

CHAPTER XIII.—INDUSTRIAL DISPUTES.

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

2. **Collection of Information.**—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) Newspapers, trade and labour journals, and other publications; (b) reports by labour agents and correspondents; (c) official notifications from heads of various Commonwealth and State Departments, and (d) quarterly reports by secretaries of trade unions.

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

3. **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 inquiries are instituted, generally through the labour agents and correspondents. The whole of the available information is then tabulated, and while the summarized results do not necessarily agree with the testimony of a single individual, they harmonize with the evidence of the majority or of those whose returns appear to be most reliable. Disputes involving less than ten work-people, or which lasted for less than one day, except where the aggregate number of working days lost exceeded ten days, are, however, excluded. The information received is tabulated 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.

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

4. **Definitions of Terms.**—Industrial disputes involving stoppage of work may be classified under three headings, viz., (a) strikes, (b) lock-outs ; or (c) sympathetic strikes, and the following definitions* have been adopted :—

- (a) A strike is defined as a concerted withdrawal from work by some 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 by an employer or several employers to permit some or all of their employees to continue at work, such refusal being made to enforce a demand by the employers, or to resist some demand 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 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 dispute."

"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 rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. When one section of employees is engaged in an industrial dispute, such dispute frequently causes loss of time to other employees in occupations dependent upon those followed by the workpeople actually on strike or locked out.

* 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 supply rabbits to freezing companies because the companies declined 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 to ensure a full attendance, and are generally called to discuss some question with a view to action thereon.

† The same persons may be involved in two or more disputes in a single year, in which case there would be some duplication. This remark also applies to those workpeople involuntarily thrown out of work.

"Working days lost" refers to time lost in consequence of the dispute, and the figure therefor is obtained by multiplying the number of workpeople directly and indirectly involved by the number of days during which the dispute was in existence.

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, of course, is not precisely correct, but in the absence of a complete investigation as to the amount of unemployment due to seasonal trades, or intermittency in trade activity, no definite allowance can be made.

"Estimated Loss in Wages" is computed, and represents the amount of wages which would have been earned by the workpeople involved had a stoppage not taken place. 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 quantity of work available is definite, and the amount to be earned in wages in executing the work is not reduced because it has not been commenced and finished within a reasonable period.‡

In all quarterly tabulations, which, however, are published only in the "Quarterly Summary of Australian Statistics," 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 of all disputes which commenced or were current during the year under review. As regards "number of disputes," and "number of establishments involved," therefore, duplication will take place in respect of those disputes which started in, and were uncompleted at the end of, a preceding year; the number involved is, however, indicated in a footnote.

5. **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 were effected.

6. **Industrial Disputes in Industrial Groups, 1923.**—The following table gives particulars of industrial disputes involving stoppage of work during the year 1923, in industrial groups. Similar information for the years 1913 to 1922 was published in Labour Reports Nos. 5 to 13.

* For years prior to 1922, however, the figures include complete particulars of industrial disputes which commenced during any calendar year; and where any such dispute extended into a subsequent year, the relative figures were also incorporated in those for the year in which the dispute commenced.

Industrial Disputes in Industrial Groups, 1923.

Class.	Industrial Group.	No. of Disputes	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Esti- mated Loss in Wages.
				Directly.	In- directly.	Total.		
New South Wales—								
I.	Wood, Furniture, Saw Mill, Timber works, etc. . .	1	18	150	..	150	3,150	2,888
II.	Engineering, metal works, etc. . .	9	308	2,381	901	3,282	63,062	48,131
III.	Food, drink, etc., manufacturing and distribution . . .	5	35	553	66	619	1,560	1,291
V.	Books, printing, bookbinding, etc. . .	1	5	44	..	44	484	369
VI.	Other manufacturing . . .	3	3	41	..	41	76	67
VII.	Building . . .	6	15	340	85	425	1,062	986
VIII.	Mines, quarries, etc. . .	157	183	50,412	4,233	54,645	818,108	981,001
IX.	Railway and tramway services . . .	9	9	474	4	478	2,061	1,573
XI.	Shipping, wharf labour, etc. . .	3	3	132	..	132	967	715
XII.	Pastoral, agricultural, etc. . .	2	18	150	70	220	1,100	910
XIV.	Miscellaneous . . .	4	4	132	31	163	686	588
	Total . . .	200*	601	54,800	5,390	60,190	892,306	1,038,510
Victoria—								
I.	Wood, sawmill, timber, etc. . .	2	51	964	..	964	4,296	3,514
II.	Engineering, metal works, etc. . .	1	1	48	19	67	134	100
III.	Food, drink, etc. . .	5	30	573	750	1,323	8,242	6,866
IV.	Clothing, hats, boots, etc. . .	1	1	11	..	11	160	70
VI.	Other manufacturing . . .	4	4	993	..	993	1,071	1,014
VII.	Building . . .	1	1	25	2	27	324	256
VIII.	Mines, quarries, etc. . .	3	3	1,950	..	1,950	75,520	90,720
IX.	Railway and tramway services . . .	1	1	572	..	572	3,432	2,415
XI.	Shipping, wharf labour, etc. . .	2	2	32	..	32	491	354
XII.	Pastoral, agricultural, etc. . .	1	30	80	..	80	1,300	680
XIV.	Miscellaneous . . .	8	9	1,121	..	1,121	3,220	2,223
	Total . . .	29*	133	6,279	771	7,050	98,880	108,512
Queensland—								
I.	Wood, sawmill, timber, etc. . .	1	1	13	12	25	3,225	2,600
II.	Engineering, metal works, etc. . .	1	1	86	21	107	3,059	2,683
III.	Food, drink, etc. . .	1	1	500	..	500	2,500	2,125
IV.	Clothing, hats, boots, etc. . .	1	1	2	..	2	120	100
VI.	Other manufacturing . . .	1	1	106	..	106	318	250
VII.	Building . . .	1	10	125	..	125	5,600	5,042
VIII.	Mines, quarries, etc. . .	8	8	549	120	669	8,862	10,035
IX.	Railway and tramway services . . .	5	5	410	..	410	1,709	1,317
XI.	Shipping, wharf labour, etc. . .	2	4	225	87	312	18,312	16,818
XII.	Pastoral, agricultural, etc. . .	1	1	420	..	420	2,100	1,600
XIV.	Miscellaneous . . .	3	3	570	100	670	8,525	7,621
	Total . . .	25*	36	2,724	340	3,064	65,131	63,081
South Australia—								
III.	Food, drink, etc. . .	3	3	392	750	1,142	20,152	15,033
VI.	Other manufacturing . . .	1	1	14	7	21	126	100
X.	Other land transport . . .	1	5	90	200	290	3,190	2,480
XI.	Shipping, wharf labour, etc. . .	4	8	306	..	306	2,415	1,890
XII.	Pastoral, agricultural, etc. . .	1	6	4	18	22	88	41
	Total . . .	10	23	806	975	1,781	25,971	20,440

* The following disputes commenced in, and were uncompleted at the end of, the year 1922, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1923, viz. :—

State.	No. of Disputes.	No. of Establishments.	No. of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales . . .	7	308	2,371	841	3,212
Victoria . . .	1	1	23	..	23
Queensland . . .	3	14	243	99	342
Western Australia . . .	1	80	448	25	473
Total . . .	12	401	3,085	965	4,050

Industrial Disputes in Industrial Groups, 1923—continued.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
Western Australia—								
II.	Engineering, metal works, etc.	2	81	518	25	543	36,336	30,216
V.	Books, printing, etc.	1	2	34	..	34	3,492	1,230
VIII.	Mines, quarries, etc.	1	3	101	497	598	4,186	3,274
XIV.	Miscellaneous	2	2	602	2,230	2,832	28,260	18,698
	Total	6*	88	1,255	2,752	4,007	72,274	53,408
Tasmania—								
VIII.	Mines, quarries, etc.	2	2	181	..	181	1,061	1,274
XI.	Shipping, wharf labour, etc.	1	1	16	..	16	32	22
	Total	3	3	197	..	197	1,093	1,296
Federal Capital Territory—								
XIV.	Miscellaneous	1	1	23	..	23	322	250
	Total	1	1	23	..	23	322	250
All States—								
I.	Wood, sawmill, timber, etc.	4	70	1,127	12	1,139	10,871	9,592
II.	Engineering, metal works, etc.	13	391	3,033	966	3,999	103,481	81,130
III.	Food, drink, etc., manufacturing and distribution	14	69	2,018	1,566	3,584	32,454	26,215
IV.	Clothing, boots, etc.	2	2	13	..	13	280	170
V.	Books, printing, etc.	2	7	78	..	78	3,976	1,530
VI.	Other manufacturing	9	9	1,064	7	1,071	2,191	1,431
VII.	Building	8	26	490	87	577	6,886	6,254
VIII.	Mines, quarries, etc.	171	199	53,193	4,850	58,043	907,767	1,086,004
IX.	Railway and tramway services	11	11	1,085	4	1,089	7,302	5,305
X.	Other land transport	1	5	90	200	290	3,100	2,486
XI.	Shipping, wharf labour, etc.	16	22	791	87	878	22,217	21,789
XII.	Pastoral, agricultural, etc.	5	55	654	88	742	4,648	3,231
XIV.	Miscellaneous	18	19	2,457	2,361	4,818	41,014	20,380
	Total Australia	274*	885	66,003	10,228	76,231	1,145,977	1,275,506

* See note to table on page 104.

7. Particulars of Principal Disputes in 1923.—(i.) *General.*—With the exception of the year 1913, when the machinery for collection was incomplete, the number of disputes in 1923, viz., 274, was the lowest recorded. The working days lost, however, were much higher than in 1922 and 1921, when the disputes numbered 445 and 624 respectively. The table dealing with duration shows that, whereas for all specified limits up to two weeks and under four weeks the year 1923 was lower than 1922, the disputes lasting over four weeks largely accounted for the excess.

(ii.) *New South Wales.*—The preponderating position occupied by this State in the preceding tabulations is due entirely to disputes in the coal mining industry, no less than 157 out of the total of 171 for that industry in Australia having occurred in New South Wales.

The longest dispute for the year was that which affected fifteen coal-mines in the Northern coal-fields of New South Wales. It arose from an objection by the miners to the continued sitting in the district of a police magistrate who had judicially dealt with several miners in what was considered an unduly harsh manner. After a stoppage of 88 days, and a loss in wages of approximately £55,000, the men resumed work on antecedent conditions. Other disputes of outstanding importance in the coal-mining industry occurred at Abermain No. 1 Colliery (General); Burwood Extended Colliery (Wages);

Stanford Merthyr Colliery; Kurri Kurri (Dismissals); Pelaw Main (Working Conditions); South Clifton (Working Conditions); Aberdare South Colliery, Cessnock (Employment); Richmond Main (Working Conditions).

(iii.) *Victoria.*—(a) *General.*—In this State there were disputes involving coal miners at the State Coal Mine, Wonthaggi, and furniture makers in Melbourne. In the former case the dispute related to working conditions affecting the earning capacity of the men, who were out for 47 days at an estimated loss in wages of £90,000. In the furniture dispute the trouble was due to the successful application by the employers to disallow the award by the Wages Board on the ground that the Board had been irregularly appointed. The matter was settled by a guarantee to the workers that the Board would be legally reconstituted and retrospective payment made to the date of the original determination.

(b.)—*The Police Dispute.*—A serious dispute occurred in connexion with the Victorian Police Force early in November, 1923. The trouble was due chiefly to the men's objection to certain working conditions, particularly to a recently-introduced system of supervision.

In consequence of the sudden refusal of duty by a large portion of the metropolitan force, the City of Melbourne was left practically without police protection. Advantage was taken of this by the unruly elements in the community, and many shop-fronts were wrecked and much promiscuous looting took place.

The Government met the situation by dismissing the disaffected members and replacing them by a temporary force known as the Special Constabulary Force. The places of those dismissed were subsequently filled by recruits who were taken on to the permanent staff.

The occurrence was not regarded by the authorities as a dispute in the ordinary acceptation of the term, but rather as a mutiny, and for that reason particulars of the dispute were not included in the tabulations of the Bureau.

It was officially stated that 637 members of the Force were dismissed in connexion with the trouble.

(iv.) *Queensland.*—In this State the only serious dispute was that of the Sewerage Workers, Brisbane (South Brisbane Sewerage). The dispute was due to the deduction of pay corresponding to a reduction of hours from 48 to 44. The same pay for the lessened hours was ultimately conceded.

(v.) *South Australia.*—In South Australia the principal dispute was that in which the motor drivers of the Metropolitan Abattoirs Board, Adelaide, were concerned. The question at issue was the difference between the wage as provided under the State Court Award and that under the Federal Award. The employees demanded the payment of the higher rate under the Federal Award, and the dispute was settled by the employers agreeing to pay an increased rate, though that rate was still lower than the Federal rate.

(vi.) *Western Australia.*—In this State the sewerage workers (Government Water Supply and Sewerage), Perth, were responsible for a dispute which resulted in a loss of 28,200 working days and £18,658 in wages. The workers objected to an award of the State Court which specified an increase in hours from 44 to 48 with a corresponding increase in wages. Work was ultimately resumed on the terms of the award.

8. **Industrial Disputes 1919 to 1923.**—(i.) *Australia.*—The following table shows the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages for the years 1919 to 1923 in industrial groups :—

Industrial Disputes—Australia, 1919 to 1923.†

Year.	Manu- facturing. (Groups I to VI.)	Building. (Group VII.)	Mining. (Group VIII.)	Transport. Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
NUMBER OF DISPUTES.						
1919 ..	94	12	231	67	56	460
1920 ..	89	17	316	75	57	554
1921 ..	30	9	509	46	30	624
1922 ..	69	4	307	45	20	445
1923* ..	44	8	171	28	23	274
1919 to 1923..	326	50	1,534	261	186	2,357

NUMBER OF WORKPEOPLE INVOLVED.

1919 ..	19,550	2,810	86,607	36,386	12,238	157,591
1920 ..	21,092	6,527	81,043	15,043	31,861	155,566
1921 ..	3,161	1,421	133,547	22,694	4,278	165,101
1922 ..	15,215	287	96,151	2,882	1,797	116,332
1923* ..	9,884	577	58,043	2,257	5,560	76,321
1919 to 1923..	63,902	11,622	455,391	79,262	55,734	670,911

NUMBER OF WORKING DAYS LOST.

1919 ...	272,405	124,003	1,820,694	1,898,900	181,736	4,303,738
1920 ..	367,296	103,373	1,944,038	626,826	545,734	3,587,267
1921 ..	47,385	36,406	467,867	666,517	68,010	1,286,185
1922 ..	366,134	3,720	383,414	85,693	19,724	858,685
1923* ..	153,053	6,886	907,767	32,609	45,662	1,145,977
1919 to 1923..	1,206,273	274,388	5,529,780	3,310,545	860,866	11,181,852

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£
1919 ..	167,502	73,643	1,280,265	977,494	119,924	2,618,328
1920 ..	215,057	70,006	1,418,193	357,786	309,345	2,370,387
1921 ..	39,416	24,719	459,450	397,169	49,721	970,475
1922 ..	242,159	3,280	427,363	64,597	14,108	751,507
1923* ..	120,127	6,284	1,086,904	29,580	32,611	1,275,506
1919 to 1923..	784,261	177,932	4,672,175	1,826,626	525,709	7,980,703

* See note to table on page 104. † Footnote on page 103 does not apply to this table.

(ii.) *States*.—The following table gives particulars of the number of industrial disputes in each State during the years 1919 to 1923, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages.

Industrial Disputes—States, 1919 to 1923.*

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	Number of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales	1919	267	678	64,956	35,040	99,996	4,324,686	2,856,259
	1920	349	650	68,038	22,349	90,387	587,156	432,988
	1921	535	667	108,573	29,921	138,494	547,838	493,267
	1922	342	657	88,257	14,042	102,299	586,520	670,491
	1923	†200	601	54,809	5,390	60,199	892,306	1,038,519
Victoria	1919	62	372	15,169	7,437	22,606	733,333	392,796
	1920	53	809	15,274	24,534	39,808	783,286	465,244
	1921	20	118	4,119	2,161	6,280	109,595	69,629
	1922	29	412	5,819	811	6,130	64,701	47,695
	1923	†29	133	6,279	771	7,050	99,880	108,512
Queensland	1919	69	295	9,078	6,336	15,414	586,661	327,537
	1920	55	71	3,775	2,033	5,808	68,298	44,943
	1921	33	97	3,367	1,512	4,879	95,500	99,793
	1922	38	49	2,611	620	3,231	36,730	32,589
	1923	†25	86	2,724	340	3,064	55,181	53,081
South Australia	1919	32	75	4,437	3,409	7,846	238,378	127,363
	1920	40	124	4,732	1,067	5,799	232,402	140,326
	1921	19	45	2,158	1,002	3,160	67,038	37,316
	1922	19	229	2,294	929	3,223	114,334	43,222
	1923	10	23	806	975	1,781	25,971	20,440
Western Australia	1919	20	157	5,516	4,460	9,976	359,937	218,867
	1920	45	434	9,095	2,918	12,013	146,640	108,055
	1921	12	54	1,900	10,157	12,053	145,103	86,038
	1922	8	91	643	163	806	43,472	38,298
	1923	†6	88	1,255	2,752	4,007	72,274	53,408
Tasmania	1919	6	127	1,098	588	1,686	63,271	32,738
	1920	12	14	1,610	146	1,756	54,283	32,160
	1921	5	5	75	150	225	1,483	986
	1922	5	5	382	4	386	9,284	7,497
	1923	3	3	197	..	197	1,093	1,206
Fed. Cap. Territory	1922	2	2	217	..	217	2,604	2,036
	1923	1	1	23	..	23	822	250
	1919	5	9	46	21	67	1,910	1,436
Northern Territory	1920	..	..	..	..	..	..	..
	1922	2	2	40	..	40	1,040	770
	1923	..	..	..	..	..	..	..
Australia	1919	460	1,718	100,300	57,291	157,591	6,303,226	3,951,936
	1920	554	2,104	102,519	53,047	155,566	1,872,065	1,223,716
	1921	624	583	120,193	44,903	165,101	956,617	757,028
	1922	545	1,447	100,283	16,969	116,332	858,685	751,507
	1923	†274	886	66,093	10,228	76,321	1,146,977	1,276,506

* See footnote *, page 103.

† See footnote *, page 104.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only 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. In 1914 the proportion rose to 55 per cent., and in 1915 to 57 per cent. In 1916, 1917, 1918, and 1919, however, there were decreases,

the figures representing 47, 45, 45, and 50 per cent. of the total number of disputes during the respective years. In 1920 the proportion rose to 57 per cent., in 1921 to over 81 per cent., in 1922 to 69 per cent., and in 1923 to 62 per cent. The number of workers in the mining industry is very much larger in New South Wales than in any other State, but after making allowance on this account the proportion of industrial disputes occurring in New South Wales is greater than in the remaining States.

9. **Duration of Disputes.**—(i.) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the establishments 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 noticed 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.

(ii.) *States, etc., 1923.*—The following table gives particulars for each State regarding duration of industrial disputes in 1923. Comparative particulars for the years 1913 to 1922 were published in Labour Reports Nos. 5 to 13.

Duration of Industrial Disputes—States, 1923.*

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
1 day and less	85	4	1	1	..	1	..	..	92
2 days and more than 1 day	24	6	..	1	..	1	..	..	32
3 days and more than 2 days	15	5	5	..	..	..	..	..	25
Over 3 days and less than 1 week	26	1	4	1	2	..	..	..	34
1 week and less than 2 weeks	24	5	3	4	2	1	..	..	39
2 weeks and less than 4 weeks	9	4	3	3	..	..	..	1	20
4 weeks and less than 8 weeks	10	3	5	..	..	..	..	..	18
8 weeks and over	7	1	4	..	2	..	..	..	14
Total	*290	*29	*25	10	*6	3	..	1	*274

NUMBER OF WORKPEOPLE INVOLVED.									
1 day and less	29,019	695	100	11	..	98	..	..	29,008
2 days and more than 1 day	5,975	1,566	..	134	..	16	..	..	7,681
3 days and more than 2 days	2,017	407	458	..	..	..	..	..	2,942
Over 3 days and less than 1 week	4,066	942	1,012	22	82	..	..	..	7,024
1 week and less than 2 weeks	4,906	1,001	257	345	3,478	88	..	..	10,015
2 weeks and less than 4 weeks	1,996	141	552	1,269	..	..	..	23	3,961
4 weeks and less than 8 weeks	4,017	1,635	459	..	..	..	..	..	6,111
8 weeks and over	7,303	23	226	..	507	..	..	..	8,059
Total	60,199	7,050	3,064	1,781	4,007	197	..	23	76,321

NUMBER OF WORKING DAYS LOST.									
1 day and less	28,854	820	100	11	..	93	..	..	29,678
2 days and more than 1 day	11,938	2,957	..	268	..	32	..	..	15,275
3 days and more than 2 days	6,051	1,384	1,333	..	..	..	..	..	8,768
Over 3 days and less than 1 week	21,494	3,768	5,060	88	340	..	..	..	30,750
1 week and less than 2 weeks	36,957	10,631	2,104	3,690	32,366	968	..	..	80,736
2 weeks and less than 4 weeks	35,727	2,281	8,600	21,914	..	..	..	322	68,544
4 weeks and less than 8 weeks	97,737	76,105	16,774	..	..	..	..	..	190,616
8 weeks and over	653,498	1,104	21,100	..	39,548	..	..	..	715,310
Total	892,306	98,680	55,131	25,971	72,274	1,003	..	322	1,145,977

ESTIMATED LOSS IN WAGES.									
1 day and less	£ 34,431	£ 677	£ 130	£ 8	£ ..	£ 112	£ ..	£ ..	£ 35,358
2 days and more than 1 day	13,952	1,945	..	300	..	22	..	..	16,219
3 days and more than 2 days	7,046	1,066	1,247	..	..	..	..	..	9,569
Over 3 days and less than 1 week	24,738	3,454	4,240	41	310	..	..	..	32,793
1 week and less than 2 weeks	41,904	8,302	2,049	2,856	21,932	1,162	..	..	78,205
2 weeks and less than 4 weeks	41,755	1,312	7,775	17,235	..	..	..	250	69,327
4 weeks and less than 8 weeks	90,438	90,902	16,123	..	..	..	..	..	197,523
8 weeks and over	784,195	854	21,517	..	31,166	..	..	..	837,732
Total	1,038,519	108,512	53,081	20,440	58,408	1,296	..	250	1,275,606

* See note to table on page 104.

(iii.) *Australia 1919 to 1923.*—Particulars for Australia for the years 1919 to 1923 are given in the table appended :—

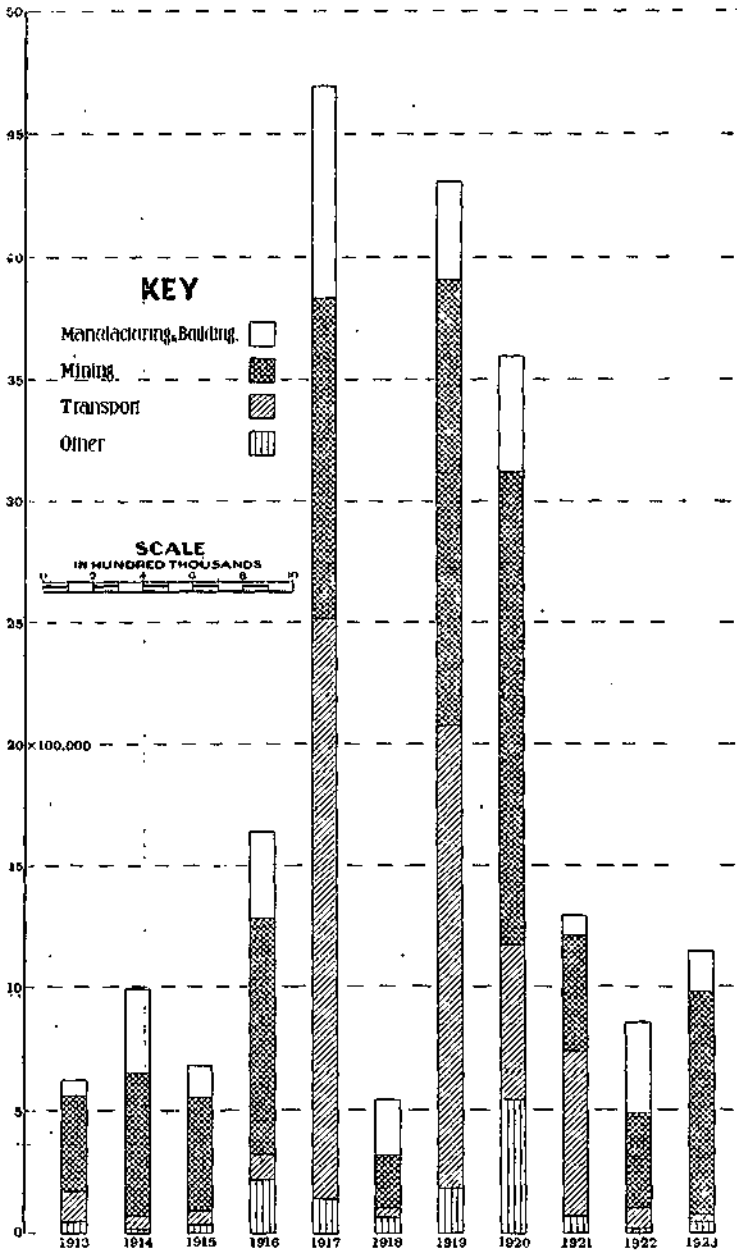
Duration of Industrial Disputes—Australia, 1919 to 1923.*

Limits of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	In-directly.	Total.		
1 day and less	1919	154	29,218	11,825	41,043	40,977	£ 35,639
	1920	226	40,608	10,225	50,833	49,862	49,610
	1921	332	70,437	15,913	86,350	85,841	95,235
	1922	155	38,469	6,982	45,452	45,235	50,615
	1923	92	27,573	2,335	29,908	29,678	35,358
2 days and more than 1 day	1919	59	10,973	2,767	13,740	26,561	20,210
	1920	62	11,443	2,965	14,408	27,114	23,705
	1921	90	16,778	5,749	22,527	44,441	48,056
	1922	57	15,196	1,100	16,296	32,041	35,875
	1923	32	6,780	891	7,671	15,275	16,219
3 days and more than 2 days	1919	36	6,724	3,149	9,873	20,371	20,944
	1920	43	7,288	1,987	9,275	26,730	23,056
	1921	60	10,082	2,397	12,479	37,933	37,418
	1922	41	6,257	1,470	7,727	22,977	24,362
	1923	25	2,934	8	2,942	6,768	8,359
Over 3 days and less than 1 week (6 days)	1919	52	9,165	1,815	10,980	48,035	36,147
	1920	58	10,228	1,819	12,047	52,601	41,572
	1921	27	3,365	1,361	4,726	20,879	21,537
	1922	45	8,841	2,754	11,595	62,946	64,923
	1923	34	6,761	273	7,034	30,760	32,783
1 week and less than 2 weeks	1919	68	15,670	2,171	17,841	132,501	86,101
	1920	66	10,350	3,100	13,450	107,364	77,022
	1921	54	8,904	6,519	15,423	161,379	113,856
	1922	59	18,573	632	19,205	144,581	148,558
	1923	39	6,817	3,798	10,615	86,736	76,265
2 weeks and less than 4 weeks	1919	32	4,852	7,312	12,164	166,998	102,428
	1920	43	9,549	22,030	31,579	412,219	243,031
	1921	34	3,891	2,700	6,591	106,779	62,324
	1922	43	5,417	1,200	6,617	106,011	101,764
	1923	20	2,759	1,222	3,981	68,844	68,327
4 weeks and less than 8 weeks	1919	26	4,707	3,281	7,988	247,106	159,921
	1920	24	6,027	10,839	16,866	539,639	332,125
	1921	18	6,504	8,124	14,628	386,746	253,144
	1922	26	2,280	896	3,176	84,838	86,179
	1923	13	5,194	917	6,111	190,616	197,523
8 weeks and over	1919	33	18,991	24,971	43,962	5,615,777	3,490,546
	1920	32	7,024	882	7,906	656,527	433,595
	1921	9	1,237	170	1,407	113,459	95,458
	1922	19	5,229	1,645	6,874	370,068	254,230
	1923	14	7,909	150	8,059	715,310	637,732
Total	1919	460	100,300	57,291	157,591	6,308,226	3,951,936
	1920	554	102,519	53,447	155,966	1,872,065	1,223,716
	1921	624	120,198	44,903	165,101	956,617	757,028
	1922	445	100,263	16,069	116,332	858,885	751,507
	1923	1274	66,727	3,594	70,321	1,146,977	1,275,506

* See note on page 108.

† See note to table on page 104.

Industrial Disputes.—Working days Lost in Industrial Groups, 1913-1923.



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

10. **Causes of Industrial Disputes.**—(i.) *General.*—The reasons alleged by employers and employees for a stoppage of work do not in every instance agree in detail. In such instances additional information is sought to verify or support the contention of either side. On occasions, the alleged reason is of a twofold character, 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 are subdivided as follows to meet varying phases of demands made under each of the main headings:—

Classification of Causes of Industrial Disputes.

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

(ii.) *Causes in each State, 1923.*—In the following tables particulars for the year 1923 are classified under the various headings.

* The heading, "Other causes" has been adopted to meet various sets of circumstances which mainly arise in connexion with stoppages which are not concerted movements, and include among others the following:—(a) During the course of a meeting of miners, the wheelers return their horses to the stables and leave the colliery; (b) disputes (not necessarily connected with industrial matters which the employer can control) arise between wheelers and clippers, or any two sets of workers, and sufficient workmen are not available to work the mine to its full capacity; (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—States, etc., 1923.*

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
1. Wages—									
(a) For increase ..	18	6	3	6	1	1	..	..	35
(b) Against decrease ..	3	1	..	..	..	..	..	..	4
(c) Other wage questions	26	6	4	..	..	1	..	..	37
2. Hours of Labour—									
(a) For reduction ..	8	..	1	..	1	..	..	..	10
(b) Other disputes <i>re</i> hours ..	1	..	..	..	1	..	..	..	2
3. Trade Unionism—									
(a) Against employment of non-unionists ..	3	..	..	..	1	..	..	..	4
(b) Other union questions	9	1	1	..	..	..	..	..	11
4. Employment of particular classes or persons ..	42	11	9	2	2	1	..	1	68
5. Working conditions ..	48	4	5	..	..	..	..	..	57
6. Sympathetic ..	9	..	..	..	..	..	..	..	9
7. Other causes ..	33	..	2	2	..	..	..	..	37
Total ..	200	20	25	10	6	3	..	1	*274

NUMBER OF WORKPEOPLE INVOLVED.									
1. Wages—									
(a) For increase ..	5,177	2,315	640	1,562	34	88	..	..	9,816
(b) Against decrease ..	163	11	..	..	..	..	..	..	174
(c) Other wage questions	7,377	880	423	..	..	16	..	..	8,696
2. Hours of Labour—									
(a) For reduction ..	3,168	..	500	..	2,820	..	..	..	6,488
(b) Other disputes <i>re</i> hours ..	12	..	..	..	473	..	..	..	485
3. Trade Unionism—									
(a) Against employment of non-unionists ..	481	..	..	..	12	..	..	..	473
(b) Other union questions	2,100	185	25	..	..	..	..	..	2,310
4. Employment of particular classes or persons ..	8,195	1,150	995	145	668	93	..	23	11,269
5. Working conditions ..	12,961	2,509	435	..	..	..	..	..	15,605
6. Sympathetic ..	875	..	..	..	..	..	..	..	875
7. Other causes ..	20,910	..	46	74	..	..	..	..	20,130
Total ..	60,199	7,050	3,064	1,781	4,007	197	..	23	76,321

NUMBER OF WORKING DAYS LOST.									
1. Wages—									
(a) For increase ..	18,642	13,702	3,040	24,749	3,492	968	..	..	64,493
(b) Against decrease ..	852	180	..	..	..	..	..	..	1,012
(c) Other wage questions	61,695	4,534	25,588	..	..	32	..	..	81,749
2. Hours of Labour—									
(a) For reduction ..	65,607	..	8,000	..	28,200	..	..	..	101,807
(b) Other disputes <i>re</i> hours ..	36	..	..	..	36,056	..	..	..	36,092
3. Trade Unionism—									
(a) Against employment of non-unionists ..	724	..	..	..	60	..	..	..	784
(b) Other union questions	14,273	245	3,225	..	..	..	..	..	17,743
4. Employment of particular classes or persons ..	48,883	3,070	5,981	270	4,466	93	..	322	63,094
5. Working conditions ..	48,700	77,169	8,061	..	..	..	..	..	134,830
6. Sympathetic ..	6,357	..	..	..	..	..	..	..	6,357
7. Other causes ..	636,737	..	336	943	..	..	..	..	638,016
Total ..	892,306	98,880	55,131	25,971	72,274	1,093	..	322	1,145,977

ESTIMATED LOSS IN WAGES.									
1. Wages—	£	£	£	£	£	£	£	£	£
(a) For increase ..	21,850	11,211	2,271	19,582	1,220	1,102	..	..	56,796
(b) Against decrease ..	606	70	..	..	..	..	..	..	676
(c) Other wage questions	61,721	3,329	26,458	..	..	22	..	..	91,530
2. Hours of Labour—									
(a) For reduction ..	50,705	..	7,167	..	18,658	..	..	..	76,530
(b) Other disputes <i>re</i> hours ..	26	..	..	..	29,916	..	..	..	29,972
3. Trade Unionism—									
(a) Against employment of non-unionists ..	647	..	..	..	40	..	..	..	687
(b) Other union questions	17,117	184	2,890	..	..	..	..	..	20,191
4. Employment of particular classes or persons ..	57,030	27,079	5,300	308	3,544	112	..	250	68,722
5. Working conditions ..	57,613	91,639	8,941	..	..	..	..	..	157,893
6. Sympathetic ..	7,430	..	..	..	..	..	..	..	7,430
7. Other causes ..	764,274	..	255	550	..	..	..	..	765,079
Total ..	1,038,519	198,512	53,081	20,440	53,408	1,206	..	250	1,275,506

* See note to table on page 104.

(iii.) *Causes in Australia, 1913 to 1923.*—The following table gives similar information for Australia in the years specified.

Causes of Industrial Disputes in Australia, 1913 to 1923.*

Causes of Disputes.	1913.	1917.	1918.	1919.	1920.	1921.	1922	1923.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	42	53	54	99	94	19	15	35
(b) Against decrease ..	4	1	4	2	..	2	18	4
(c) Other wage questions ..	31	69	69	100	106	161	83	37
2. Hours of Labour—								
(a) For reduction ..	3	2	1	4	16	12	12	10
(b) Other disputes re hours ..	7	8	11	5	9	16	2	2
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	26	7	19	20	5	6	4
(b) Other union questions ..	5	32	19	29	27	22	15	11
4. Employment of particular classes or persons ..	44	90	92	118	135	169	155	68
5. Working conditions ..	51	81	34	54	106	162	89	57
6. Sympathetic ..	5	67	1	6	2	13	8	9
7. Other causes ..	8	25	6	24	39	43	41	37
Total ..	208	444	298	460	554	624	445	†274

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	7,135	7,095	58,532	41,748	2,859	843	9,816
(b) Against decrease ..	543	21	57	667	..	350	4,432	174
(c) Other wage questions ..	7,160	18,894	12,737	20,222	21,139	52,704	24,459	8,696
2. Hours of Labour—								
(a) For reduction ..	440	1,004	26	578	20,758	2,313	5,935	6,488
(b) Other disputes re hours ..	1,819	2,576	4,214	961	2,137	2,113	124	485
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	6,132	710	9,001	2,752	1,353	1,072	473
(b) Other union questions ..	1,418	17,320	6,073	17,509	7,534	6,607	4,264	2,310
4. Employment of particular classes or persons ..	11,370	15,445	14,570	21,488	26,163	45,408	36,104	11,269
5. Working conditions ..	10,785	19,021	7,757	11,582	21,204	35,790	27,334	15,805
6. Sympathetic ..	947	76,076	200	3,030	1,397	3,251	1,119	875
7. Other Causes ..	1,758	10,296	2,394	7,971	10,734	12,053	10,556	20,130
Total ..	50,283	173,970	56,439	157,591	155,566	165,101	116,332	76,321

NUMBER OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	100,069	56,083	198,323	5,403,581	793,935	13,731	8,694	64,493
(b) Against decrease ..	9,438	42	316	10,013	..	25,700	154,791	1,012
(c) Other wage questions ..	78,188	225,080	97,561	96,118	101,219	192,858	149,129	81,749
2. Hours of Labour—								
(a) For reduction ..	2,774	78,016	312	10,872	534,458	13,315	164,794	101,807
(b) Other disputes re hours ..	15,111	62,560	20,551	15,760	37,486	13,260	1,701	36,092
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	87,600	21,894	279,804	24,900	17,390	5,485	784
(b) Other union questions ..	32,388	572,949	24,341	329,205	21,999	117,199	18,976	17,743
4. Employment of particular classes or persons ..	191,723	47,297	113,466	87,225	129,216	431,130	198,256	68,094
5. Working conditions ..	73,562	211,971	93,468	32,029	128,967	69,732	123,665	134,830
6. Sympathetic ..	24,060	3,230,798	7,200	21,050	72,940	6,150	9,438	6,357
7. Other causes ..	5,212	18,262	3,421	23,069	26,946	55,652	23,750	638,016
Total ..	623,528	4,599,658	580,853	6,308,226	1,872,065	956,617	858,686	1,145,977

* See footnote * page 103.

† See note to table on page 104.

The main causes of industrial disputes are "wage" questions, "working conditions" and "employment of particular classes or persons." In each year of the period 1913-1923, the number of dislocations over wages exceeded those for any other cause. In 1913 wage questions represented 37 per cent. of the total number of stoppages, 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; 44 per cent. in 1919; 36 per cent. in 1920; 29 per cent. in 1921; 26 per cent. in 1922, and 28 per cent. in 1923. 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 employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry. "Sympathetic" disputes were numerous during the years 1916, 1917 and 1921. The figures for the year 1917 were abnormal, the disputes in connexion with the introduction of the "time-card system" in the railway workshops in New South Wales being mainly responsible.

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

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

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

(ii.) *Results in each State, 1923.*—The following table gives results for each State and Territory for the year 1923.

Industrial Disputes in each State—Results, 1923.*

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	44	129	13	8	7,018	48,690	2,139	1,784	16,066	835,530	15,060	2,392
Victoria	16	8	4	..	2,577	1,037	3,109	..	10,310	3,681	85,565	..
Queensland	7	11	6	..	1,334	1,077	628	..	11,868	7,648	31,490	..
South Australia	5	4	1	..	1,549	221	11	..	23,379	2,561	11	..
Western Australia	2	2	..	..	48	3,961	..	..	3,552	68,722	..	..
Tasmania	2	..	..	..	109	..	..	..	125	..	..	..
N. Territory	..	..	..	..	..	..	..	..	..	..	..	..
F. C. Territory	1	..	..	..	23	..	..	..	822	..	..	..
Total, Aust.*†	77	156	24	8	12,951	54,926	5,787	1,784	65,625	917,162	132,135	2,392

*NOTE.—The following are the particulars of disputes which were incomplete at the 31st December, 1923, which should be added to the above figures to effect a balance with those published in the preceding tables (for similar particulars in respect of 1922 see previous Report):—

State.	No. of Disputes.	No. of Estab.	Workpeople.	Working Days Lost.	Wages.
New South Wales	6	6	633	23,246	27,893
Victoria	1	1	27	324	256
Queensland	1	1	125	4,125	4,950
Tasmania	1	1	88	968	1,102
Total	9	9	873	28,663	34,261

† See note to table on page 104.

(iii.) *Australia, 1923.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes in Australia during the year 1923.

Industrial Disputes—Causes and Results, Australia, 1923.

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	20	12	1	..	4,380	4,316	915	..	38,426	10,270	6,405	..
(b) Against decrease	3	..	1	..	137	..	87	..	901	..	111	..
(c) Other wage questions	6	24	5	..	713	6,532	1,240	..	2,680	46,042	26,829	..
Hours of Labour												
(a) For reduction	2	7	1	..	523	5,939	26	..	8,161	93,568	78	..
(b) Other disputes re hours	..	2	..	..	..	485	..	..	..	36,092	..	..
Trade Unionism												
(a) Against employment of non-unionists	2	2	..	..	381	92	..	..	429	355	..	..
(a) Other union questions	2	3	1	4	585	732	25	876	1,045	8,511	3,225	914
Employment of particular Classes or Persons												
Working conditions	22	34	10	..	1,799	7,940	1,362	..	3,942	41,880	14,892	..
Sympathetic	16	33	5	1	3,377	9,331	2,182	18	9,363	38,209	80,595	18
Other Causes	8	6	..	..	177	698	..	..	299	6,058	..	..
	1	38	..	3	379	18,861	..	800	879	636,177	..	1,460
Total*†	77	156	24	8	12,951	54,926	5,787	1,784	65,625	917,162	132,135	2,392

* See note to table on page 104.

† See note * to table above.

(iv.) *Australia, 1919 to 1923.*†—The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the nine years 1919–1923, classified according to results :—

Industrial Disputes—Results, Australia, 1919 to 1923.†

Year.	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.
1919 ..	154	157	140	9	54,810	43,140	55,445	4,196	2,398,252	406,361	3,483,571	20,042
1920 ..	183	199	168	4	30,390	61,947	62,811	409	180,346	611,156	777,175	3,389
1921 ..	126	274	218	8	25,244	63,380	73,897	2,590	70,381	162,331	714,501	3,404
1922 ..	81	268	82	8	18,050	77,785	16,366	81	175,379	383,342	132,615	738
1923* ..	77	156	24	8	12,051	54,920	5,737	1,784	65,625	617,162	182,185	2,392

* See notes on pages 104 and 117.

† See note page 103.

In the years 1913, 1914, 1915 and 1916, the disputes resulting in favour of workpeople exceeded those resulting in favour of employers, but in later years, however, the position was reversed. A considerable number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

The first three classes are divided as follows :—

- (i.) By negotiation—
 - (a) Direct negotiation between employers and employees or their representatives.
 - (b) Intervention or assistance of 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. The sixth, "Other Methods," is more or less indefinite, and is connected with "Other Causes" and mainly relates to resummptions of work at collieries at the next shift, the cause of the stoppages not being in all cases made known officially to the management.

(ii.) *States, 1923.*—The following table shows the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages in 1923, according to method of settlement:—

Methods of Settlement of Industrial Disputes—States, 1923.*

Method of Settlement.	N.S.W.	Vic.	Q'tand.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
Negotiation—									
Direct between employers and employees, or their representatives ..	96	18	14	7	3	1	..	1	140
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12	6	5	..	2	..	..	..	25
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	..	..	3	1	..	..	..	..	4
By reference to Board or Court ..	1	..	1	..	..	..	..	..	2
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference ..	..	1	..	1	..	..	..	..	2
By Filling places of Workpeople on Strike or Locked out ..									
By Closing down Establishment permanently ..	2	1	1	1	..	..	..	..	5
By other methods ..	1	..	..	..	1	1	..	..	1
By other methods ..	82	2	..	..	..	..	..	..	86
Total* ..	194	28	24	10	6	2	..	1	*265

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—									
Direct between employers and employees, or their representatives ..	21,387	5,250	1,335	1,445	680	93	..	23	30,213
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	7,504	1,509	757	..	507	..	..	..	10,277
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	..	..	825	290	..	..	..	..	615
By reference to Board or Court ..	44	..	500	..	..	..	..	..	544
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference ..	..	55	..	3	..	..	..	..	58
By Filling Places of Workpeople on Strike or Locked out ..									
By Closing down Establishment permanently ..	200	50	22	43	..	..	..	..	315
By other methods ..	18	..	..	..	..	..	..	..	18
By other methods ..	30,413	159	..	..	2,820	16	..	..	33,408
Total ..	59,566	7,023	2,939	1,781	4,007	109	..	23	75,448

* See notes pages 104 and 117.

Methods of Settlement of Industrial Disputes—States, 1923—continued.

Methods of Settlement.	N.S.W.	Vic	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF WORKING DAYS LOST.									
Negotiation—									
Direct between employers and employees, or their representatives ..	101,968	91,715	8,733	22,146	4,526	92	..	322	229,593
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	525,816	5,897	11,668	..	30,548	..	..	..	582,929
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	..	..	22,341	3,100	..	..	..	..	25,581
By reference to Board or Court ..	484	..	8,000	..	..	..	..	..	8,484
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	..	440	..	33	..	..	..	..	473
By Filling Places of Work-people on Strike or Locked out									
..	1,351	300	264	602	..	..	..	..	2,517
By Closing down Establishment permanently ..	18	..	..	..	..	..	..	..	18
By other methods ..	239,423	204	..	..	28,200	32	..	..	267,859
*Total ..	869,060	98,556	51,008	25,971	72,274	125	..	322	1,117,314

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£	£
Negotiation—									
Direct between employers and employees, or their representatives ..	118,485	103,344	8,659	17,634	3,584	112	..	250	252,059
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	630,466	4,229	10,437	..	31,166	..	..	..	676,288
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	..	..	21,672	2,436	..	..	..	..	24,158
By reference to Board or Court ..	369	..	7,167	..	..	..	..	..	7,536
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	..	330	..	30	..	..	..	..	350
By Filling Places of Work-people on Strike or Locked out									
..	1,107	125	205	300	..	..	..	..	1,737
By Closing down Establishment permanently ..	13	..	..	..	..	..	..	..	13
By other methods ..	260,196	228	..	..	18,658	22	..	..	279,104
*Total ..	1,010,626	108,256	48,131	20,440	53,408	184	..	250	1,241,245

* See notes pages 104 and 117.

(iii.) *Australia, 1913 to 1923.**—Information for Australia for the years specified is given hereunder :—

Method of Settlement of Industrial Disputes—Australia, 1913 to 1923.*

Methods of Settlement.	1913.	1917.	1918.	1919.	1920.	1921.	1922	1923 †
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	234	171	291	380	412	249	140
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	38	21	35	25	65	52	25
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	12	20	33	33	18	7	4
By reference to Board or Court ..	22	13	14	5	8	4	7	2
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	3	8	9	8	11	5	2
By Filling Places of Work-people on Strike or Locked out ..	13	36	26	22	22	10	11	5
By Closing down Establishment permanently ..	1	4	8	7	4	2	6	1
By other methods ..	13	104	30	58	74	102	96	36
Total	208	444	298	460	554	624	433	†265

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	49,512	34,690	76,070	101,404	93,912	62,000	30,213
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	23,333	4,155	47,849	6,278	20,775	15,554	10,277
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,605	6,295	2,958	6,926	9,312	11,229	1,222	615
By reference to Board or Court ..	12,774	2,779	3,302	1,880	1,711	1,083	1,128	544
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	1,490	3,042	1,997	766	12,037	446	58
By Filling Places of Work-people on Strike or Locked out ..	658	17,780	1,933	2,202	2,141	334	790	315
By Closing down Establishment permanently ..	170	434	538	401	182	53	171	18
By other methods ..	2,986	72,342	5,741	20,766	33,772	25,678	30,971	33,408
Total	50,288	173,970	56,439	157,591	155,566	165,101	112,282	†75,448

* See note page 103.

† See notes pages 104 and 117.

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1923*—continued.

Methods of Settlement.	1913.	1916.	1917.	1918.	1919.	1920.	1922.	1923.*
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives . . .	94,400	551,484	222,846	632,269	827,685	245,765	353,336	229,603
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act . . .	26,335	863,896	37,444	5,379,655	217,916	156,076	187,164	582,929
Under State Industrial Act—								
By intervention, assistance or compulsory conference . . .	187,871	159,799	57,559	94,557	69,436	136,735	15,016	25,531
By reference to Board or Court . . .	221,769	48,852	151,472	8,460	19,236	22,752	13,767	8,484
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference . . .	2,105	33,396	23,289	74,018	34,205	327,048	8,081	473
By Filling Places of Workpeople on Strike or Locked out . . .	14,139	908,596	35,298	46,029	160,562	3,542	11,759	2,517
By Closing down Establishment Permanently . . .	20,400	11,392	4,270	5,737	12,919	538	603	18
By other methods . . .	56,509	2,022,743	48,675	67,501	529,806	64,161	101,348	267,859
Total . . .	623,523	4,599,858	580,853	6,308,226	1,872,065	956,617	692,074	*1,117,314

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees or their representatives . . .	43,834	287,348	139,426	419,573	594,700	240,442	288,515	252,059
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act . . .	12,394	591,359	23,271	3,342,611	154,093	146,920	200,835	676,258
Under State Industrial Act—								
By intervention, assistance or compulsory conference . . .	86,277	65,352	41,358	59,167	46,831	79,233	14,668	24,158
By reference to Board or Court . . .	104,293	32,444	96,211	4,425	11,205	19,452	10,541	7,536
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference . . .	1,373	18,333	14,311	46,472	19,285	198,887	5,701	360
By Filling Places of Workpeople on Strike or Locked out . . .	6,473	453,844	24,514	29,586	94,235	2,293	8,670	1,737
By Closing down Establishment Permanently . . .	7,850	6,456	2,764	3,108	7,125	355	635	13
By other methods . . .	26,240	1,189,672	39,479	46,996	356,182	69,527	92,308	279,194
Total . . .	287,759	2,594,808	372,334	3,951,936	1,223,716	757,028	616,568	*1,241,246

* See notes pages 104 and 117.

† See note page 103.

In all years direct negotiation between employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations was settled in this manner, 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; 63 per cent. during 1919; 69 per cent. during 1920; 66 per cent. during 1921; 58 per cent. during 1922, and 53 per cent. during 1923. In connexion with the comparatively large numbers of disputes classified as settled "By other methods," a large number of stoppages of work occur each year, principally at the collieries, without

any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

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

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

Both of the 1917 disputes were due to causes which could not well be brought before the Arbitration Court, the disputes being more susceptible to mutual agreement between the men and their employers. The trouble in the Railway Workshops involved a large number of sympathy strikes, full particulars of which appear in Labour Report, No 8, pp. 121–127.

The second table relates to the same disputes, but gives some additional particulars to those contained in the first table.

No. 1—*Interstate Industrial Disputes, 1917 to 1923.*

Disputes.	States Involved.	No. of Work-people Involved.	No. of Working Days Lost.	Estimated Loss in Wages
1917.				
Glass Bottle Makers— Protest against non-payment for defective bottles, 24/4/17 to 10/7/17	New South Wales Victoria .. South Australia ..	1,000 642 200	67,000 81,700 14,000	£ 36,250 17,600 1,000
Total .. .. .	.. .. .	1,842	112,700	54,850
Railway Workshop Employees— (Introduction of a card system for job costing in Workshops), Railway Employees in New South Wales, seamen and wharf labourers in all States, coal miners in New South Wales, Victoria and Queensland, and other trades were affected, 2/8/17 to 30/11/17	New South Wales Victoria .. Queensland .. South Australia .. Western Australia Tasmania ..	77,857 14,200 2,850 1,900 1,200 500	3,071,000 637,800 123,600 14,100 84,100 32,150	1,780,000 325,500 62,000 7,400 42,300 15,800
Total .. .. .	.. .. .	97,507	3,062,250	2,233,000
1918.				
NIL.				
1919.				
Seamen— (Increased Wages), Queensland Seamen came out in February, the remainder in May, 1919.	New South Wales Victoria .. Queensland .. South Australia .. Western Australia Tasmania ..	7,700 2,190 2,770 1,705 985 655	695,500 197,920 359,430 128,975 78,520 57,180	358,100 106,370 185,430 62,155 35,840 27,785
Total .. .. .	.. .. .	16,005	1,512,525	776,680
Marine Engineers— (Claim for 35 per cent. increase in wages), 13/12/19 to 28/2/20	New South Wales Victoria .. Queensland ..	5,150 2,095 1,322	302,450 159,090 77,520	167,065 87,755 42,475
Total .. .. .	.. .. .	9,167	539,060	297,295
1920.				
Building Trade Employees— (Against Saturday work), 10/4/20 to 14/5/20	New South Wales Victoria .. South Australia ..	2,500 2,000 300	25,000 49,000 7,710	17,000 33,000 5,000
Total .. .. .	.. .. .	4,800	80,710	55,000
Marine Stewards—Pantrymen— (Claim for 8 hour day and increase overtime rates), 15/12/20 to 25/1/21	New South Wales Victoria .. Queensland .. South Australia ..	6,200 2,330 1,373 673	204,800 75,920 42,232 20,522	125,435 43,270 25,295 12,650
Total .. .. .	.. .. .	10,576	343,474	206,650
1921, 1922 and 1923.				
NIL				

No. 2.—Interstate Industrial Disputes, 1917 to 1923.

Dispute.	States Involved.	Cause.	Result.	Method of Settlement.
Glass Bottle Makers, 24/4/17 to 10/7/17	New South Wales Victoria South Australia	Protest against non-payment for defective bottles	An acceptance of payment of half their original demand was finally agreed to by employees	Conference between employers & employees with assistance of an arbitrator
Railway Workshop Employees, 2/8/17 to 30/11/17	New South Wales	Protest against introduction of the card system for job costing in workshops	Work resumed on antecedent conditions (Government terms). Card system to be given a trial for three months, after which to be subject of special inquiry	By negotiations with assistance of Secretary for Labour and Industry
Railway Employees other than Workshop Employees	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	Partly by voluntary return to work, and partly by filling of men's places
Industries other than Government Railways whose employees were affected	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Seamen, Waterside Workers, Tally Clerks	All States	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Other Industries affected	Victoria	(a) Closing down of various works through shortage of supplies, and (b) refusal of the various unions to handle goods which had been handled by non-unionists on the waterfront	Work resumed on varying conditions in relation to industries	(a) On resumption of supplies (b) By the replacement of non-union labour by unionists on waterfront
Seamen, Queensland. Seamen came out in February and the remainder in May. Strike terminated on 26th August, 1919	New South Wales Victoria Queensland South Australia Western Australia Tasmania	Demand for increase of 85s. per lunar month; increase of 1s. per hour on overtime rates; 6-hour day in port. Insurance of £500 against death and compensation for illness	Wages increased by 35s. per month. Leave of absence and overtime increased, and other concessions	By round table conference summoned by Commonwealth Government
Marine Engineers, 13/12/19 to 26/2/20	New South Wales Victoria Queensland	Demand for increased rates and altered conditions of work and rates of overtime	Increased rates granted. Other matters to be dealt with by Tribunal	By negotiations and intervention of a distinctive third party
Building Trade Employees, 10/4/20 to 14/5/20	New South Wales Victoria South Australia	Against Saturday work. For reduction from 48 to 44 hours	Parties summoned in order to record agitation for reduced hours	Men decided by ballot to return to work on employers' terms
Marine Stewards and Pantrymen 15/12/20 to 25/1/21	New South Wales Victoria Queensland South Australia	Demand for 8 hours a day, and increased overtime	Work resumed on antecedent conditions	Stewards voluntarily offered to resume work