings, *viz.* :—

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

The first three main headings are further divided as follows :—

- (i.) By negotiations—
 - (a) Direct negotiations between employers and employees or their representatives.
 - (b) By intervention or assistance of distinctive third party, not under Commonwealth or State Industrial Acts.
- (ii.) Under State Industrial Acts—
 - (a) By intervention, assistance, or compulsory conference.
 - (b) By reference to Board or Court.
- (iii.) Under Commonwealth Conciliation and Arbitration Act—
 - (a) By intervention, assistance, or compulsory conference.
 - (b) By reference to Court.

Each of the first five methods indicates some definite action taken to arrive at a settlement of the issue or issues in an industrial dispute which

involves a cessation of work. The sixth, "Other Methods," is more or less indefinite, and synchronises with "Other Causes" and mainly relates to resummptions of work at collieries at the next shift, without any cause for the stoppages being necessarily made known officially to the management.

(i.) *Methods of Settlement of Industrial Disputes—Commonwealth, 1913-1919.*—In the following tables the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages caused by industrial disputes during the seven years 1913-1919 are classified for the Commonwealth according to the adopted schedule of methods of settlement:—

Methods of Settlement of Industrial Disputes, Commonwealth, 1913-1919.

Methods of Settlement.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
NUMBER OF DISPUTES.							
Negotiations—							
Direct between employers and employees or their representatives	119	247	254	319	234	171	291
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	17	11	29	34	38	21	35
Under State Industrial Act—							
By intervention assistance or compulsory conference	19	7	3	9	12	20	33
By reference to Board or Court	22	17	5	10	13	14	5
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance or compulsory conference	4	5	2	6	3	8	0
By Filling Places of Workpeople on Strike or Locked Out	13	16	9	18	36	26	22
By Closing-down Establishment Permanently	1	4	1	6	4	8	7
By other Methods	13	30	55	106	104	30	58
Total	208	337	358	508	444	298	490

NUMBER OF WORKPEOPLE INVOLVED.

Negotiations—							
Direct between employers and employees or their representatives	23,357	48,204	54,242	63,841	40,512	34,680	76,070
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	3,172	8,054	6,170	32,043	23,338	4,155	47,849
Under State Industrial Act—							
By intervention assistance or compulsory conference	8,505	770	1,515	2,117	6,205	2,958	6,926
By reference to Board or Court	12,774	7,308	815	2,201	2,779	3,392	1,380
Under Commonwealth Conciliation and Arbitration Act—							
By intervention assistance or compulsory conference	650	205	2,919	1,110	1,490	3,042	1,907
By Filling Places of Workpeople on Strike or Locked Out	658	629	205	413	17,780	1,933	2,201
By Closing-down Establishment Permanently	170	86	200	150	434	538	401
By other Methods	2,988	5,793	15,228	63,718	72,342	5,741	20,766
Total	50,233	71,040	81,292	170,683	173,970	56,439	157,591

Methods of Settlement of Industrial Disputes, Commonwealth, 1913-1919—cont.

Methods of Settlement.	1913.	1914.	1915.	1916.	1917.	1918.	1919
NUMBER OF WORKING DAYS LOST.							
Negotiations—							
Direct between employers and employees or their representatives	94,400	803,790	384,425	563,828	551,484	222,346	632,269
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	128,231	56,126	812,763	863,896	37,444	4,724,156
Under State Industrial Act—							
By intervention, assistance or compulsory conference	187,871	4,258	20,537	31,696	159,790	57,559	94,557
By reference to Board or Court	221,769	120,635	15,418	48,022	43,352	151,472	8,460
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance or compulsory conference	2,105	1,421	26,883	20,697	33,396	23,289	74,018
By Filling Places of Workpeople on Strike or Locked Out	14,139	4,402	1,533	9,060	908,506	35,298	46,029
By Closing-down Establishment Permanently	20,400	3,646	19,600	2,776	11,392	4,270	5,737
By other Methods	56,509	23,965	58,703	190,988	2,022,743	43,675	87,501
Total	623,528	1,090,395	583,225	1,078,990	4,599,658	580,853	5,652,726

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
Negotiations—							
Direct between employers and employees or their representatives	43,834	402,729	203,290	309,617	287,348	139,426	410,573
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	12,394	66,225	26,788	500,537	591,350	23,271	2,883,611
Under State Industrial Act—							
By intervention assistance or compulsory conference	86,277	1,841	9,832	18,075	65,352	41,358	59,167
By reference to Board or Court	104,293	64,208	7,716	23,047	32,444	96,211	4,425
Under Commonwealth Conciliation and Arbitration Act—							
By intervention assistance or compulsory conference	1,373	712	8,522	8,228	18,333	14,311	46,472
By Filling Places of Workpeople on Strike or Locked Out	6,478	2,076	891	4,326	453,344	24,514	20,586
By Closing-down Establishment Permanently	7,850	1,651	10,500	1,588	6,456	2,764	3,106
By other Methods	25,240	11,786	32,094	102,186	1,139,672	30,479	46,996
Total	287,739	551,228	299,633	967,604	2,504,808	372,384	3,402,936

In the above tables the methods of settlement of all disputes recorded during the past seven years are set out in comparative form. In all years it will be observed that direct negotiations between the employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations was settled by direct negotiations as compared with 73 per cent. during 1914; 71 per cent. during 1915; 63 per cent. during 1916; 53 per cent. during 1917; 57 per cent. during 1918; and 63 per cent. during 1919. The numbers of dislocations which have been settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts have not varied greatly during the period under review. In connection with the comparatively large numbers of disputes which are classified as having been settled "By other methods," it must be mentioned that a large number of stoppages of work occur each year, principally at the

collieries. without any cause for such stoppages being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without any negotiations for a settlement of the trouble which caused the stoppage.

(ii.) *Methods of Settlement of Industrial Disputes in each State and Territory, 1919.* In the following tables the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages caused by industrial disputes commenced during the year 1919 are classified for each State and Territory according to the adopted methods of settlement :—

Methods of Settlement of Industrial Disputes in each State and Territory, 1919.

Methods of Settlement.	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	N.T.	C'with
NO. OF DISPUTES.								
Negotiations—								
Direct between employers and employees, or their representatives	180	37	38	14	8	3	5	291
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	10	0	2	4	9	1	..	35
Under State Industrial Act—								
By intervention, assistance or compulsory conference	10	2	16	5	..	..	..	33
By reference to Board or Court .. .. .	..	..	4	1	..	..	..	5
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	1	3	1	3	1	..	..	9
By Filling Places of Workpeople on Strike or Looked out	16	1	2	2	..	1	..	22
By Closing down Establishment permanently	1	5	1	..	..	..	..	7
By other Methods	43	5	5	3	2	..	..	58
TOTAL	267	62	69	32	20	5	5	460

NO. OF WORKPEOPLE INVOLVED.

Negotiations—								
Direct between employers and employees, or their representatives	54,344	10,967	5,885	2,675	1,111	1,021	67	76,070
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	22,807	9,753	4,092	2,370	8,172	655	..	47,849
Under State Industrial Act—								
By intervention, assistance or compulsory conference	3,225	487	2,948	266	..	..	..	6,926
By reference to Board or Court .. .. .	..	..	1,146	234	..	..	..	1,380
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference	180	237	110	1,303	167	..	..	1,997
By Filling Places of Workpeople on Strike or Looked out	2,072	24	70	26	..	10	..	2,202
By Closing down Establishment permanently	143	213	45	..	..	..	..	401
By other Methods	17,225	925	1,118	972	528	..	..	20,766
TOTAL	99,096	22,606	15,414	7,846	9,976	1,686	67	157,591

Methods of Settlement of Industrial Disputes in each State and Territory, 1919—cont.

Methods of Settlement.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NO. OF WORKING DAYS LOST.								
Negotiations—								
Direct between employers and employees, or their representatives ..	201,876	156,565	112,620	54,211	9,036	6,051	1,910	632,269
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,213,610	544,448	436,950	132,420	330,508	57,180	..	4,724,155
Under State Industrial Act—								
By intervention, assistance or compulsory conference by reference to Board or Court ..	54,013	16,336	17,708	6,505	..	..	..	94,557
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference ..	25,740	1,429	660	39,676	6,518	..	..	74,018
By Filling Places of Work-people on Strike or Locked out ..	41,075	1,368	3,280	266	..	40	..	46,020
By Closing down Establishment permanently ..	1,859	3,428	450	..	..	..	..	6,737
By other Methods ..	40,974	9,759	9,814	2,024	4,930	..	..	67,501
TOTAL	3,669,186	733,333	586,601	233,378	350,987	63,271	1,910	5,652,726

ESTIMATED LOSS IN WAGES.

Negotiations—	£	£	£	£	£	£	£	£
Negotiations—								
Direct between employers and employees, or their representatives ..	210,998	91,378	72,838	31,664	6,824	4,985	1,436	419,573
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	2,078,483	293,706	227,905	64,416	201,316	27,785	..	2,883,611
Under State Industrial Act—								
By intervention, assistance or compulsory conference by reference to Board or Court ..	34,409	8,400	12,602	3,756	..	..	..	59,167
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference ..	17,200	858	437	24,450	3,527	..	..	46,472
By Filling Places of Work-people on Strike or Locked out ..	26,409	700	2,280	179	..	18	..	29,566
By Closing down Establishment permanently ..	991	1,683	432	..	..	..	..	3,106
By other Methods ..	28,769	6,071	8,196	1,260	2,700	..	..	46,996
TOTAL	2,307,250	302,706	327,537	127,303	213,867	32,738	1,436	3,492,936

It will be seen from the above tables that 201 disputes during the year 1919 were settled by direct negotiations between employers and employees or their representatives. In New South Wales, 186 or 70 per cent. of the total number of disputes in that State during the twelve months, were settled by this method, while in Victoria, Queensland, South Australia, Tasmania and Northern Territory this method of settlement was the most frequent. It will be noticed that, in Queensland, 16 dis-

putes were settled by intervention or by compulsory conference under the State Arbitration Act, while 4 dislocations were settled by referring the matters in dispute to the State Industrial Court. Twenty-two disputes during the year were terminated by filling the places of the workpeople who ceased work. Of the 58 dislocations which are classified as having been settled by "other methods" it will be seen that 43 occurred in New South Wales. The majority of these disputes involved employees at the collieries, and lasted one day. The mining dispute at Broken Hill was unsettled when the tabulations relating to dislocations of work during the year 1919 were closed. Many attempts to settle the dispute have been made but have been unsuccessful. In the above table the figures relating to this particular dispute are included in the totals shewn against the method of settlement "By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act."