

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) monthly 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

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

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:—

- (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

* 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.

The stop-work meetings to protest against conscription are, however, included in the tabulations, as they were called with a definite object, i.e., to cause a dislocation of industry with a view to directing attention to the opinion of a section of the workers.

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 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,

* 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.

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. In the periodical results published in the quarterly Bulletins, beginning with the first quarter of 1915, brief information has been included with respect to (a) the locality, industry, and occupation affected; (b) the number of workpeople directly and indirectly involved; (c) the dates of commencement and termination; (d) the alleged cause or object; and (e) the result of each dispute.

2. Industrial Disputes, Number and Magnitude in each State and Territory, 1913-1917.—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 and 1916 were shewn in detail in Labour Reports Nos. 6 and 7. In order to allow of a ready comparison of the results, particulars are furnished in the table below for the five years 1913 to 1917:—

* 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.

**Industrial Disputes.—Number and Magnitude in each State and Territory,
and for the Commonwealth, 1913-1917.**

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	216,368
	1914	235	908	33,955	22,326	56,281	836,948	419,656
	1915	272	694	47,006	22,608	69,614	464,843	240,322
	1916	336	717	91,762	31,638	123,400	1,145,222	674,064
	1917	296	918	118,515	15,508	134,023	3,308,869	1,928,405
Victoria	1913	29	63	4,151	2,026	6,177	85,212	35,744
	1914	44	164	5,699	1,352	7,051	84,106	39,610
	1915	38	154	5,434	809	6,243	64,878	28,478
	1916	55	449	13,576	2,092	15,668	228,269	114,683
	1917	52	636	15,976	2,114	18,090	766,410	378,946
Queensland	1913	17	20	1,781	225	2,006	55,288	28,374
	1914	18	42	1,230	406	1,636	25,703	11,747
	1915	17	39	1,477	539	2,016	19,934	9,505
	1916	64	252	17,367	2,551	20,318	170,690	96,776
	1917	39	202	12,074	971	13,045	317,699	178,125
South Australia	1913	9	13	272	16	288	2,412	1,029
	1914	13	45	616	575	1,191	15,275	7,677
	1915	15	25	1,314	169	1,483	19,877	14,442
	1916	21	45	1,037	603	1,640	10,583	6,004
	1917	24	44	3,958	146	4,104	57,446	30,306
W. Australia	1913	9	324	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	4,068	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
Tasmania	1913	8	30	444	20	464	987	434
	1914	0	22	288	25	313	3,286	1,459
	1915	2	3	922	..	922	4,608	2,174
	1916	6	30	366	68	434	21,380	11,207
	1917	8	11	1,082	623	1,685	52,541	24,502
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	..	..	..	..	..	..	..
Nth Territory	1913	1	4	131	39	170	2,500	1,675
	1914	2	2	68	..	68	552	348
	1915	7	7	254	44	298	5,237	2,365
	1916	2	2	120	..	120	420	345
	1917	2	2	75	..	75	615	520
Commonwealth	1913	208	921	33,493	16,790	50,283	623,528	287,789
	1914	337	1,203	43,073	27,976	71,049	1,090,393	551,228
	1915	353	942	57,005	24,287	81,292	533,225	299,633
	1916	508	†1,536	128,546	42,137	170,683	1,678,930	907,604
	1917	444	1,941	154,061	18,909	173,970	4,599,658	2,594,808

† These figures do not include establishments affected by the anti-conscription stop-work meetings, as definite particulars as to the number of establishments were not ascertainable.

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 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.

The prevalency of industrial disputes in New South Wales, as compared with the other States, continued during the year 1917. 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 form but a small proportion of the aggregate number.

The position which New South Wales occupies in comparison with the other States is practically wholly due to the prevalency 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 1917, totalled 4,599,658, as compared with 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 these years.

Particulars relating to the "card system" dispute at the Government Railway Workshops in New South Wales in August last are included in the tabulations for the year 1917. The dispute, which commenced on the 2nd August, 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 workers, including carters, storemen and artificial manure makers, stated that they refused to handle "black" goods and coal, and acted accordingly. The various disputes throughout the Commonwealth which followed on the action of the railway workshops' employees have been summarised and tabulated with a view to ascertaining the total number of workpeople involved and also the consequent losses in wages and working days.

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 railway workshops. Of these 79

disputes, 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 New South Wales the loss of wages is estimated at £1,780,000 ; in Victoria, £325,500 ; in Queensland, £62,000 ; in South Australia, £7400 ; in Western Australia, £42,300 ; and in Tasmania, £15,800.

Of the total number of workpeople involved (97,507) 77,357, or 79 per cent., were resident in New South Wales ; 14,200, or 15 per cent., in Victoria ; 2350, or 2 per cent., in Queensland ; and the remaining 3600, or 4 per cent., in the other States. In New South Wales the loss in working days was 3,071,000, or 77 per cent. of the total number (3,982,250) ; in Victoria, 637,300, or 16 per cent. ; in Queensland, 123,600, or 3 per cent. ; in West Australia, 84,100, or 2 per cent. The number of working days lost in South Australia and Tasmania was 14,100 and 32,150 respectively.

Owing to the action of the workpeople engaged in transport and coal-mining, the dispute became one of a far-reaching character, and practically all industries in New South Wales and Victoria were affected to a certain extent, the most serious cases being the railway and tramway services, coal and metalliferous mining, shipping and waterside working, general transport, engineering and metal working and the timber trade. The number of workpeople in railway and tramway services (including the railway workshops' employees, who initiated the strike) was 22,851, or 23 per cent. of the total number involved. Coal and metalliferous mining employees affected numbered 22,570, or 23 per cent. ; seamen, wharf labourers, coal lumpers and others engaged in the shipping industry, 22,757, or 23 per cent. ; while 22,009 persons engaged in various manufacturing industries, including engineers, metal workers, timber workers, artificial manure makers, rubber workers and rope and cordage makers, were involved. Carters, lorry drivers and others engaged in the transport of goods to the number of 6050 were also directly affected by the dislocation.

In connection with the estimated loss of wages (£2,233,000) in various industries, workpeople in the mining section suffered to the greatest extent, no less than £781,250 or 35 per cent., of the total estimated loss, being-recorded as the loss to employees engaged in coal and other mining. Other industries in which the workpeople lost large sums in wages were shipping and wharf labouring (£609,690, or 27 per cent.) ; railway and tramway services (£354,310, or 16 per cent.) ; general transport of goods (£124,000, or 6 per cent.) ; and manufacturing industries, including engineering and timber working (£244,690, or 11 per cent.).

The figures and particulars given in the preceding paragraphs concerning the " Card System " dispute relate to losses in working days and wages incurred by workpeople *directly* involved in the dispute, and regarding which definite information was obtainable. In addition, however, there was considerable dislocation of employment in various in-

dustries, although the workpeople engaged in such industries were taking no direct action in connection with the dispute. It may be said that these industries and workpeople were *involuntarily* involved. This effect was very far-reaching, and various industries were stopped completely, or were compelled to reduce hands or working time. In the majority of cases the restriction placed upon the use of coal, gas and electricity was the main cause of reducing employment; in others it was the lack of transport facilities, while in others, again, work was discontinued owing to the fact that consumption or use of certain classes of manufactured goods was considerably curtailed, and employers discontinued manufacture owing to the lack of storage accommodation and the unsettled state of industry.

Special enquiries were instituted to ascertain the number of workpeople and working days lost by persons who were *indirectly or involuntarily* affected by the dispute. The results of the enquiries, however, were unsatisfactory, as the particulars collected were so vague and qualified that it was not considered advisable to use the data for computing the losses in working days and wages by such workpeople. The Industrial Commissioner of New South Wales, who issued a special report in February last on "The New South Wales Strike Crisis, 1917,"* also considered the data collected by him in regard to the workpeople *indirectly* affected to be unsuitable for statistical purposes. In Victoria the Under-Secretary for Labour collected much valuable information regarding the industries affected, the number of workpeople out of employment, and the number on short time, etc. The period for which these particulars were available was from 8th September to 9th November, 1917. The number of male workers who were involuntarily thrown out of work during this period, according to these returns, varied from 2250 to 5000, while the female workers affected varied from 800 to 3200. In addition it was estimated that the number of workpeople who were working short time during this period ranged from 3600 to 22,000. Some idea of the amount of unemployment in Victoria amongst workpeople who were involuntarily thrown out of work may be gathered from the above particulars. It was not found possible, however, to compute, with any degree of accuracy, the number of working days or amount of wages lost by such workpeople. The occupations of the persons who are included in the above figures comprise, amongst others, bootmakers, agricultural implement makers, brickmakers, confectioners, carpenters, ironworkers, nail-makers, tanners, matchmakers, pottery makers, builders' labourers, and maltsters. In the other States, the loss of employment to workpeople, other than those directly involved in the dispute, was not as extensive as in New South Wales and Victoria.

Under the provisions of the War Precautions Act 1914-1916, a number of Regulations were made providing for certain contingencies which were considered likely to arise during the course of the dispute.

* This Report was prepared by direction of the Hon. the Minister for Labour and Industry by the Industrial Commissioner of New South Wales, and was issued as a Special Supplement of the New South Wales Industrial Gazette.

In the following paragraphs the main provisions and terms of these Regulations are shewn :—

Power to de-register Organisations which cease Work.

“ Where the Governor-General is satisfied that any association or organisation of employees registered under any Commonwealth or State Act relating to arbitration or the prevention or settlement of industrial disputes has, or that members thereof or of any branch or section thereof, have since the making of this regulation ceased work or become engaged in a strike or cessation of work, the Governor-General may by notice in the *Gazette* declare that he is so satisfied, and thereupon the registration of the association or organisation shall for all purposes whatsoever be deemed to be cancelled and the members of the association or organisation shall cease to be entitled to the benefit of any award applicable to the association or organisation, or, where the declaration applies only to one or more branches or sections of the association or organisation, the registration of the association or organisation shall as regards the members of that branch or section of those branches or sections, be deemed for all purposes whatsoever to be cancelled, and the members of that branch or section or those branches or sections shall cease to be entitled to the benefit of any award applicable to the association or organisation.

“ Within seven days after the publication in the *Gazette* of any such declaration application may be made to the Attorney-General by or on behalf of the association, organisation, branch or section to which the declaration relates for the cancellation of the declaration, and if, after the Attorney-General has heard the representations made by or on behalf of the association, organisation, branch or section, the Governor-General is satisfied that the association or organisation, or the members thereof or of the branch or section, as the case may be, did not cease work or become engaged in a strike or cessation of work, the Governor-General may by order cancel the declaration made by him, and the declaration shall thereupon be deemed to be and to have been of no effect.”

Power to cancel Provision in Agreements relating to Preference in Employment.

“ If the Governor-General is satisfied that any trade union or other association of employees has, or that members thereof or of any branch or section thereof, have ceased work or become engaged in a strike or cessation of work, the Governor-General may by notice in the *Gazette* cancel so much of the provisions of any agreement made between the trade union, association, branch, or section and one or more employers as provides for or relates to preference in employment to members of the trade union, association, branch, or section, or as provides for members of the trade union, association, branch, or section not being required or permitted to work with or alongside of persons not being members, and thereupon the provisions so cancelled shall cease to have any effect whatever.”

The following amendments of War Precautions Regulations were made:—

“Any person who, by word, deed, or otherwise—

(a) Interferes with, impedes, prevents or hinders the discharge, loading, coaling, or despatch of shipping, or the performance of any industrial operation connected therewith or incidental thereto, or

(b) Interferes with or impedes any person or body of persons engaged in, or dissuades, prevents or hinders any person or body of persons from becoming, or continuing to be, engaged in, the discharge, loading, coaling, or despatch of shipping, or the performance of any such industrial operation,

shall be guilty of an offence.”

“Any person who by word, deed or otherwise—

(a) Interferes with, impedes, prevents, or hinders, shearing operations or any work connected therewith, or incidental thereto, or the loading, carriage, unloading, handling, or storing of wool, or

(b) Interferes with, or impedes, any person or body of persons engaged in, or dissuades, prevents, or hinders any person or body of persons from becoming, or continuing to be, engaged in shearing operations, or any work connected therewith, or incidental thereto, or the loading, carriage, unloading, handling, or storage of wool,

shall be guilty of an offence.”

A Regulation issued under the same Act provided for the appointment of “Coal Boards” in the several States. Subject to this Regulation any person, firm, or company and any authority constituted under the Commonwealth or any State, possessing, whether for industrial purposes or not, more than five tons of coal or coke, had to submit a return verified by statutory declaration to the respective official appointed in each State, setting forth the quantity and nature of the coal or coke possessed by him or it, and the place at which such coal or coke is stored. Persons, firms, companies and authorities were prohibited from using for industrial purposes any coal or coke in their possession, except under and in accordance with special permits or directions from the Minister or a Coal Board. Railways, tramways, electric light works, gas works, hospitals and certain industries were permitted to use coal and coke in their possession for a period of seven days after the issue of the Regulation. The supplying of electric current or gas for industrial purposes, without the consent in writing of the Minister or a Coal Board, was prohibited. The use of electricity or gas for the purpose of any display of advertising device or sign was also prohibited, as was also the use of these utilities for domestic purposes during certain specified hours.

A Regulation was also issued to compel the holders of licenses for the sale of intoxicating liquor at Broken Hill and Port Pirie to close their premises for the sale of intoxicating liquor.

Under Section 60, which provides for the cancellation of registration of organisations under the Commonwealth Conciliation and Arbitration Act, an application for the de-registration of the Waterside

Workers' Federation was made to the Commonwealth Conciliation and Arbitration Court. The affidavits set out that the Federation was in dispute with the shipowners throughout Australia, and with the stevedores and others; also that, consequent on a strike of railway men at the railway workshops in Sydney over the card system, the wharf labourers in Sydney and Melbourne "refused to offer their services for work." The President of the Court refused the de-registration of the Federation on the ground that, as the organisation had amended its rules so as to control its members better, no good purpose would be served by the cancellation.

Orders cancelling the provisions in agreements relating to preference in employment were gazetted in the Commonwealth *Gazette* during September. The members of the Waterside Workers' Federation at various ports throughout the Commonwealth, the members of the Federated Storemen's and Packers' Union in New South Wales, and the members of the Federated Ship Painters' and Dockers' Union at Sydney and Melbourne were deprived of their preferential claim to employment by these Orders.

Emergency legislation was enacted in New South Wales. The Coal Mines Regulation (Amendment) Act 1917 was assented to on 18th August, 1917, and the Electric Lighting and Gas Emergency Act 1917 was assented to on the same date. These Acts were passed with the object of empowering the Government to exercise control over coal, electricity, and gas and the distribution thereof. The Boards, appointed under the provisions of the Electric Lighting and Gas Emergency Act 1917, issued notifications limiting the supply and use of gas and electricity. Special efforts were made to conserve the supply, and also to furnish power for industrial purposes. The use of gas and electricity for domestic purposes was prohibited during certain hours.

In New South Wales and also in Victoria the organisation of emergency labour was undertaken by the Government. In the former State camps were formed in which the volunteers were accommodated during their employment in the various industries. The Victorian Government, alarmed at the prospect of the coal supply being exhausted, arranged to take over two collieries in New South Wales. Volunteer labour was engaged in Victoria and sent to the collieries.

Proclamations were published in the New South Wales Government *Gazette* during August proclaiming that the Government had assumed possession of motor vehicles in private hands, and also of all horse-drawn vehicles used for carrying, and horses that are used with such vehicles of every description in the State, with full power to use same in any manner which seemed fit to the Government.

The Court of Industrial Arbitration of New South Wales cancelled the registration as industrial unions under the State Act of over twenty unions on the grounds that such unions had either instigated or aided a strike. Amongst the unions which were de-registered were many of the largest in the State. A number of new unions were formed during the course of the dispute, and on application for registration as industrial unions under the State Act, were granted registration by the Court in place of the unions de-registered.

The following are the terms of the settlement of the Railway Strike :—

(1) The card system as existing on the 1st August to be continued, and at the end of three months a Royal Commission to be appointed to inquire into and determine whether its operations are just or otherwise and should be continued.

(2) In the operation of the card system every man shall, every day, have the opportunity of inspecting and initialling his card relating to the previous day's work.

(3) Unions to submit full list of grievances to the Special Commissioner for Conciliation appointed under the Industrial Arbitration Act 1912.

(4) Such of the grievances as raise issues which fall within the jurisdiction of the Court of Industrial Arbitration are to be immediately referred by or through the said Commissioner to the Court.

(5) Such of the grievances as raise issues which are not within the jurisdiction of the Court are to be referred by the said Commissioner to Cabinet, which will immediately amend the Industrial Arbitration Acts so as to give the Court jurisdiction over all matters which are industrial, but not matters of business management.

(6) The Chief Railway Commissioner is to have discretion in filling all vacancies, but in making appointments prior consideration is to be given to the claims of applicants who were in the service of the Commissioner on or before the 1st August last.

(7) It is mutually understood that work shall be resumed without resentment, and employment offered without vindictiveness.

The dislocation of work following on the "card system" dispute 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. 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. Another dispute of considerable magnitude was recorded in the year 1916, 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 the stoppages were 409,000 working days and £240,850 in wages. 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.

During the early part of the year 1917, the most serious dislocations were those which involved glass bottle makers in New South Wales, Victoria, and South Australia, wheat stackers and baggers in New South Wales and Victoria, quarrymen in Victoria, ham and bacon curers.

and mining employees in Queensland, masters and mates and slaughtermen in Western Australia, and miners and others at Mount Lyell in Tasmania.

3. Industrial Disputes, Classified in Industrial Groups, 1917.—

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 1917, 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, and for the year 1916 in Labour Report No. 7.

Industrial Disputes, Classified according to Industrial Groups, 1917.

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.	3	27	1,394	1,045	2,939	73,527	39,470
II. Engineering, metal works, &c.	17	36	4,771	216	4,987	147,430	91,340
III. Food, drink, &c., manufacturing and distribution	16	75	1,890	1,120	3,010	67,232	36,452
VI. Other manufacturing	28	39	8,205	1,316	10,021	210,422	120,515
VII. Building	1	6	200		200	6,470	3,560
VIII. Mines, quarries, &c.	183	279	53,046	10,058	63,104	1,172,863	856,514
IX. Railway and tramway services	11	11	23,596	1,151	24,747	746,134	357,563
X. Other land transport	2	271	4,268		4,268	178,518	80,099
XI. Shipping, wharf labour, &c.	13	37	12,881	47	12,928	677,243	327,213
XII. Pastoral, agricultural, &c.	9	86	811	45	856	7,949	5,103
XIII. Domestic, hotels, &c.	1	1	9	4	13	13	4
XIV. Miscellaneous	13	50	6,941	6	6,950	21,068	11,722
TOTAL	206	918	118,515	15,508	134,023	3,308,869	1,929,405
Victoria.							
I. Wood, sawmill, timber, &c.	2	141	2,620	140	2,760	103,030	55,545
II. Engineering, metal works, &c.	2	6	290	150	440	15,280	7,710
III. Food, drink, &c., manufacturing and distribution	3	8	767	29	790	10,504	4,745
VI. Other manufacturing	10	40	2,312	736	3,548	100,815	51,115
VII. Building	1	1	4		4	48	24
VIII. Mines, quarries, &c.	8	20	1,958	745	2,703	86,122	45,259
IX. Railway and tramway services	1	1	90		90	270	130
X. Other land transport	1	300	1,600	200	1,800	86,400	44,000
XI. Shipping, wharf labour, &c.	6	22	4,542		4,542	326,843	158,402
XII. Pastoral, agricultural, &c.	11	60	770	24	794	4,533	2,556
XIII. Domestic, hotels, &c.	1	1	127		127	635	140
XIV. Miscellaneous	6	36	396	90	486	20,930	9,300
TOTAL	52	636	15,976	2,114	18,090	760,410	378,946
Queensland.							
III. Food, drink, etc., manufacturing and distribution	9	16	2,670	164	2,834	13,714	8,872
VI. Other manufacturing	3	4	83	1	84	736	368
VII. Building	2	2	36		36	61	36
VIII. Mines, quarries, &c.	7	7	2,648	6	2,654	39,367	27,593
IX. Railway and tramway services	5	5	2,847	800	3,647	60,923	38,489
XI. Shipping, wharf labour, &c.	8	14	2,747		2,747	124,647	62,613
XII. Pastoral, agricultural, &c.	2	151	1,005		1,005	78,030	40,016
XIV. Miscellaneous	3	3	38		38	221	118
TOTAL	39	202	12,074	971	13,045	317,699	178,125
South Australia.							
II. Engineering, metal works, &c.	2	2	17		17	606	334
VI. Other manufacturing	1	1	200		200	14,000	7,000
IX. Railway and tramway services	8	8	1,055	85	1,140	25,785	13,958
XI. Shipping, wharf labour, &c.	6	15	2,097		2,097	15,508	8,122
XII. Pastoral, agricultural, &c.	4	15	260	55	315	1,250	697
XIV. Miscellaneous	3	3	329	6	335	297	195
Total	24	44	3,958	146	4,104	57,446	30,306

Industrial Disputes, Classified according to Industrial Groups, 1917—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							
I. Wood, sawmill, timber, etc.	1	1	20	..	20	60	£ 40
III. Food, drink, &c., manufacturing and distribution	2	95	72	218	290	1,520	775
VI. Other manufacturing	2	2	31	..	31	20	63
VII. Building	2	2	111	52	163	1,505	1,032
IX. Railway and tramway services	4	4	338	9	346	1,036	729
XI. Shipping, wharf labour, &c.	8	16	1,733	261	2,002	97,319	50,088
XII. Pastoral, agricultural, &c.	1	5	50	..	50	150	100
XIV. Miscellaneous	3	3	46	..	46	218	182
Total	23	128	2,401	547	2,948	102,078	53,004
Tasmania							
I. Wood, sawmill, timber, etc.	2	2	37	7	44	549	232
VI. Other manufacturing	1	1	37	..	37	74	50
VIII. Mines, quarries, &c.	2	2	448	610	1,058	18,664	7,960
XI. Shipping, wharf labour, &c.	3	6	540	6	546	33,254	16,260
Total	8	11	1,062	623	1,685	52,541	24,502
Northern Territory.							
IX. Railway and tramway services	1	1	15	..	15	555	470
XI. Shipping, wharf labour, &c.	1	1	60	..	60	60	50
TOTAL	2	2	75	..	75	615	520
All States.							
I. Wood, sawmill, timber, &c.	8	171	4,571	1,192	5,763	182,166	95,307
II. Engineering, metal works, &c.	21	44	5,078	366	5,444	183,316	99,384
III. Food, drink, &c., manufacturing and distribution	30	194	5,399	1,531	6,930	92,970	50,844
VI. Other manufacturing	45	87	11,368	2,553	13,921	326,317	179,131
VII. Building	6	11	351	52	403	8,084	4,592
VIII. Mines, quarries, &c.	200	308	59,100	11,419	69,519	1,317,016	937,326
IX. Railway and tramway services	30	30	27,941	2,044	29,985	834,703	411,339
X. Other land transport	3	571	5,868	200	6,068	264,918	124,009
XI. Shipping, wharf labour, &c.	44	111	24,000	322	24,922	1,274,874	622,743
XII. Pastoral, agricultural, &c.	27	317	2,396	124	3,020	91,912	48,472
XIII. Domestic, hotels, &c.	2	2	136	4	140	648	144
XIV. Miscellaneous	28	95	7,753	102	7,855	42,784	21,517
TOTAL	444	1,941	154,061	19,909	173,970	4,599,658	2,594,808

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 and also in 1917, however, the proportion of disputes in Group VIII. shewed a decrease, the figures representing 47 and 45 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.

In Labour Bulletin No. 9, Section XIV., "Prohibition of Strikes and Lock-outs in Australia," the prevalency of industrial disputes in mining industries 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.

Of the total number of working days lost and the estimated total loss in wages due to disputes which commenced during the year 1917, 29 per cent. and 36 per cent. respectively were due to stoppages which involved employees in the mining and quarrying industries (Group VIII.).

Wharf labourers, seamen and others employed in the shipping industry (Group XI.) lost 1,274,874 days during the year. These figures represent 27 per cent. of the total, while employees in the railway and tramway services of the various States lost 834,703 working days. In comparison with previous years Groups I. (Wood, sawmill, timber, etc.), III. (Food, drink, etc.), VI. (Other manufacturing), X. (Other land transport), and XII. (Pastoral, agricultural, etc.), shew increased losses in working days and wages. It may be mentioned, however, that these increases, in all groups with the exception of Group XII. (Pastoral, etc.), are due to disputes which arose on account of the "card system" dispute which occurred at the Government Railway Workshops in New South Wales. Details regarding this dispute have been given on previous pages.

4. 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, 1913-1917.*—

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, 1914, 1915, 1916, and 1917, classified under the adopted limits of duration.

Duration of Industrial Disputes in the Commonwealth, 1913-1917.

Limits of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	Indirectly.	Total.		
1 day and less	1913	66	9,698	5,075	14,773	14,773	£ 8,168
	1914	118	15,295	10,192	25,487	25,438	13,744
	1915	147	21,246	11,326	32,572	31,559	19,452
	1916	155	55,680	10,711	66,391	65,757	35,293
	1917	158	28,705	6,758	35,463	35,065	28,738
2 days and more than 1 day	1913	22	2,631	1,945	4,576	9,022	4,449
	1914	53	6,309	3,352	9,661	18,382	8,986
	1915	44	6,671	2,246	8,917	17,794	9,464
	1916	57	11,607	5,923	17,530	31,775	17,672
	1917	47	7,093	2,383	9,476	18,917	12,253
3 days and more than 2 days	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	7,672
	1916	45	8,050	5,220	13,270	39,419	23,612
	1917	29	4,363	438	4,801	14,340	9,442
Over 3 days and less than one week (6 days)	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	5,082	3,153	8,235	36,469	21,176
	1916	81	13,460	5,918	19,378	86,817	50,464
	1917	39	4,749	1,578	6,327	27,132	16,868
1 week and less than 2 weeks	1913	34	7,551	1,972	9,523	72,156	32,700
	1914	38	5,222	1,206	6,428	58,108	27,868
	1915	48	11,372	4,184	15,556	127,477	41,875
	1916	64	8,061	5,493	13,554	108,978	60,933
	1917	58	9,003	1,689	10,692	79,857	47,336
2 weeks and less than 4 weeks	1913	21	1,439	4,671	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	118,382
4 weeks and less than 8 weeks	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	681	3,404	95,836	51,761
	1916	32	19,348	3,207	22,555	644,960	402,471
	1917	49	45,338	1,323	47,161	1,615,954	821,402
8 weeks and over	1913	12	889	336	1,225	153,211	67,632
	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	498,587	250,923
	1917	26	44,620	2,611	47,231	2,599,209	1,542,412
Total	1913	208	33,493	16,790	50,283	623,528	287,739
	1914	337	43,073	27,976	71,049	1,090,395	551,223
	1915	358	57,005	24,287	81,292	583,225	299,633
	1916	508	123,546	42,137	170,683	1,678,930	967,604
	1917	444	154,061	19,909	173,970	4,599,659	2,594,808

It will be seen from the above table that disputes lasting for one day or less were the most frequent during each of the years for which figures are furnished. In the year 1917, stoppages of one day or less represented nearly 36 per cent. of the total number, while 61 per cent. of the stoppages during the year were terminated in less than one week. The disputes which continued for four weeks or over represented 17 per cent. of the total number of dislocations 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 the year.

(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 1917, 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, and for the year 1916 in Labour Report No. 7.

Duration of Industrial Disputes in each State and Territory, 1917.

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'wth.
NO. OF DISPUTES.								
1 day and less	136	6	6	3	6	..	1	158
2 days and more than 1 day	32	2	8	2	2	..	1	47
3 days and more than 2 days	18	4	4	1	2	..	..	29
Over 3 days & less than 1 wk	22	6	4	6	1	..	..	39
1 week and less than 2 weeks	29	11	7	6	4	1	..	58
2 weeks and less than 4 weeks	21	6	4	1	3	3	..	38
4 weeks and less than 8 weeks	28	6	3	3	5	3	1	49
8 weeks and over	10	11	3	2	..	..	..	26
Total	396	52	39	24	23	8	2	444
NO. OF WORKPEOPLE AFFECTED.								
1 day and less	33,207	1,041	379	291	485	..	60	35,463
2 days and more than 1 day	7,385	126	1,041	90	247	37	..	9,476
3 days and more than 2 days	3,979	192	491	64	70	..	..	4,796
Over 3 days & less than 1 wk	3,668	536	1,091	992	40	..	..	6,327
1 week and less than 2 weeks	6,623	1,154	671	1,458	728	38	..	10,872
2 weeks and less than 4 weeks	4,485	1,850	5,361	52	32	1,064	..	12,844
4 weeks and less than 8 weeks	39,373	4,870	61	950	1,346	546	15	47,161
8 weeks and over	35,353	8,321	3,350	207	..	..	..	47,231
Total	134,023	18,090	13,045	4,104	2,948	1,685	75	173,970
NO. OF WORKING DAYS LOST.								
1 day and less	33,151	1,008	317	115	414	..	60	35,065
2 days and more than 1 day	14,635	252	3,282	180	494	74	..	18,917
3 days and more than 2 days	11,939	576	1,423	192	210	..	..	14,340
Over 3 days & less than 1 wk	15,161	2,579	4,664	4,568	160	..	..	27,132
1 week and less than 2 weeks	49,834	9,974	4,820	10,347	4,578	304	..	79,857
2 weeks and less than 4 weeks	58,121	32,160	99,396	998	600	18,909	..	210,184
4 weeks and less than 8 weeks	1,284,976	172,850	2,107	26,500	95,622	33,254	555	1,615,954
8 weeks and over	1,841,652	541,011	201,600	14,546	..	..	..	2,598,209
Total	3,308,869	760,410	317,699	57,446	102,078	52,541	615	4,599,658
ESTIMATED LOSS IN WAGES.								
1 day and less	£ 25,595	£ 556	£ 217	£ 62	£ 253	£ ..	£ 50	£ 26,793
2 days and more than 1 day	9,368	191	2,217	104	323	50	..	12,253
3 days and more than 2 days	8,135	297	780	140	140	..	..	9,442
Over 3 days & less than 1 wk	8,731	1,218	3,301	2,528	90	..	..	16,868
1 week and less than 2 weeks	29,801	5,322	3,271	5,682	3,100	160	..	47,336
2 weeks and less than 4 weeks	27,782	16,572	65,132	500	344	8,032	..	118,362
4 weeks and less than 8 weeks	652,416	88,245	1,257	14,000	48,754	16,260	470	821,402
8 weeks and over	1,166,577	268,545	102,000	7,290	..	..	..	1,542,412
Total	1,929,405	378,946	178,123	30,306	53,004	24,502	520	2,594,808

5. **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>2. <i>Hours of Labour.</i></p> <p>(a) For reduction.</p> <p>(b) Other questions concerning hours.</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>(c) For reinstatement of discharged employees.</p> | <p>(d) Against employment of certain officials.</p> <p>(e) Other questions concerning employment.</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>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> |
|--|---|

In the following tables particulars in respect of the number of industrial disputes recorded for the year 1917, 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:—

* "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 which commenced in the Year, 1917.

Causes of Disputes ^o	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	N.T.	C'with.
NO. OF DISPUTES.								
1. Wages—								
(a) For increase ..	17	14	8	6	5	1	2	53
(b) Against decrease ..	1	..	..	..	..	..	..	1
(c) Other wage questions ..	47	6	8	3	5	..	..	69
2. Hours of Labour—								
(a) For reduction ..	..	1	1	..	..	..	..	2
(b) Other disputes re hours ..	6	2	..	..	..	..	..	8
3. Trade Unionism—								
(a) Against employment of Non-unionists ..	11	4	4	2	2	3	..	26
(b) Other union questions ..	17	12	2	1	..	..	..	32
4. Employment of particular classes or persons ..	67	6	7	4	4	2	..	90
5. Working conditions ..	70	1	6	2	2	..	..	81
6. Sympathetic ..	43	3	2	4	3	2	..	57
7. Other causes ..	17	3	1	2	2	..	..	25
Total ..	296	52	39	24	23	8	2	444

NO. OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	2,708	700	1,903	327	222	1,020	75	7,135
(b) Against decrease ..	21	..	..	..	..	..	..	21
(c) Other wage questions ..	12,463	1,109	3,653	999	670	..	..	18,894
2. Hours of Labour—								
(a) For reduction ..	..	4	1,000	..	..	..	..	1,004
(b) Other disputes re hours ..	1,841	735	..	..	..	..	..	2,576
3. Trade Unionism—								
(a) Against employment of Non-unionists ..	2,560	1,220	1,902	112	290	98	..	6,182
(b) Other union questions ..	9,547	7,384	360	29	..	..	..	17,320
4. Employment of particular classes or persons ..	13,093	591	514	272	308	67	..	15,445
5. Working conditions ..	17,630	400	753	181	57	..	..	19,021
6. Sympathetic ..	64,280	5,609	2,350	2,100	1,240	500	..	78,078
7. Other causes ..	9,274	257	520	84	161	..	..	10,296
Total ..	134,023	18,090	18,045	4,104	2,948	1,685	75	173,070

NO OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	11,830	5,786	10,483	7,066	1,943	18,360	615	50,083
(b) Against decrease ..	42	..	..	..	..	..	..	42
(c) Other wage questions ..	99,452	33,486	60,488	18,118	13,536	..	..	225,080
2. Hours of Labour—								
(a) For reduction ..	..	16	78,000	..	..	..	..	78,016
(b) Other disputes re hours ..	7,100	55,460	..	..	..	..	..	62,560
3. Trade Unionism—								
(a) Against employment of Non-unionists ..	22,023	24,060	38,105	1,238	1,520	654	..	87,600
(b) Other union questions ..	281,077	289,888	1,055	29	..	..	..	572,940
4. Employment of particular classes or persons ..	35,058	7,370	1,346	1,969	277	1,277	..	47,297
5. Working conditions ..	206,884	400	3,582	724	381	..	..	211,971
6. Sympathetic ..	2,226,188	341,400	123,600	28,100	84,260	32,250	..	3,239,798
7. Other causes ..	16,315	544	1,040	202	161	..	..	18,262
Total ..	3,808,869	760,410	317,690	57,446	102,078	52,541	615	4,599,658

Of the total number of disputes (444) which commenced during the year 1917, "Wage" questions were responsible for 123, of which number 53 were claims by the employees for increases. Eighty-one disputes occurred over "Working Conditions and Discipline," and 90 over the question of the "Employment of Particular Classes or Persons."

The majority of the latter disputes were caused by the refusal of requests for the reinstatement of discharged employees. Ten disputes arose over the question of "Hours of Labour," 58 on account of "Trade Unionism," and 57 were classed as "Sympathetic" disputes.

Disputes in 1917 over "Wage" questions were less numerous than during the previous year. In 1916 these disputes represented 45 per cent. of the total number, while in 1917 the percentage of stoppages of work caused by "Wage" questions was 28 per cent. The number of dislocations caused by the employment of non-unionists and the refusal of workpeople to handle "black" goods and coal was considerably higher than in previous years. The same remark also applies to "Sympathetic" stoppages. The majority of the disputes classified under these two headings were directly associated with the action of the railway employees at the Government workshops in New South Wales. No less than 76,076 workpeople, or 44 per cent. of the total number involved in all disputes, were implicated in "Sympathetic" stoppages during the year. The number of working days lost by these 76,076 workpeople was 3,239,798, or 70 per cent. of the total loss during the period under review. Disputes over "Trade Union" matters affected 23,502 workpeople, or nearly 14 per cent. of the total. These employees lost 660,549 working days, which number represents 12 per cent. of the total number of days lost.

6. **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.

In most instances the workpeople involved in "Sympathetic" disputes resume work on the conditions prevailing prior to the stoppage, so that so far as they are concerned no gain or loss has occurred. In many cases during the year 1917, however, workpeople, who ceased work in sympathy with the New South Wales Government Railways Work-shops' employees, lost their employment, while others lost privileges and concessions which they enjoyed prior to the dislocation. Under the circumstances the results of these sympathetic stoppages have been classified as in favour of the employer.

(i.) *Industrial Disputes in Commonwealth classified according to Causes and Results, 1917.*—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 1917, classified according to principal cause and result:—

Industrial Disputes, Classified according to Causes and Results, 1917.

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	24	20	9	..	3,482	2,668	985	..	15,727	31,428	6,928	..
(b) Against decrease	1	..	..	..	21	..	..	..	42	..	..	..
(c) Other wage questions	20	26	23	..	2,947	6,149	0,708	..	7,351	46,354	171,375	..
Hours of Labour—												
(a) For reduction	..	1	1	..	..	1,000	4	..	..	78,000	16	..
(b) Other disputes re hours	1	4	3	..	750	908	858	..	6,000	977	55,583	..
Trade Unionism—												
(a) Against employment of non-unionists	14	6	6	..	3,540	1,781	861	..	43,070	37,790	6,740	..
(b) Other union questions	5	23	4	..	1,232	15,943	145	..	3,390	568,234	1,325	..
Employment of particular Classes or Persons	41	25	23	1	6,027	5,307	3,649	462	13,322	15,871	16,718	1,386
Working Conditions	32	23	24	2	5,546	9,082	3,959	434	10,377	193,150	8,010	431
Sympathetic	1	53	3	1	40	75,606	400	30	160	3,224,778	14,800	60
Other Causes	8	7	5	5	748	1,085	1,651	6,814	8,828	3,399	3,608	7,427
TOTAL	147	188	100	9	24,331	119,580	22,310	7,740	108,267	4,201,981	286,103	9,305

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; and for 1916, see Labour Report No. 7, p. 500.

(ii.) *Results of Industrial Disputes in each State, 1917.*—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 1917, classified according to results:—

Industrial Disputes in each State, Classified according to Results, 1917.

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	92	131	64	9	17,042	94,897	14,344	7,740	43,393	3150,083	106,086	9,307
Victoria	18	26	14	..	1,153	14,546	2,391	..	2,704	669,712	97,994	..
Queensland	20	9	10	..	4,528	3,874	4,643	..	49,043	205,250	63,406	..
South Australia	7	10	7	..	530	2,887	687	..	2,582	38,395	16,469	..
Western Australia	11	9	3	..	890	1,866	193	..	3,628	97,931	519	..
Tasmania	4	3	1	..	128	1,520	37	..	1,857	50,610	74	..
Northern Territory	1	..	1	..	60	..	15	..	60	..	555	..
Total, C'wealth	147	188	100	9	24,331	119,589	32,810	7,740	103,267	4201,981	285,103	9,307

In the above table it will be seen that 147 of the 444 disputes recorded during the year 1917 were classified as terminating in favour of the workpeople involved; 188 in favour of the employers, while 100 resulted in a compromise. In New South Wales, Victoria and South Australia the results were in favour of the employers, while in the remaining States and the Northern Territory the results favoured the employees. The effect of the unsuccessful dispute over the introduction of the "Card System" into the Government Railway Workshops in New South Wales is noticeable when the figures shewing the number of workpeople involved in disputes which resulted in favour of the employers is scrutinised. No less than 119,589 workpeople, or 69 per cent. of the total number, were involved in unsuccessful disputes during the year. The greater part of these employees were implicated in disputes which arose out of the trouble at the railway workshops.

7. **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 Act.
- (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 resumptions of work at collieries at the next shift, without any cause for the stoppages being necessarily made known officially to the management.

In the following tables the number of disputes, number of work-people involved, number of working days lost, and estimated loss in wages caused by industrial disputes commenced during the year, 1917, are classified for each State and Territory of the Commonwealth according to the adopted schedule of methods of settlement:—

Methods of Settlement of Industrial Disputes Commenced in 1917.

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	151	27	22	15	14	3	2	234
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26	4	3	2	1	2	..	38
Under State Industrial Act—								
By intervention, assistance or compulsory conference	8	..	4	..	..	..	..	12
By reference to Board or Court	7	..	3	1	2	..	..	13
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	1	2	..	..	..	..	..	3
By Filling Places of Work-people on Strike or Locked out	21	10	2	1	1	1	..	36
By Closing down Establishment permanently	3	..	..	..	1	..	..	4
By other Methods	79	9	5	5	4	2	..	104
TOTAL	296	52	39	24	23	8	2	444

NO. OF WORKPEOPLE INVOLVED.

NO. OF WORKPEOPLE INVOLVED.								
Negotiations—								
Direct between employers and employees, or their representatives	34,364	5,573	6,010	2,224	1,168	98	75	49,512
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	21,821	443	556	231	220	67	..	23,338
Under State Industrial Act—								
By intervention, assistance or compulsory conference	5,194	..	1,101	..	..	..	..	6,295
By reference to Board or Court	814	..	1,922	10	33	..	..	2,779
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference	816	674	..	..	..	..	..	1,490
By Filling Places of Work-people on Strike or Locked out	9,420	7,745	49	100	16	450	..	17,780
By Closing down Establishment permanently	308	..	..	..	126	..	..	434
By other Methods	61,286	3,655	3,407	1,539	1,385	1,070	..	72,342
TOTAL	134,023	18,000	18,045	4,104	2,948	1,685	75	173,970

Methods of Settlement of Industrial Disputes commenced in 1917—*continued.*

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 ..	271,809	191,674	68,313	13,493	4,926	654	615	551,484
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	837,239	8,353	1,473	14,124	1,380	1,277	..	863,896
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	152,725	..	7,074	..	..	..	..	159,799
By reference to Board or Court ..	10,570	..	37,207	60	515	..	..	48,352
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference ..	1,632	31,764	..	..	..	..	..	33,396
By Filling Places of Work-people on Strike or Locked out ..	460,032	411,211	1,837	5,800	16	29,700	..	908,586
By Closing down Establishment permanently ..	556	..	..	..	10,836	..	..	11,392
By other Methods ..	1,574,256	117,408	201,795	23,969	84,405	20,910	..	2,023,743
TOTAL ..	3,308,869	760,410	317,699	57,446	102,078	52,541	615	4,509,658

ESTIMATED LOSS IN WAGES.

Negotiations—	£	£	£	£	£	£	£	£
Direct between employers and employees, or their representatives ..	137,597	94,433	43,625	7,416	3,435	322	520	287,348
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	576,592	5,595	832	7,060	700	530	..	591,359
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	60,032	..	4,420	..	..	..	..	65,352
By reference to Board or Court ..	6,078	..	26,050	44	272	..	..	32,444
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference ..	683	17,650	..	..	..	..	..	18,333
By Filling Places of Work-people on Strike or Locked out ..	233,286	202,157	1,041	2,750	10	14,600	..	453,844
By Closing down Establishment permanently ..	356	..	..	..	6,160	..	..	6,456
By other Methods ..	913,381	59,111	102,157	13,036	42,487	9,000	..	1,139,672
TOTAL ..	1,929,405	378,946	178,125	30,308	53,004	24,502	520	2,594,808

“Direct negotiations” between the representatives of employers and employees was the most popular method of settling disputes during the year 1917. Of the total number of disputes (444) no less than 234 were settled by that method. Thirty-eight stoppages were terminated by the intervention of a third party (not an official under Commonwealth or State Industrial Act); thirty-six were settled by filling the places of the employees on strike, while twenty-eight were terminated by intervention, assistance, or reference to Courts or Boards appointed

under Commonwealth or State Arbitration or Industrial Acts. One hundred and four disputes were 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.

SECTION XIII.—STATE FREE EMPLOYMENT BUREAUX.

1. **General.**—In the following paragraphs, particulars are given of the operations of the various State Labour Bureaux. In Labour Report No. 6 (page 130), attention was drawn to the fact that the systems adopted in the several States for the registration of applications for work and from employers are not uniform, and that the comparisons which can be drawn from the figures shewing the results of the operations of these Bureaux are subject to certain limitations.

2. **Applications and Positions Filled, 1913 to 1917.**—The following table shows the total number of applications for employment and from employers, and the number of positions filled in the Commonwealth during the years 1913 to 1917.

State Free Employment Bureaux.—Applications for Employment and from Employers, and Positions Filled in the Commonwealth, during the Years 1913 to 1917.

Year.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Period.	Received during Period.	Total.	On Live Register at Beginning of Period.	Received during Period.	Total.	
1913	2,520	81,356	83,876	*321	*26,103	*26,424	35,312
1914	2,326	100,917	103,243	*1,017	*29,223	*30,240	37,365
1915	9,075	102,264	111,339	†370	†20,900	†21,270	39,069
1916	7,345	85,349	92,694	†1,758	†34,982	†36,740	42,384
1917	5,487	76,710	82,197	†994	†27,372	†28,366	36,657

* Exclusive of Victoria and South Australia, for which States particulars are not available.

† Exclusive of Victoria, South Australia and Western Australia.