

SECTION XIII.—INDUSTRIAL DISPUTES.

1. **General.**—The systematic collection of statistical information regarding industrial disputes (strikes and lock-outs) occurring 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.

(i.) *Collection of Particulars.*—Under the system initiated in 1913 information as to the occurrence of an industrial dispute is derived from a number of sources, of which the following are the most important :— (a) Reports by labour agents and correspondents who have been appointed in all the most important industrial centres of the Commonwealth ; (b) official notifications from heads of various Commonwealth and State Departments ; (c) quarterly reports sent in by secretaries of trade unions, and (d) newspapers, trade and labour journals, and other publications.

Upon information being furnished as to the existence of an industrial dispute involving stoppage of work, forms* are despatched to the several parties concerned, viz., secretaries of trade unions, employers' organisations, and individual employers. The first parts of these forms are required to be returned immediately, and provide for the insertion of information as to (a) the locality in which the dispute exists ; (b) its cause or object ; (c) the date of commencement ; and (d) the number of persons involved directly and indirectly. The second portions of the forms, which must 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.

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

(ii.) *Methods of Tabulation.*—Where the information furnished by one party to the dispute substantially agrees with that furnished by the other, the facts are considered to be accurate, and the particulars are accepted for tabulation. In all cases where discrepancies or inconsistent accounts are received, special enquiries are instituted, ordinarily through the labour agents and correspondents. The whole of the available information is then tabulated as fairly as possible, and the summarised results agree not necessarily with the testimony of a single individual, but 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.

* 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.

- (c) A sympathetic strike is one in which the employees of an establishment, or of several establishments, make no demand for their own benefit, but leave work in order to assist employees of some *other* establishment or establishments, on strike or locked out, for the purpose of enforcing or resisting a demand.

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

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

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

"Workpeople indirectly involved in dispute" refers only to those employees who were involuntarily thrown out of work as the result of an industrial dispute, caused by certain other employees going on strike or through an employer or employers locking out certain other employees, whose absence from work rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. It often occurs also that when one section of employees is engaged in an industrial dispute, the effect of such dispute is to cause loss of time to other employees following occupations which are dependent upon those followed by the workpeople actually on strike or locked out. 3

"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.

* 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.

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

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

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

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

2. Industrial Disputes (involving Stoppage of Work), Number and Magnitude in each State and Territory, 1913-1921.—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 to 1920, were shewn in detail in Labour Reports Nos. 6 to 11. In order to allow of a ready comparison of the results of the investigations, particulars are furnished in the following table for the nine years, 1913 to 1921. It is pointed out that the losses in working days and wages, shewn in the table, do not represent the losses during each calendar year, but shew the total losses caused by the industrial disputes which commenced during each year. A table shewing the number of disputes, the number of workpeople involved, and the losses in working days and wages during each *calendar* year, 1913 to 1921, is given on page 172 of this Report.

* 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 (involving Stoppage of Work).—Number and Magnitude in each State and Territory, and for the Commonwealth, 1913-1921.

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	23,320	56,281	886,948	410,656
	1915	272	694	47,000	22,808	69,614	464,343	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	1,929,405
	1918	138	182	24,417	8,624	33,041	181,639	112,894
	1919	267	678	64,956	35,040	99,996	4,324,686	2,856,259
	1920	349	950	68,033	22,340	90,382	587,156	432,088
	1921	535	567	108,573	28,921	138,494	547,338	493,287
	1913	29	63	4,161	2,026	6,177	85,212	85,744
Victoria	1914	44	164	5,699	1,352	7,051	34,106	39,619
	1915	38	154	5,434	809	6,243	64,878	28,476
	1916	65	449	18,576	2,092	15,668	228,260	114,683
	1917	52	636	15,970	2,114	18,080	760,410	378,946
	1918	33	190	4,235	1,513	5,748	165,020	99,346
	1919	62	372	15,169	7,487	22,606	733,333	392,796
	1920	53	800	15,274	24,534	39,808	783,286	465,244
	1921	20	118	4,119	2,161	6,280	108,595	69,629
	1913	17	20	1,781	225	2,006	55,288	28,374
	1914	18	42	1,280	406	1,686	25,703	11,747
Queensland	1915	17	39	1,477	589	2,066	10,934	9,505
	1916	64	252	17,367	2,951	20,318	170,690	96,976
	1917	39	202	12,074	971	13,045	317,699	178,125
	1918	84	686	8,803	1,875	10,678	183,883	131,142
	1919	69	295	9,078	6,386	15,414	684,661	327,537
	1920	55	71	3,775	2,033	5,808	68,298	44,943
	1921	33	97	8,367	1,512	4,879	95,560	69,793
	1913	9	13	272	16	288	3,412	1,029
	1914	13	45	616	575	1,191	15,275	7,677
	1915	15	25	1,814	169	1,983	19,877	14,442
South' Australia	1916	21	45	1,037	606	1,643	10,583	5,004
	1917	24	44	3,958	146	4,104	57,448	30,306
	1918	17	25	1,576	429	2,005	18,276	10,316
	1919	32	75	4,437	3,409	7,846	238,378	127,303
	1920	40	120	4,732	1,067	5,799	232,402	140,326
	1921	19	45	2,138	1,002	3,180	37,038	37,315
	1913	9	324	967	..	967	6,772	5,615
	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
W. Australia	1917	23	128	2,401	547	2,948	102,078	53,004
	1918	22	56	3,363	1,435	4,803	31,145	17,792
	1919	20	157	5,516	4,480	9,976	359,087	213,867
	1920	45	434	9,095	2,918	12,013	140,640	108,065
	1921	12	56	1,806	10,157	12,063	145,103	86,038
	1913	8	30	444	20	464	987	434
	1914	6	22	288	25	313	3,286	1,459
	1915	2	2	622	..	622	4,808	2,174
	1916	6	36	366	68	434	21,389	11,207
	1917	8	11	1,062	623	1,685	52,541	24,502
Tasmania	1918	1	1	42	..	42	462	250
	1919	5	127	1,068	588	1,656	63,271	32,738
	1920	12	14	1,010	146	1,156	54,293	32,160
	1921	5	5	75	150	225	1,483	986
	1913	1	1	100	100	200	1,400	600
	1914	1	1	50	..	50	350	170
	1915	1	1	20	..	20	80	55
	1916	1	4	181	30	170	2,500	1,075
	1917	2	2	68	..	68	552	348
	1918	7	7	254	44	298	5,237	2,365
Nth. Territory	1919	2	2	120	..	120	420	345
	1917	2	2	75	..	75	615	520
	1918	3	4	112	10	122	428	305
	1919	5	9	46	21	67	1,910	1,434
Commonwealth	1913	208	921	33,493	16,790	50,283	623,528	287,739
	1914	337	1,203	43,073	27,976	71,049	1,090,395	551,238
	1915	358	942	57,005	24,287	81,292	583,225	290,633
	1916	508	1,536	123,546	42,137	170,683	1,678,930	967,604
	1917	444	1,941	154,061	19,909	173,970	4,599,658	2,594,808
	1918	298	1,154	42,553	13,886	56,439	580,835	372,334
	1919	460	1,713	100,300	57,291	157,591	6,305,226	3,951,936
	1920	554	2,104	102,519	53,047	155,566	1,872,005	1,223,716
	1921	624	838	120,193	44,903	165,101	956,617	757,028

It will be seen from the foregoing table that industrial disputes throughout the Commonwealth were most frequent during the year 1921; when particulars concerning 624 dislocations of work were recorded. This number is considerably higher than that for any previous year. In 1920 the number of disputes was 554, and during the years 1916, 1917 and 1919 stoppages of work numbering 508, 444 and 460 respectively were recorded. Since the systematic collection of particulars concerning industrial disputes was commenced in 1913, information relating to 3791 stoppages of work has been collected and tabulated. The period during which this number of disputes occurred was the nine years, 1913 to 1921. 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 involved afford a satisfactory basis if it is desired to compare the effect of dislocations during certain periods or within certain areas; 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.

A noticeable increase in the number of stoppages of work in New South Wales took place during the year 1921. In all the other States the numbers of disputes were less than those recorded during 1920.

The predominance of industrial disputes in New South Wales, as compared with the other States, continued during the year 1921. The position which New South Wales occupies in comparison with the other States is almost entirely due to the prevalence of disputes in connection with coal mining. Apart from these stoppages, the number of disputes in all other industries whilst still in excess of that for each of the other States, does not compare unfavourably when the number of workpeople in each State is taken into consideration.

The number of workpeople who were involved in the industrial disputes which commenced during the year 1921 was 165,101, as compared with 155,566 during 1920; 157,591 during 1919; 173,970 during 1917; and 170,683 during 1916. During each of the other years for which particulars are shewn, the number of workpeople affected by dislocations of work was comparatively low.

The greatest losses in working days and wages were occasioned by disputes which began during the year 1919. The number of working days lost on account of the 460 disputes during 1919 was 6,308,226, causing an estimated loss of wages of £3,951,936. Comparatively heavy losses were caused by disputes commencing during the years 1916, 1917 and 1920. During 1916, disputes numbering 508 caused a loss of 1,678,930 working days, and a consequential estimated loss of £967,604 in wages; in 1917 the number of disputes was 444, the loss in working days 4,599,658, and the loss in wages £2,594,808, and in 1920 the corresponding figures were 554 disputes, 1,872,065 working days, and £1,223,716 lost in wages.

Compared with the losses during the years just mentioned, the figures for the year 1921 shew a considerable decrease, notwithstanding that the disputes were more numerous. The figures for 1921 were 624 disputes, 956,617 working days, and £757,028 lost in wages.

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. Three serious dislocations occurred during the year 1919. Miners and others at Broken Hill ceased work during the second quarter of the year, and the dispute continued until November, 1920. Seamen and marine engineers were also involved in protracted disputes, which commenced during 1919, and caused heavy losses of working days and wages. During the year, 1920, the most serious dislocations were those which involved marine stewards on interstate vessels; factory engine-drivers and gasworkers at Melbourne; brown coal miners at Morwell; and printing trade employees at Melbourne. Detailed particulars of the most serious disputes during each year have been published in previous Labour Reports, but in view of the magnitude of the dislocations of work mentioned above, it is of interest to repeat the main features of the troubles.

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

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

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

Three serious dislocations of work commenced during the year 1919. The workpeople involved in these disputes were—(1) metalliferous miners and others at Broken Hill; (2) seamen and others engaged in the coastal trade; and (3) marine engineers employed on interstate vessels. These disputes were responsible for exceptionally heavy losses in working days and wages.

The stoppage of work at Broken Hill, in which metalliferous miners and others were involved, was the most prolonged dispute which has been recorded by this Bureau. The mines closed down during May 1919, and work was not resumed until 11th November, 1920. The carpenters at the mines were involved in a sectional dispute prior to the 1st May, but the general stoppage of operations dated from the 19th May. During the early stage the dispute resolved into a struggle between unions as to which organisation engine-drivers at the mines should belong. Claims for increased rates of wage, reduction of hours of labour, abolition of contract system, abolition of night shift, and compensation for occupational diseases in addition to existing provisions, were made by the miners, engineers and engine-drivers. These claims were refused, and the result was that over 7000 workpeople were thrown out of work. In addition, the number of employees at the smelting works, Port Pirie, was reduced from 2000 to 800. Great distress existed in Broken Hill and Port Pirie during the currency of the trouble, and many of the workpeople left the districts.

Negotiations between the parties involved continued without success until July, 1920, when an agreement was arranged between the representatives of the companies and the unions to submit the claims of the men to an independent tribunal consisting of a Judge of the Federal or State Arbitration Court and five representatives of each side; the selection of the Judge to be made by the Prime Minister of the Commonwealth and the Premier of New South Wales. Mr. Justice Edmunds was appointed Chairman of the tribunal on 26th July. After a conference extending over some weeks an award was issued. The terms of the award, as first announced, were not satisfactory to the parties, and the Arbitrator was requested to interpret certain sections, especially those in regard to hours of labour, before finality was reached.

The strike was declared "off" on the 10th November, 1920, and the men decided to offer themselves for work. During the month the various mines resumed operations, but before many weeks had passed the market price for lead and silver declined considerably, and consequently only few of the mines were able to continue working. It is estimated that the loss in wages to workpeople at the mines at Broken Hill and at the smelters, Port Pirie, exceeded £2,500,000. In addition to this loss, large numbers of workpeople at Broken Hill, who were not directly connected with the dispute, were thrown out of employment or were working part time. The distress at Broken Hill was so serious that it was necessary to open relief depots.

The seamen's dispute also commenced during May 1919, and continued until August 1919. The cause of the cessation of work was the refusal of the owners to concede the men's demand for an increase of 35s. per month in their rates of pay. The result was a general cessation of work by

seamen engaged in the coastal trade. The Commonwealth Line of steamers was also involved. Work on the wharves was suspended, with the exception of the loading and unloading of oversea vessels. Owing to the inability to obtain coal and power many factories were closed, and thousands of workpeople engaged in manufacturing and other industries in the several States were thrown out of employment. Female employees were most severely affected. War Precautions (Coal) Regulations were issued by the Department of the Navy, prohibiting the use or supply of coal or coke without the consent of the Coal Board. The use of electric current and gas in private houses or boarding houses was prohibited between the hours of 8 a.m. and 5 p.m. on each day, except Sunday, when they were permitted to be used between 8 a.m. and 2 p.m. Railway and tramway services were curtailed, and in the metropolitan areas the trams stopped running during the evenings and on Sundays. During the last week of August, after negotiations, the men agreed to man the ships and to meet the owners in conference. As a result of the conference the men were granted an increase of 35s. per month.

During December 1919, the marine engineers employed on interstate vessels took individual action to obtain higher rates of pay. The men gave notice of their intention to leave the vessels at their home ports, and did so. The approximate date of commencement of the dispute was the 13th December. The dislocation of work continued after the close of the year, and work was not resumed until the end of February 1920. War Precautions (Coal) Regulations on similar lines to those issued during the seamen's dispute were gazetted. Large numbers were thrown out of work, but not to the same extent as during the seamen's dispute. After a stoppage of work extending over 10 weeks, the engineers decided, by ballot, to give their executive complete control of the strike. The shipping controller's terms were accepted. Increased rates of pay were granted.

Particulars relating to the marine stewards' dispute which commenced in December, 1920, are given on pp. 154-6 of this Report.

The factory engine-drivers' dispute at Melbourne occurred in June, 1920, and lasted for two weeks. The cause of the trouble was the refusal of the employers to concede the demand of the men for an increase of four shillings per day. The industrial position was rendered more serious owing to the gasworkers being involved in a dispute concerning rates of wage during the same period. The effect of the two stoppages was most disastrous, as thousands of factory workers were thrown out of employment. The engine-drivers at the electric light and power works were amongst those who ceased work. The immediate result of the stoppages at these establishments was that the electric tramways were affected. Owing to the absence of gas or electric lighting in the streets, the cable trams on practically all lines ceased running after 6 p.m. The dispute at the electric light works was settled within a week, the men being granted increases of 3s. and 3s. 6d. per day. The factory engine-drivers and gasworkers, however, continued on strike. It is estimated that considerably over 20,000 workpeople were involuntarily thrown out of employment on account of the restrictions on the use of coal and power. Owing to the difficulty of obtaining proper lighting, many shops in the city and suburbs closed earlier than usual. The

tramway employees were not working full time during the currency of the dislocation. The stoppage of the trams at night and the want of proper lighting seriously interfered with the attendances at theatres and other places of amusement. Coal at the gas works and electricity generated by non-union labour were declared "black." The engine-drivers' dispute terminated on the 28th June, after a conference between the employers' executive committee and the industrial disputes committee of the Trades Hall Council. The gasworkers' trouble remained unsettled until the 26th July. A compulsory conference under the provisions of the Commonwealth Conciliation and Arbitration Act was called during the early stage of this dispute, but proved abortive. A further conference was held, but it was not successful in settling the dispute. Towards the end of June the Trades Hall disputes committee and officials of the transport unions waited upon the State Premier, and suggested that he should assist to bring about a round table conference with a view to settle the dispute. The Premier promised to consider the representations, but stated that he could not depart from the attitude the Government had already taken up with regard to settlement of the dispute by constitutional means. At the end of June the Premier submitted proposals to the employers and to the disputes committee for a settlement of the trouble. These proposals included the offer to appoint a Wages Board for gas workers. The proposals as submitted were not acceptable to the parties. Negotiations continued, and after a conference at the Premier's Office, at which the industrial disputes committee, the executive of the union and representatives of the companies were present, the men decided to accept the terms of the companies' offer and work was resumed after a stoppage of 44 days. Briefly, the terms of settlement provided for an increase in the basic wage in the gas industry from 12s. to 13s. per day, such increase to be paid retrospectively from 1st May, and to be reviewed at quarterly intervals according to the variation in the cost of living statistics.

The dispute in the printing trade in Victoria during 1920 commenced on the 1st March, and continued until the 17th May. The cause of the dislocation was the refusal of the employers to grant the claim of the unions for a reduction in the weekly working hours from 48 to 44. A claim for increased rates of wage was also submitted and refused. The jobbing printing trade was practically at a standstill, as approximately 2000 employees, including a large number of females, were involved in the dispute. After a conference, work was resumed, the employers granting substantial increases in the rates of wage, but no concessions were made in regard to the number of hours in the working week.

The dislocation of work at the brown coal mine, Morwell, Victoria, commenced during November, 1920, and continued until April, 1921. The State coal mine at Wonthaggi was idle from 10th November, 1920, to 25th January, 1921, owing to the trouble at the Morwell mine, as the miners of black coal ceased work in sympathy with the Morwell men.

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 was not obtainable.

3. Particulars of Principal Industrial Disputes recorded during the Year 1921.—(i.) *New South Wales*—The total number of cessations of work in this State during the year was 535, and the number of workpeople involved was 138,494, of whom 108,573 were directly and 29,921 indirectly affected. The loss in working days was 547,838, while the estimated loss of wages was £493,267.

Compared with the figures for the previous year, the number of disputes, and also the number of workpeople involved, shew considerable increases, but the losses in working days and wages occasioned by dislocations during the two years shew little variation. The number of disputes which occurred in this State during 1921 is higher than the number recorded for any previous year. The majority of the cessations of work were of short duration. No less than 321 of the total number recorded (535) lasted for 1 day or less. There was no general dislocation of work at the collieries, but during the period under review the number of disputes which were classified as involving employees in the mining industry was 499. With very few exceptions these stoppages occurred at the coal mines. The Wallarah colliery was idle for months owing to a dispute between two unions regarding the association to which certain men should belong. It was contended that men employed on a jetty were doing work which should be performed by members of the miners' union, and if they were to continue to perform such work, they would have to become members of that union. The trouble was referred to the Coal Industry Special Tribunal for settlement, and an award was made that the men should remain on the jetty as repairers, but that they must not load coal. Considerable loss of time was caused at several collieries during the year by the refusal of the employers to grant a claim of 3s. per shift extra to surface workers, who were compelled to work in the rain. As a result of the refusal, the men declined to work on wet days. The question of extra payment was submitted to the Special Coal Tribunal, and an allowance of 1s. 6½d. per shift was granted to pit-top hands who are compelled to continue at work in the open during rain.

Cessations of work at the collieries were mostly of short duration. Stoppages which contributed heavily to the loss of working days and wages during the year occurred at the undermentioned collieries:—Walarah, Hebburn, Richmond Main, Pelaw Main, Seaham, Stanford Merthyr, Mount Kembla, Invincible, Shortland, Ivanhoe, South Bulli, Burwood Extended, Mount Keira, Excelsior, New Greta, Wallsend, Abermain and Aberdare.

The disputes which occurred in industries not classified under mining and quarrying were not serious, with the exception of the seamen's trouble, particulars of which are given elsewhere. Railway construction workers were involved in a number of disputes during the year, but there was no prolonged dislocation of work in connection with any of the troubles. The dismissal of an employee caused a cessation of work at the Occidental Gold Mine, Cobar, during February and March. The men contended that he had been unjustly dismissed. After a stoppage of

five weeks, work was resumed on the understanding that in the event of work being available, the dismissed man would be eligible for employment. The following disputes were responsible for fairly heavy losses in working days and wages during the year :—Iron moulders at the Iron and Steel Works, Ultimo ; plasterers at Sydney ; and ironmoulders at Walsh Island Dockyard.

(ii.) *Victoria*.—During the year, 1921, twenty stoppages of work were recorded in this State. The total number of workpeople involved was 6280, of whom 4119 were directly, and 2161 indirectly affected. The total loss in working days was 109,595, and in wages £69,629. These figures shew a considerable decrease compared with those for the two previous years. The cessations of work which were mainly responsible for the losses during the period under review were those in which the undermentioned workpeople were involved :—Seamen and others on interstate vessels ; stonemasons at Melbourne and other industrial centres ; boilermakers at Robinsons Proprietary Limited, Melbourne ; water-works' construction labourers at Bethanga ; woodcutters at Merbein and district ; cold storage workers at Melbourne ; wheelers and miners at the State coal mine, Wonthaggi (3 stoppages) ; and poulterers' employees at South Melbourne. With the exception of the disputes in which seamen and stonemasons were involved, the cessations of work in this State during the year were not serious, so far as losses in working days and wages were concerned. Particulars relating to the maritime trouble are given on pp. 154-6. The stonemasons' dispute commenced on the 17th January, and work was not resumed until the third week in March. The cessation of work was caused by the refusal of the employers to pay the rates of wage specified in a determination of the Stonecutters' Wages Board. An appeal was lodged against the determination, and the Court of Industrial Appeal heard the case early in March. The determination of the Court provided rates of wage lower than those specified in the determination against which the appeal was lodged. On the decision of the Appeal Court being gazetted, work was resumed.

(iii.) *Queensland*.—In this State 33 dislocations of work occurred during the year, 1921. The number of workpeople involved was 4879, as compared with 5808 involved during the previous year. The number of working days lost was 95,560, and the estimated loss of wages was £69,793. These figures shew an increase on those for the previous year, but are comparatively small compared with the losses occasioned by dislocations during the year, 1919. The seamen's dispute during January and February was responsible for over forty per cent. of the loss in working days caused by cessations of work in this State during 1921. A number of disputes occurred in the coal mining districts. The most serious were those which stopped work at the Redbank, Mount Mulligan and Baralaba collieries. Sugar cane cutters and mill hands were involved in disputes during the year. Employees of the South Johnstone sugar mill, Innisfail, were idle during July and August. It is reported that the stoppage was caused by an extreme section of the members of the union, by intimidation, forcing the majority to cease work, and that the union officials did not authorise the strike. The waterside workers at Innisfail, Goondi and Mourilyan Harbour refused to handle sugar

from the South Johnstone mill, in sympathy with the sugar mill employees. As a result of the refusal of the waterside workers to work, the Court of Industrial Arbitration ordered that the Waterside Workers' Award be suspended at the ports of Innisfail, Goondi and Mourilyan Harbour. Stoppages of work which occurred at the Mulgrave sugar mill and at the Goondi mill also caused considerable losses of wages during the year.

Disputes involving railway construction workers on the Bowen Coalfields railway line, Merinda, and on the North Coast line were responsible for fairly heavy losses in working days and wages.

(iv.) *South Australia*.—The number of disputes in this State during the year 1921 was 19. These stoppages affected 3160 workpeople, who lost 57,038 working days and £37,315 in wages. The figures shew a considerable reduction compared with those for the previous year, when 40 cessations of work occurred, causing a loss of 232,402 working days, and of £140,326 in wages. The dispute in which seamen on interstate vessels were involved was responsible for the heaviest losses during 1921. The refusal of claims for the employment of extra men in the stokeholds of vessels caused two disputes in this State during the year. The vessels affected were the "S.S. Paringa" and the "S.S. Grace Darling." Both vessels were laid idle at Port Adelaide for lengthy periods. Other stoppages in this State causing serious losses of working days and wages were those in which the following workpeople were involved:—carpenters employed by the Adelaide Electric Light Company, Osborne; wheat lumpers on steamers at Wallaroo; coopers at Adelaide; and waterworks construction labourers at Todd River.

(v.) *Western Australia*.—Twelve stoppages of work were recorded in this State during the year, 1921. The number of workpeople involved in these disputes was 12,063, and the loss in working days was 145,103, with a consequential loss in wages of £86,038. Although the number of disputes was lower than in the previous year, the working days lost and the total number of workpeople affected were almost equal during each year; the working days lost during 1920 being 145,640, and the workpeople involved, 12,013. Employees on the Government Railways of this State ceased work on the 1st January, and traffic was suspended for two weeks. The cause of the cessation of work was a claim by the locomotive men that (a) all work in a higher capacity shall be counted towards the next increase, irrespective of appointments; (b) all hours in excess of eight in any one shift shall be paid for at 50 per cent. above ordinary rates; and (c) penalty rate of 50 per cent. to be paid on all work performed between 8 p.m. and 6 a.m. The stoppage of the railway service seriously affected mining operations and mail services. The want of fuel caused many of the large gold mines to close, and considerable loss of wages was incurred by mining employees. At the end of a fortnight an agreement was arranged that, on condition the men resumed work, all matters in dispute would be referred to the State Arbitration Court for settlement. The Commissioner agreed that all acting work be counted towards promotion, and was prepared to admit the principle of paying a higher rate for work performed during the night time than that which may be paid

during day time. It was also agreed that there was to be no victimisation, that all hands were to be reinstated in their positions, and any time lost owing to the strike was not to be counted as a break in service. Another dispute which seriously affected the mining industry in this State occurred during April and May. Firewood cutters at Lakeside ceased work in order to enforce their claim to be conveyed to and from their camp at midday for lunch. This practice had been in force for some time, but the company desired to save the cost of running the train at midday. A conference between representatives of the employers and the unions involved, including the associations connected with the mining industry, presided over by the Premier, arrived at a satisfactory agreement concerning the running of the train. The mines continued work until their fuel supplies were exhausted, when they were closed, causing the dismissal of hundreds of workpeople. Tramway employees at Kalgoorlie ceased work at the beginning of February, and were idle for over three weeks. The men, who asked for higher rates of wage on account of the increase in the cost of living, were working under a Commonwealth Arbitration award which would not expire for some months. Negotiations with the management having been unsuccessful, the men decided at a stop-work meeting held on the 1st February not to resume work until a satisfactory settlement was reached. The traffic was suspended until 23rd February, when both parties agreed to submit the dispute for settlement to a local tribunal consisting of two representatives from the Company and two from the Union, with an independent chairman. As a result of the tribunal the men were granted an increased rate of wage. Both parties agreed that the award of the local tribunal was to be confirmed or varied by the Commonwealth Arbitration Court.

The most serious dislocations of work in this State, with the exception of the three mentioned above, were those which involved hotel employees at the Esplanade Hotel, Perth, over the alleged wrongful dismissal of a female employee; carpenters at Perth, whose demand for a working week of 44 hours was refused by the employers, and wharf lumpers at Bunbury over the locality of a "picking up" place.

(vi.) *Tasmania*.—Five stoppages of work occurred in this State during the year, 1921. These disputes affected 225 workpeople, and caused a loss of 1483 working days, and an estimated loss in wages of £986. These figures shew a considerable reduction compared with those for the previous year. The occupations of the workpeople involved in the five small disputes during the year were—Hop pickers, slaughtermen, timber workers, and building trade employees. The saw-milling and timber industry in this State was much disturbed during the year. Many of the principal mills were closed down as the proprietors stated that it was unprofitable to carry on. The employees' representatives contended that the men were locked out. The lost time and wages due to the closing of the mills are not included in the dispute tabulations for the year, but the large number of workpeople out of work in the timber industry is reflected in the unemployment tabulations (Vide Section III.).

4. Industrial Disputes, Classified in Industrial Groups, 1921.—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 1921, classified according to industrial groups. Similar information for the years 1913 to 1920 was published in Labour Reports Nos. 5 to 11.

Industrial Disputes, Classified according to Industrial Groups, 1921.

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.							
II. Engineering, metal works, &c.	3	3	73	15	88	6,443	4,099
III. Food, drink, &c., manufacturing and distribution	2	2	210	210	420	420	170
IV. Clothing, hats, boots, &c.	2	3	23	20	250	387	171
VI. Other manufacturing	1	1	44	28	72	4,680	4,067
VII. Building	3	27	337		337	8,935	6,183
VIII. Mines, quarries, &c.	490	501	104,011	25,729	129,740	342,329	384,729
IX. Railway and tramway services	12	12	545	165	710	4,002	2,466
XI. Shipping, wharf labour, &c.	0	11	2,798	3,744	6,542	179,015	109,569
XII. Pastoral, agricultural, &c.	3	3	93		93	355	275
XIV. Miscellaneous	4	4	232	10	242	1,272	938
Total	535	507	108,573	29,921	138,494	547,838	493,207
Victoria.							
I. Wood, sawmill, timber, &c.	1	1	6		6	36	24
II. Engineering, metal works, &c.	1	1	12	0	18	684	550
III. Food, drink, &c., manufacturing and distribution	3	11	92		92	1,005	562
VII. Building	2	81	536		536	22,672	15,150
VIII. Mines, quarries, &c.	3	3	2,460		2,460	4,580	4,500
XI. Shipping, wharf labour, &c.	6	11	651	2,152	2,803	77,333	46,740
XII. Pastoral, agricultural, &c.	1	4	35		35	105	106
XIV. Miscellaneous	3	6	327	3	330	3,180	1,998
Total	20	118	4,110	2,161	6,280	100,595	69,629
Queensland.							
I. Wood, sawmill, timber, &c.	1	1	8	10	18	288	190
III. Food, drink, etc., manufacturing and distribution	7	67	1,632		1,632	27,181	24,160
VI. Other manufacturing	3	3	207	76	283	1,202	791
VII. Building	1	1	55		55	1,045	680
VIII. Mines, quarries, &c.	5	5	420		420	7,097	6,860
IX. Railway and tramway services	3	3	444		444	5,472	3,308
XI. Shipping, wharf labour, &c.	5	9	366	1,370	1,736	47,672	28,978
XII. Pastoral, agricultural, &c.	6	6	214	50	270	4,931	4,789
XIII. Domestic, hotels, &c.	1	1	9		9	36	15
XIV. Miscellaneous	1	1	12		12	36	22
Total	33	97	3,367	1,512	4,879	95,560	69,798
South Australia.							
I. Wood, sawmill, timber, &c.	1	19	56		56	2,128	1,925
VII. Building	2	2	88	5	93	954	706
VIII. Mines, quarries, &c.	1	1	800		800	11,200	7,850
XI. Shipping, wharf labour, &c.	8	9	309	997	1,306	37,851	23,175
XII. Pastoral, agricultural, &c.	1	6	400		400	3,200	2,600
XIV. Miscellaneous	6	8	605		605	1,705	1,059
Total	19	45	2,158	1,002	3,160	57,038	37,315
Western Australia.							
III. Food, drink, &c., manufacturing and distribution	1	1	12		12	12	9
VI. Other manufacturing	1	1	25		25	225	150
VII. Building	1	40	400		400	2,800	2,000
VIII. Mines, quarries, &c.	1	1	20	107	127	314	199
IX. Railway and tramway services	2	2	1,090	7,750	8,840	90,880	50,350
XI. Shipping, wharf labour, &c.	4	8	313		313	778	485
XIII. Domestic, hotels, &c.	1	1	28		28	4,844	1,995
XIV. Miscellaneous	1	2	18	2,300	2,318	39,250	30,260
Total	12	56	1,906	10,157	12,063	145,103	86,038

Industrial Disputes, Classified according to Industrial Groups, 1921—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.		
Tasmania.							
I. Wood, sawmill, timber, &c.	1	1	14	..	14	812	540
III. Food, drink, &c., manufacturing and distribution	1	1	15	..	15	15	11
VI. Other Manufacturing	1	1	10	150	160	80	60
XII. Pastoral, agricultural, &c.	1	1	24	..	24	120	75
XIV. Miscellaneous	1	1	12	..	12	456	300
Total	5	5	75	150	225	1,483	986
All States.							
I. Wood, sawmill, timber, &c.	4	22	84	10	94	3,264	2,079
II. Engineering, metal works, &c.	4	4	85	21	106	7,127	5,249
III. Food, drink, &c., manufacturing and distribution	14	82	1,961	210	2,171	28,633	24,912
IV. Clothing, boots, &c.	2	3	230	20	250	387	171
VI. Other manufacturing	6	6	286	254	540	6,187	5,068
VII. Building	9	161	1,410	6	1,421	36,406	24,719
VIII. Mines, quarries, &c.	509	511	107,711	25,836	133,547	366,120	384,138
IX. Railway and tramway services	17	17	2,079	7,915	9,994	106,364	66,724
XI. Shipping, wharf labour, &c.	29	48	4,437	3,263	12,700	342,649	208,947
XIII. Pastoral, agricultural &c.	12	20	766	60	822	8,711	7,844
XIII. Domestic, hotels, &c.	2	2	37	..	37	4,880	2,010
XIV. Miscellaneous	16	22	1,106	2,313	3,419	45,899	34,567
Total	624	888	120,198	44,903	165,101	956,617	757,028

Any comparison as to the frequency of industrial disputes in classified industries can be reasonably 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. During the year 1914 this proportion rose to 55 per cent., and during 1915 to 57 per cent. In 1916, 1917, 1918, and 1919, however, the proportion of disputes in Group VIII. shewed a decrease, the figures representing 47, 45, 45, and 50 per cent. of the total number of disputes during the respective years. In the year 1920 the proportion rose to 57 per cent., while in 1921 no less than 509, or over 81 per cent. of the total number of dislocations recorded during the year, were disputes which affected employees in the coal and metal-liferous mining industry. In recognising 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, although even after allowance is made on this account it will be found that there is still an excessive proportion of industrial trouble in that State. Of the 509 dislocations of work which involved employees in the mining industry during the year 1921, 499 occurred in New South Wales, 3 in Victoria, 5 in Queensland, 1 in South Australia, and 1 in Western Australia.

Of the total number of working days lost and the estimated total loss in wages due to disputes which commenced during the year 1921, 38 per cent. and 51 per cent. respectively were due to stoppages which

involved employees in the mining and quarrying industries (Group VIII.), as compared with 26 per cent. and 33 per cent. during the year 1920.

Particulars of industrial dislocations at Mount Morgan, Queensland, and Wallaroo, South Australia, are not included in the dispute tabulation. At both these places work was suspended for long periods, the reason being that the companies concerned found themselves unable to carry on without loss. At the end of 1920 copper prices, which had been as high, as £128 per ton, fell to below £70 per ton; while investigations showed that the cost of production, after allowing for the gold and silver contents, was over £90 per ton. Faced with the prospect of serious losses, estimated in the case of Mount Morgan at over £100,000 per annum, both companies attempted to secure a reduction in wages. The Mount Lyell company had to face the same position, and also proposed a reduction in wages. These reductions were not acceptable to the employees, and consequently the mines and works at Mount Morgan and Wallaroo were closed for a considerable time. At Mount Lyell it was found possible to avoid closing the mine and works, through the action of the Deputy President of the Federal Arbitration Court. After hearing representatives of the unions and of the company, and having held an enquiry as to the cost of living at Mount Lyell by Commission, an award of the Court was made in the terms of the company's latest offer. This offer waived any reduction in wages, but had reference to a rearrangement of working hours designed to secure an increase in production without incurring a proportionate increase in the working costs per ton. Also as a result of the intervention of the Federal Arbitration Court, which awarded a considerable reduction in the wages being paid when the mines and works closed down, operations at Wallaroo were resumed for some time, but work was suspended in February, 1922. Notwithstanding offers of subsidies made by the Government, and conferences and Court proceedings convened by the President of the State Arbitration Court, the Mount Morgan mines and works were still closed down at the end of the year under review. Work was resumed in February of 1922, but the circumstances under which such resumption was made will be dealt with in the next Report.

The number of disputes which occurred in the shipping industry (Group XI.) during the year 1921, was 29, involving 12,700 workpeople, and causing losses of 342,649 working days, and £208,947 in wages. The dislocation of work in which the seamen on interstate vessels were involved caused the greater part of these losses. This dispute commenced on the 26th January, and continued until the 25th February, following immediately on the marine stewards' dispute, which was declared "off" on the 25th January, after having been in existence since the 15th December, 1920. The trouble with the marine stewards arose over the refusal of the shipping companies to concede the men's demand for a reduction of time in which their daily hours of work were to be performed. An important point in the men's claim was that the "spread" of hours in which a period of eight hours was worked, should start at 6.30 a.m., and end at 8 p.m., which meant a reduction of "spread" from fifteen to thirteen and a half hours, but the shipowners, while agreeing to the claim for an eight-hour day's work at sea, stipulated a "spread" of fifteen hours. Negotiations having failed, the men gave 24 hours'

notice of their intention to leave the vessels at their home ports, and did so. The Tasmanian boats were first affected, and the trouble extended until interstate shipping was entirely suspended. People who had arranged to visit Tasmania during the Christmas holidays were unable to do so, and hotel and boarding-house keepers in that State catering for tourists suffered serious financial loss. Wharf labourers, tally clerks, carters and other employees closely connected with the shipping industry were immediately thrown out of employment. Restrictions placed upon the use of coal, gas, and electric power, caused many factories to close down, and thousands of workpeople were entirely out of work or working part time. In Victoria, although the industrial position was bad, it was not so serious as during previous dislocations. Many proprietors of factories had installed oil and other engines, with the object of carrying on during periods when coal or power was not available. These provisions lessened somewhat the number of unemployed. During February the industrial position became very acute. Railway and tramway services in Victoria were greatly reduced. Electric and cable tram services ceased running at 7 p.m. on week days, and trams and trains were not running on Sundays. An embargo was placed upon racing by the Victorian Government, and from the middle of January to the beginning of March horse-racing in the metropolitan area was entirely suspended, and very few country meetings were allowed. The dispute, so far as the marine stewards were concerned, terminated on the 25th January, when the men decided in favour of resuming work unconditionally. The shipping trouble, however, had not yet ended, as the shipowners required a guarantee from the officials of the Seamen's Union that "job control" would cease. It will be seen, therefore, that a new dispute commenced on the 26th January. Interstate shipping was further delayed, and coastal traffic between the States was not resumed until 26th February, when a settlement of the "job control" dispute was reached. In connection with this cessation of work, it is mentioned that during the year, 1920, a number of disputes occurred on vessels over the question of "manning." The men refused to take the vessels to sea until the demand for the employment of additional assistance was granted. The owners had in most cases conceded the claims, but on the termination of the marine stewards' dispute, they declined to recommission the vessels until the Executive Council of the Seamen's Union gave an assurance that no similar demands would be made in future, but that, when an augmentation of the crew or stokehold manning, increased accommodation, or other concessions were desired, they would be sought by constitutional means only, and not by the exercise of job control or direct action. The Commonwealth Government was requested to appoint a tribunal under the Industrial Peace Act for the purpose of settling the dispute. The shipowners were strongly opposed to the appointment of such tribunal. The Government, after consideration, refused the request. A compulsory conference under the Commonwealth Conciliation and Arbitration Act was held on the 18th February, but failed to reach a settlement. A further conference was called, and after a number of meetings the following agreement was signed by representatives of the parties to the dispute :—

"A resumption of the shipping industry is hereby agreed upon between the parties represented at the compulsory conference before Mr. Justice Powers, the conditions being :

"(1) No question of manning is to be raised with regard to ships that are being put into commission at the earliest possible moment. With regard to ships that are not being put into commission immediately, either because of trade purposes or otherwise, the manning question is to be decided by a manning committee, as hereafter provided, before the ships go to sea.

"(2) The manning of all Inter-state ships about which there is any difference is to be fixed by a manning committee, consisting of four members nominated by the employers, and four by the Seamen's Union, or such other method as may be agreed upon, with a chairman to be mutually agreed upon, who shall be a practical man; and if the parties fail to agree as to the chairman, he will be appointed by his Honor, Mr. Justice Powers. The manning committee to be constituted by Tuesday, 1st March, at the latest.

"(3) The decision of the manning committee to be binding on all parties during the currency of this agreement.

"(4) The policy of securing alterations by the adoption of the so-called 'job control' is hereby waived.

"(5) The uninterrupted continuance of the shipping industry is to be the settled policy of both parties to this agreement.

"(6) Both sides agree to settle all disputes by agreement, or other constitutional means.

"(7) A conference as to suggested alterations of the present general agreement as to wages and conditions will be held within a fortnight of this date.

"(8) This agreement shall continue in force until the 31st day of December, 1921, or until mutually determined."

Seventeen disputes in the Commonwealth were classified in Group IX. (Railway and Tramway Services). The number of working days lost by these stoppages was 106,354, and the estimated loss in wages was £56,724. Sixteen dislocations of work tabulated in Group XIV. (Miscellaneous) caused a loss of 45,899 working ways, while 28,633 days were lost by workpeople who were involved in disputes which were included in Group III. (Food, Drink, etc.). Nine dislocations of work, involving employees in the building trade (Group VII.), caused a loss of 36,406 working days. The cessations of work classified in the remaining groups were not serious so far as the loss of working days and wages were concerned.

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

where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). For the purpose of tabulating comparative results as to the number of disputes, workpeople involved (directly and indirectly) and the consequent loss of working time and wages, the particulars relating to each dispute are classified according to varying periods over which the dispute remained unsettled. The following limitations of time have been adopted :—(a) One day or less ; (b) two days and more than one day ; (c) three days and more than two days ; (d) over three days and under six days (the latter considered as constituting one week) ; (e) one week and under two weeks ; (f) two weeks and under four weeks ; (g) four weeks and under eight weeks ; and (h) eight weeks and over.

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

(i.) *Duration of Industrial Disputes in Commonwealth, 1913-1921.*—

In the following table comparative particulars are given with respect to the number of disputes, workpeople directly and indirectly involved, working days lost, and estimated amount of loss in wages respectively, consequent upon the cessations of work, which were recorded for the Commonwealth during the years 1913 to 1921, classified under the specified limits of duration :—

Duration of Industrial Disputes in the Commonwealth, 1913-1921.*

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	8,163
	1914	118	15,295	10,192	25,487	25,487	13,744
	1916	155	55,680	10,711	66,391	65,757	35,293
	1917	158	28,705	4,758	35,463	35,065	26,733
	1918	74	11,062	4,534	15,596	15,294	12,464
	1919	154	20,218	11,825	41,043	40,977	35,639
	1920	226	40,603	10,225	50,828	49,862	40,610
	1921	332	70,437	15,913	86,350	85,841	95,235
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
	1916	57	11,607	5,023	17,530	31,775	17,672
	1917	47	7,093	2,383	9,476	18,917	12,253
	1918	40	9,720	1,714	11,434	20,746	14,274
	1919	59	10,973	2,787	13,760	26,561	20,210
	1920	62	11,443	2,965	14,408	27,114	23,705
	1921	90	16,778	5,719	22,497	44,441	48,056
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
	1916	45	8,050	5,220	13,270	39,419	23,612
	1917	29	4,393	433	4,796	14,340	9,442
	1918	33	5,012	2,530	7,542	22,042	13,618
	1919	36	6,724	3,149	9,873	29,371	20,944
	1920	43	7,286	1,687	8,973	26,739	23,056
	1921	60	10,082	2,397	12,479	37,093	37,418
Over 3 days and less than one week (6 days)	1913	25	3,285	1,004	4,789	19,057	9,040
	1914	38	3,252	2,117	4,369	19,728	9,440
	1916	81	13,460	5,918	19,378	66,817	50,484
	1917	39	4,749	1,578	6,327	27,132	16,868
	1918	31	2,404	98	2,502	11,100	7,697
	1919	52	9,165	1,815	10,980	48,935	36,147
	1920	58	10,228	1,819	12,047	52,601	41,572
	1921	27	3,385	1,361	4,726	26,679	21,637
1 week and less than 2 weeks	1913	34	7,551	1,972	9,523	72,156	32,700
	1914	38	5,222	1,208	6,428	53,108	27,868
	1916	64	8,081	5,493	13,574	108,978	60,933
	1917	58	9,003	1,660	10,672	79,867	47,336
	1918	45	5,896	1,034	7,530	60,967	42,514
	1919	68	15,670	2,171	17,841	132,501	86,101
	1920	66	10,359	3,100	13,459	107,364	77,022
	1921	54	8,904	8,519	17,423	161,379	113,866
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
	1916	41	8,565	9,960	12,525	202,657	117,211
	1917	38	10,190	2,654	12,844	210,184	118,362
	1918	35	2,966	1,251	4,217	62,654	47,700
	1919	32	4,852	7,312	12,164	166,998	102,428
	1920	43	9,549	22,530	31,579	412,219	243,031
	1921	34	3,391	2,700	6,591	106,778	92,324
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
	1916	32	19,348	3,207	22,555	644,960	402,471
	1917	49	45,338	1,823	47,161	1,615,954	821,402
	1918	23	3,365	1,272	4,637	169,911	107,167
	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	5,504	8,124	13,628	386,746	253,144
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
	1916	33	3,755	1,705	5,460	498,567	250,923
	1917	26	44,620	2,611	47,231	2,598,209	1,542,412
	1918	17	2,123	853	2,981	218,169	131,010
	1919	33	18,991	24,971	43,962	5,615,777	3,490,546
	1920	32	7,024	382	7,406	656,527	435,595
	1921	9	1,237	170	1,407	113,456	66,458
Total	1913	208	33,493	16,790	50,283	623,528	287,730
	1914	337	43,073	27,976	71,049	1,090,395	651,228
	1916	508	128,546	42,137	170,683	1,673,930	967,604
	1917	444	154,061	10,909	173,970	4,599,658	2,594,806
	1918	298	42,553	13,884	56,439	589,853	375,334
	1919	460	100,300	57,291	157,591	6,308,226	3,051,336
	1920	554	102,519	53,047	155,566	1,872,065	1,223,716
	1921	624	120,198	44,903	165,101	956,617	757,023

* Particulars for the Year 1915 are given in Report No. 11, p. 155.

It will be seen from the tables shewing the duration of industrial disputes, that for the past nine years disputes lasting for one day or less were the most frequent. In 1913 the first year for which particulars were collected, stoppages of one day or less represented 32 per cent. of the total number, while they equalled in 1914, 35 per cent. ; in 1915, 41 per cent. ; in 1916, 31 per cent. ; in 1917, 36 per cent. ; in 1918, 25 per cent. ; in 1919, 33 per cent. ; in 1920, 41 per cent. ; and in 1921, 53 per cent.

Disputes which terminated in less than one week represented 62 per cent. of the total number in 1913 ; 71 per cent. in 1914 ; 70 per cent. in 1915 ; 67 per cent. in 1916 ; 61 per cent. in 1917 ; 60 per cent. in 1918 ; 65 per cent. in 1919 ; 70 per cent. in 1920 ; and 82 per cent. in 1921.

The dislocations of work which continued for four weeks or over were responsible for the greater part of the losses in working days and wages in each of the years for which particulars have been recorded. Disputes lasting over four weeks in 1919 represented 13 per cent. of the total number recorded, were responsible for 93 per cent. of the total number of working days lost, and were the cause of 92 per cent. of the estimated loss in wages during that year. The corresponding percentages for the year 1921 are 4 per cent. of the total number of disputes, 52 per cent. of the total loss in working days, and 46 per cent. of the loss in wages. During the year 1921 nine disputes continued for a period of eight weeks or over, causing a loss of 113,459 working days, and an estimated loss in wages of £95,458. These figures shew a marked decrease, as compared with those for the year 1919, when the figures were exceptionally large, as the thirty-three disputes which continued for a period of eight weeks or over caused a loss of 5,615,777 working days, and an estimated loss of £3,490,546 in wages. The twenty-six disputes which were classified in this duration group during the year 1917, were also responsible for considerable losses in working days and wages.

(ii.) *Duration of Industrial Disputes in each State and Territory, 1921.*

—In the following tables particulars are given for each State and Territory of the number of disputes which commenced during the year 1921, and relative information, classified according to the adopted limits of duration. Comparative particulars for the years 1913 to 1920 were published in Labour Reports Nos. 5 to 11.

Duration of Industrial Disputes in each State and Territory, 1921.

Limits of Duration.	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	O'wth.
NUMBER OF DISPUTES.							
1 day and less	321	3	5	..	1	2	332
2 days and more than 1 day ..	83	2	2	1	2	..	90
3 days and more than 2 days ..	47	4	3	3	3	..	60
Over 3 days and less than 1 week ..	18	2	4	2	..	1	27
1 week and less than 2 weeks ..	42	1	2	6	3	..	54
2 weeks and less than 4 weeks ..	15	4	11	2	2	..	34
4 weeks and less than 8 weeks ..	5	3	6	3	..	1	18
8 weeks and over	4	1	..	2	1	1	9
Total	535	20	33	19	12	5	624

NUMBER OF WORKPEOPLE INVOLVED.

1 day and less	84,343	1,440	380	..	12	175	86,350
2 days and more than 1 day ..	22,190	95	103	48	61	..	22,497
3 days and more than 2 days ..	10,057	1,345	226	472	379	..	12,470
Over 3 days and less than 1 week ..	4,563	21	98	20	..	24	4,726
1 week and less than 2 weeks ..	7,104	6	360	732	9,215	..	17,428
2 weeks and less than 4 weeks ..	2,171	105	1,105	842	2,368	..	6,591
4 weeks and less than 8 weeks ..	7,219	2,818	2,601	978	..	12	13,628
8 weeks and over	847	450	..	68	28	14	1,407
Total	138,494	6,280	4,879	3,160	12,063	225	165,101

NUMBER OF WORKING DAYS LOST.

1 day and less	83,929	1,425	350	..	12	95	85,841
2 days and more than 1 day ..	43,827	190	206	96	122	..	44,441
3 days and more than 2 days ..	29,994	4,035	678	1,416	970	..	37,093
Over 3 days and less than 1 week ..	20,175	84	400	100	..	120	20,879
1 week and less than 2 weeks ..	52,608	36	3,376	6,394	98,905	..	161,379
2 weeks and less than 4 weeks ..	34,671	1,841	18,271	11,746	40,250	..	106,779
4 weeks and less than 8 weeks ..	206,697	79,484	72,249	27,860	..	456	386,746
8 weeks and over	75,877	22,500	..	9,426	4,844	812	113,459
Total	547,838	109,595	95,560	57,038	145,103	1,483	956,617

ESTIMATED LOSS IN WAGES.

1 day and less	£ 93,230	£ 1,419	£ 506	£ ..	£ 9	£ 71	£ 95,235
2 days and more than 1 day ..	47,623	161	130	57	85	..	48,056
3 days and more than 2 days ..	31,791	3,605	530	893	599	..	37,418
Over 3 days and less than 1 week ..	21,134	55	202	71	..	75	21,537
1 week and less than 2 weeks ..	53,765	24	2,646	5,021	52,400	..	113,856
2 weeks and less than 4 weeks ..	36,635	1,085	15,352	8,302	30,950	..	92,324
4 weeks and less than 8 weeks ..	137,062	48,280	50,427	17,075	..	300	253,144
8 weeks and over	72,027	15,000	..	5,896	1,995	540	95,458
Total	493,207	69,629	69,793	37,315	86,038	986	757,028

It will be observed that no less than 332 of the 624 industrial disputes recorded during 1921 were of one day or less duration. Of these short dislocations 321 occurred in New South Wales, and the disputes in this State, with few exceptions, involved workpeople in the coal mining industry. The number of employees affected by these 321 stoppages of work was 84,343, or 61 per cent. of the total number involved in all disputes in the State during the year. Disputes lasting four weeks and less

than eight weeks were responsible for the heaviest losses in working days and wages, the eighteen dislocations classified in this duration group causing a loss of 386,746 working days, and an estimated loss of £253,144 in wages.

6. **Causes of Industrial Disputes.**—The reasons alleged by the employers and on behalf of the employees to have been the cause of 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 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.

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

(i.) *Causes of Industrial Disputes in the Commonwealth, 1913-1921.*—In the following tables particulars are given with respect to the number of disputes, total number of workpeople involved and number of working days lost throughout the Commonwealth during the nine years 1913 to 1921, classified according to causes:—

* The heading, "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 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 in the Commonwealth, 1913-1921.*

Causes of Disputes.	1913.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	42	50	125	53	54	99	94	19
(b) Against decrease ..	4	3	7	1	4	2	..	2
(c) Other wage questions	31	67	90	69	69	100	100	101
2. Hours of Labour—								
(a) For reduction ..	3	1	14	2	1	4	16	12
(b) Other disputes re hours	7	13	5	8	11	5	9	16
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	13	14	26	7	19	20	5
(b) Other union questions	5	11	8	32	19	29	27	22
4. Employment of particular Classes or Persons ..	44	83	83	90	92	118	135	169
5. Working Conditions ..	51	72	90	81	34	54	106	162
6. Sympathetic ..	5	3	20	57	1	6	2	13
7. Other Causes ..	8	21	44	25	6	24	39	43
Total ..	208	337	508	444	298	460	554	624

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	7,362	30,193	7,135	7,095	58,632	41,748	2,659
(b) Against decrease ..	563	534	1,051	21	57	687	..	850
(c) Other wage questions	7,160	15,243	23,507	18,804	12,737	26,222	21,139	62,704
2. Hours of Labour—								
(a) For reduction ..	460	220	24,481	1,004	26	576	20,758	2,313
(b) Other disputes re hours	1,819	3,237	579	2,576	4,214	963	2,137	2,113
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	5,807	1,178	6,182	710	9,001	2,752	1,353
(b) Other union questions	1,418	1,593	1,167	17,320	6,673	17,509	7,534	6,607
4. Employment of particular Classes or Persons ..	11,370	14,863	15,910	15,445	14,576	21,483	26,163	45,408
5. Working Conditions ..	10,785	17,053	20,516	19,021	7,757	11,582	21,204	35,790
6. Sympathetic ..	947	675	4,191	76,076	200	3,080	1,397	3,251
7. Other Causes ..	1,758	4,462	47,910	10,296	2,394	7,071	10,734	12,053
Total ..	50,283	71,049	170,683	173,970	56,439	157,591	155,566	165,101

NUMBER OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	100,069	99,451	592,825	56,083	198,323	5,403,581	793,935	13,731
(b) Against decrease ..	9,438	32,965	6,192	42	316	10,013	..	25,790
(c) Other wage questions	78,183	169,847	143,248	225,080	97,561	96,118	101,219	192,858
2. Hours of Labour—								
(a) For reduction ..	2,774	9,240	583,052	78,016	312	10,372	534,458	13,315
(b) Other disputes re hours	15,111	18,555	1,598	62,560	20,551	15,760	37,486	13,260
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	92,720	48,881	87,600	21,894	279,804	24,000	17,890
(b) Other union questions	32,388	6,968	10,270	572,949	24,341	329,206	21,999	117,199
4. Employment of particular Classes or Persons ..	191,723	64,367	70,452	47,297	113,466	87,225	129,215	431,130
5. Working Conditions ..	73,562	584,289	81,511	211,071	93,468	32,029	128,967	60,732
6. Sympathetic ..	24,066	2,125	75,447	3,239,798	7,200	21,050	72,940	6,150
7. Other Causes ..	5,212	11,568	66,648	18,262	3,421	23,069	26,946	55,652
Total ..	623,528	1,090,395	1,678,930	4,599,658	580,853	6,308,226	1,872,065	956,617

* Comparative particulars for the year 1915 are given in 'Labour Report, No. 11, p. 159.'

It will be seen from the above table that the main causes of industrial disputes are "Wage" questions, "Working Conditions" and "Employment of Particular Classes or Persons." In each of the nine years 1913-1921, the number of dislocations concerning wages exceeded those caused by any other question. In 1913 the number of stoppages over wage questions represented 37 per cent. of the total number during that year, as compared with 36 per cent. in 1914; 36 per cent. in 1915; 45 per cent. in 1916; 28 per cent. in 1917; 43 per cent. in 1918; 44 per cent. in 1919; 36 per cent. in 1920, and 29 per cent. in 1921. The majority of

the disputes classified under the heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of certain employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimised. This class of dispute occurs very frequently in the coal mining industry. The number of disputes over "Trade Union" questions, and "Hours of Labour" represents a fairly uniform proportion of the total number of disputes during the years under review. "Sympathetic" disputes were numerous during the years 1916, 1917 and 1921. The figures for the year 1917 were abnormal. It may be mentioned, however, that the disputes during that year in connection with the "time-card system" dispute were responsible for the increase in the number.

(ii.) *Causes of Industrial Disputes in each State and Territory, 1921.*—In the following tables particulars in respect of the number of industrial disputes recorded for the year 1921, the number of workpeople involved, and the number of working days lost are classified for each State and Territory in the Commonwealth.

Causes of Industrial Disputes in each State and Territory, 1921.

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	8	6	1	2	1	1	..	19
(b) Against decrease ..	1	1	..	1	..	..	..	2
(c) Other wage questions	145	3	6	1	4	2	..	161
2. Hours of Labour—								
(a) For reduction ..	10	..	..	1	1	..	..	12
(b) Other disputes re hours ..	12	..	1	1	1	1	..	16
3. Trade Unionism—								
(a) Against employment of non-unionists ..	3	..	1	1	..	..	..	5
(b) Other union questions	15	2	4	1	..	..	..	22
4. Employment of particular classes or persons ..	135	7	15	8	3	1	..	160
5. Working conditions ..	155	..	3	3	1	..	..	162
6. Sympathetic ..	12	..	1	..	..	..	..	13
7. Other causes ..	40	1	1	..	1	..	..	43
Total	535	20	33	19	12	5	..	624

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	2,096	130	53	301	50	24	..	2,659
(b) Against decrease ..	..	450	..	400	..	..	..	850
(c) Other wage questions	41,752	1,500	480	42	8,903	27	..	52,704
2. Hours of Labour—								
(a) For reduction ..	1,882	..	..	31	400	..	..	2,313
(b) Other disputes re hours ..	1,805	..	55	81	12	100	..	2,113
3. Trade Unionism—								
(a) Against employment of non-unionists ..	942	..	402	9	..	..	..	1,353
(b) Other union questions	5,072	526	953	56	..	..	..	6,907
4. Employment of particular classes or persons ..	30,562	3,656	2,740	2,183	253	14	..	45,408
5. Working conditions ..	35,482	..	124	57	127	..	..	35,790
6. Sympathetic ..	3,211	..	40	..	..	..	..	3,251
7. Other causes ..	9,690	18	27	..	2,318	..	..	12,053
Total	138,494	6,280	4,879	3,160	12,063	225	..	165,101

Causes of Industrial Disputes in each State and Territory, 1921—continued.

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NUMBER OF WORKING DAYS LOST.								
1. Wages—								
(a) For increase	8,250	1,221	232	2,908	1,000	120	..	13,734
(b) Against decrease	..	22,600	..	3,200	..	..	..	25,700
(c) Other wage questions	87,384	3,950	4,349	540	90,158	471	..	192,858
2. Hours of Labour—								
(a) For reduction	10,422	..	..	93	2,800	..	..	13,315
(b) Other disputes re hours	11,880	..	1,045	243	12	80	..	13,260
3. Trade Unionism—								
(a) Against employment of non-unionists	12,619	..	5,226	45	..	..	..	17,890
(b) Other union questions	91,092	1,492	22,487	2,128	..	..	..	117,190
4. Employment of particular classes or persons	240,027	79,748	58,270	46,704	5,569	812	..	431,130
5. Working conditions	65,403	..	2,844	1,171	314	..	..	69,732
6. Sympathetic	5,070	..	1,080	..	..	..	..	6,150
7. Other causes	15,691	684	27	..	39,250	..	..	55,652
Total	547,838	109,595	95,560	57,038	145,103	1,483	..	956,617

Of the total number of disputes (624) which commenced during the year 1921, "Wage" questions were responsible for 182, of which number 19 were claims by the employees for increases. One hundred and sixty nine disputes occurred over the "Employment of particular classes or persons," while 162 arose over "Working Conditions." "Trade Union" matters were the cause of 27 stoppages of work, and 28 dislocations occurred over "Hours of Labour." Thirteen disputes were classified under the heading "Sympathetic" during the year. The heaviest loss in working days was occasioned by disputes which arose over the "Employment of particular classes or persons." The seamen's dispute was responsible for the greater part of this loss.

7. **Results of Industrial Disputes.**—The terms or conditions (as between the parties involved in an industrial dispute) upon which a resumption of work is agreed, are taken as the basis of the result of the dispute. These terms or conditions when analysed in comparison with the alleged cause of the stoppage invariably came 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 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 of 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 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 demand, are generally "Indefinite," except when the stoppage is entered upon partially to enforce a demand in which they might ultimately benefit.

(i.) *Results of Industrial Disputes, Commonwealth, 1913-1921.* The following table shews the number of disputes, number of workpeople involved, and the number of working days lost in disputes throughout the Commonwealth during the nine years 1913-1921, classified according to results :—

Industrial Disputes classified according to Results, Commonwealth, 1913-1921.

YEAR	NO. OF DISPUTES				NUMBER OF WORKPEOPLE INVOLVED IN DISPUTES				TOTAL NO. OF WORKING DAYS LOST BY DISPUTES			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1913	67	64	66	11	10,914	12,211	24,826	2,332	59,829	104,654	433,014	26,037
1914	118	98	110	11	21,224	18,242	30,396	1,187	129,995	119,819	829,265	11,316
1915	190	78	68	22	44,140	15,327	14,860	6,965	245,626	155,659	151,544	30,397
1916	223	173	84	23	70,588	36,670	23,296	40,129	886,010	253,084	476,302	63,534
1917	147	188	100	9	24,331	119,589	22,310	7,740	103,267	420,191	285,103	9,307
1918	92	100	93	13	13,780	15,998	23,739	2,922	101,207	177,223	280,045	22,378
1919	154	157	140	9	54,810	43,140	55,445	4,198	2,398,252	404,361	3,483,571	20,042
1920	183	199	168	4	30,399	61,947	62,811	409	180,345	911,156	777,175	3,389
1921	126	274	216	3	25,244	63,380	73,887	2,590	76,381	162,331	714,501	3,404

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

(ii.) *Industrial Disputes in Commonwealth, classified according to Causes and Results, 1921.*—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 1921, classified according to principal cause and result :—

Industrial Disputes, Classified according to Causes and Results, Commonwealth, 1921.

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	5	9	5	..	575	1,928	156	..	5,427	6,420	1,884	..
(b) Against decrease	1	..	1	..	400	..	450	..	3,200	..	22,500	..
(c) Other wage questions	34	50	77	..	8,699	12,279	31,727	..	21,890	25,046	145,922	..
Hours of Labour—												
(a) For reduction	..	10	2	..	..	1,082	331	..	..	4,522	8,793	..
(b) Other disputes re hours	3	7	6	..	375	704	1,034	..	488	8,122	4,050	..
Trade Unionism—												
(a) Against employment of non-unionists	2	2	1	..	265	411	677	..	1,787	5,271	10,832	..
(b) Other union questions	6	9	6	1	1,342	2,794	2,011	400	8,007	25,711	83,021	400
Employment of particular Classes or Persons	33	78	57	1	5,937	17,852	21,439	180	19,324	44,313	367,133	360
Working Conditions	35	80	47	..	6,356	18,135	11,301	..	14,939	32,925	21,868	..
Sympathetic	1	4	4	..	43	1,279	659	1,279	43	2,310	1,884	1,913
Other Causes	6	25	10	2	1,252	6,028	4,102	671	1,276	7,091	46,014	671
Total	126	274	216	8	25,244	63,380	73,887	2,500	76,381	162,331	714,501	3,404

NOTE.—For corresponding particulars for the years 1913-1920, see Labour Reports Nos. 5 to 11.

(iii.) *Results of Industrial Disputes in each State, 1921.*—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 1921. classified according to results :—

Industrial Disputes in each State, Classified according to Results, 1921.

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	108	242	177	8	23,425	61,012	61,467	2,590	61,486	127,927	355,021	3,404
Victoria	4	4	12	..	101	485	5,694	..	880	2,004	100,702	..
Queensland	9	14	10	..	911	851	3,117	..	9,659	14,915	70,986	..
South Australia	18	16	7	..	760	556	1,845	..	4,280	14,027	33,731	..
Western Australia	2	2	2	..	32	441	11,500	..	52	2,882	142,169	..
Tasmania	1	2	2	..	15	36	174	..	15	576	892	..
Total, C'wealth	126	274	216	8	25,244	63,380	73,887	2,590	76,381	162,331	714,501	3,404

The particulars in the foregoing table shew that during the year 1921, 274 disputes resulted in favour of the employers; 126 in favour of the workpeople, and 216 in a compromise. In New South Wales, Queensland, South Australia, and Tasmania, more disputes resulted in favour of the employers, than of the workpeople, while in the other States the results, according to numbers of disputes, were equal. It will be noticed that 73,887 workpeople were involved in the 216 stoppages of work, which were classified under the heading "Compromise," as compared with 25,244 involved in disputes which resulted in favour of the workpeople, and 63,380 in disputes which ended in favour of the employers. In regard to working days lost, it will be seen that disputes which resulted in favour of the employers caused a greater loss than those which resulted in favour of the workpeople. The heaviest loss, however, was occasioned by dislocations which were considered to have resulted in a compromise.

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

- (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 main headings are further divided as follows :—

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

Each of the first five methods indicates some definite action taken to arrive at a settlement of the issue or issues in an industrial dispute which involves a cessation of work. The sixth, "Other Methods," is more or less indefinite, and is connected with "Other Causes" and mainly relates to resumptions of work at collieries at the next shift, the cause of the stoppages not being in all cases made known officially to the management.

(i.) *Methods of Settlement of Industrial Disputes—Commonwealth, 1913-1921.*—In the following tables the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages caused by industrial disputes during the nine years 1913-1921 are classified for the Commonwealth according to the adopted schedule of methods of settlement :—

Methods of Settlement of Industrial Disputes, Commonwealth, 1913-1921.*

Methods of Settlement.	1913.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	247	319	234	171	201	380	412
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	11	34	38	21	35	25	65
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	7	9	12	20	33	33	18
By reference to Board or Court ..	22	17	10	13	14	6	8	4
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	5	6	3	8	9	8	11
By Filling Places of Workpeople on Strike or Locked Out ..	13	16	18	36	26	22	22	10
By Closing down Establishment Permanently ..	1	4	6	4	8	7	4	2
By other Methods ..	13	30	106	104	30	58	74	102
Total ..	208	337	508	444	298	460	554	624

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	48,204	68,841	46,512	34,680	76,070	101,404	93,912
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	8,054	32,043	23,338	4,155	47,849	6,278	20,775
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	770	2,117	6,295	2,958	6,026	9,312	11,229
By reference to Board or Court ..	12,774	7,308	2,201	2,779	3,392	1,380	1,711	1,083
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	205	1,110	1,490	3,042	1,997	766	12,037
By Filling Places of Workpeople on Strike or Locked Out ..	658	629	413	17,780	1,933	2,202	2,141	334
By Closing down Establishment Permanently ..	170	86	150	434	538	401	182	53
By other Methods ..	2,988	5,793	63,718	72,342	5,741	20,766	33,772	25,078
Total ..	50,283	71,049	170,683	173,970	56,439	157,591	155,566	165,101

* Comparative particulars for the year 1915 are given in Labour Report No. 11, p. 165.

Methods of Settlement of Industrial Disputes, Commonwealth, 1913-1921—*cont.*

Methods of Settlement.	1913.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	803,799	563,828	551,484	222,846	632,269	827,985	245,765
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	128,231	812,763	863,896	37,444	5,379,655	217,016	150,076
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	4,256	31,696	159,799	57,559	94,557	69,436	130,735
By reference to Board or Court ..	221,769	120,685	48,022	48,352	151,472	8,460	19,236	22,752
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	1,421	20,697	33,396	23,289	74,018	34,205	327,048
By Filling Places of Work—								
People on Strike or Locked Out ..	14,139	4,402	9,080	908,596	35,298	46,029	180,562	3,542
By Closing down Establishment Permanently ..	20,400	3,646	2,776	11,392	4,270	5,737	12,919	538
By other Methods ..	56,509	23,955	190,088	2,022,743	48,675	67,501	529,806	64,161
Total ..	623,528	1,090,395	1,678,930	4,599,658	580,853	6,308,226	1,872,065	956,617

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees or their representatives ..	43,834	402,729	309,617	237,348	130,426	419,573	534,760	240,442
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12,394	66,225	500,537	591,359	23,271	3,342,611	154,093	146,929
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	86,277	1,841	18,075	65,352	41,358	59,167	46,831	79,233
By reference to Board or Court ..	104,293	64,208	23,047	32,444	96,211	4,425	11,205	19,452
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	1,373	712	8,228	18,383	14,311	46,472	19,235	198,887
By Filling Places of Work—								
People on Strike or Locked Out ..	6,478	2,076	4,326	453,844	24,514	29,586	94,235	2,203
By Closing down Establishment Permanently ..	7,850	1,651	1,588	6,456	2,764	3,106	7,125	355
By other Methods ..	25,240	11,786	102,186	1,139,672	30,479	46,996	356,182	69,627
Total ..	287,739	551,228	967,604	2,594,808	372,334	3,951,936	1,223,716	757,028

In the above tables, the methods of settlement of all disputes recorded during the years specified are set out in comparative form. In all years it will be observed that direct negotiation between the employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations was settled 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; and 66 per cent. during 1921. The numbers of dislocations which have been settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts have not varied greatly during the period under review. In connection with

the comparatively large numbers of disputes which are classified as having been settled "By other methods," it must be mentioned that a large number of stoppages of work occur each year, principally at the collieries, without any cause for such stoppages being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

(ii.) *Methods of Settlement of Industrial Disputes in each State and Territory, 1921.* In the following tables the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages caused by industrial disputes commenced during the year 1921 are classified for each State and Territory according to the adopted methods of settlement:—

Methods of Settlement of Industrial Disputes in each State and Territory, 1921.

Methods of Settlement.	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	N.T.	C'with
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees, or their representatives	368	12	12	11	4	2	..	412
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	58	1	2	..	3	1	..	65
Under State Industrial Act—								
By intervention, assistance or compulsory conference	7	1	7	..	3	..	..	18
By reference to Board or Court .. ..	..	..	4	..	..	..	..	4
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	2	2	3	3	1	..	..	11
By Filling Places of Workpeople on Strike or Locked out	4	3	2	1	..	1	..	10
By Closing down Establishment permanently .. ..	..	..	..	..	1	1	..	2
By other Methods	96	1	3	1	..	..	..	102
Total	535	20	33	19	12	5	..	624

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees, or their representatives	89,722	1,182	743	1,900	257	30	..	93,912
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	16,703	1,400	111	..	2,396	160	..	20,775
Under State Industrial Act—								
By intervention, assistance or compulsory conference	821	450	641	..	9,317	..	..	11,220
By reference to Board or Court .. ..	..	..	1,083	..	..	..	..	1,083
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	6,440	2,763	1,845	937	52	..	..	12,037
By Filling Places of Workpeople on Strike or Locked out	259	45	26	4	..	..	..	334
By Closing down Establishment permanently .. ..	..	..	..	..	41	12	..	53
By other Methods	24,544	440	430	250	..	14	..	25,678
Total	138,494	6,280	4,879	3,160	12,063	225	..	165,101

Methods of Settlement of Industrial Disputes in each State and Territory, 1921—*cont.*

Methods of Settlement.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	C'with.
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees, or their representatives	193,807	6,470	14,843	29,733	777	135	..	245,765
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	103,634	1,400	868	..	45,094	80	..	156,076
Under State Industrial Act—								
By intervention, assistance or compulsory conference	10,208	22,500	5,035	..	98,994	..	..	136,735
By reference to Board or Court .. ..	..	..	22,752	..	..	..	..	22,752
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference	178,560	77,221	46,330	24,781	156	..	..	327,048
By Filling Places of Work-people on Strike or Locked out	2,530	684	304	24	..	..	..	3,542
By Closing down Establishment permanently .. ..	..	..	..	..	82	456	..	533
By other Methods	54,101	1,320	5,428	2,500	..	812	..	64,161
Total	547,838	109,595	95,560	57,038	145,103	1,483	..	956,617

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees, or their representatives	202,411	4,329	12,083	20,564	469	86	..	240,442
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	112,036	1,400	488	..	32,945	60	..	146,929
Under State Industrial Act—								
By intervention, assistance or compulsory conference	7,855	15,000	3,929	..	52,449	..	..	70,233
By reference to Board or Court .. ..	..	..	10,452	..	..	..	..	19,452
Under Commonwealth Conciliation and Arbitration Act								
By intervention, assistance or compulsory conference	109,300	46,667	28,063	14,737	120	..	..	198,887
By Filling Places of Work-people on Strike or Locked out	1,557	433	199	14	..	..	..	2,203
By Closing down Establishment permanently .. ..	..	..	..	..	55	300	..	355
By other Methods	60,103	1,300	5,579	2,000	..	540	..	69,527
Total	493,267	69,629	69,793	37,315	86,038	986	..	757,028

It will be seen from the above tables that 412 disputes during the year 1921 were settled by direct negotiations between employers and employees or their representatives. In New South Wales, 368 or 69 per cent. of the total number of disputes in that State during the twelve months, were settled by this method, while in Victoria, Queensland, South Australia, Western Australia, and Tasmania this method of settlement was the most frequent. It will be noticed that, in Queensland, 7 disputes were settled by intervention or by compulsory conference under the State Arbitration Act, while 4 dislocations were settled by referring the matters in dispute to the State Industrial Court. Sixty-five disputes were settled by the intervention or assistance of an arbitrator or chairman not appointed under the Commonwealth or State Arbitration Acts. A large number of the dislocations classified under this method of settlement occurred at the collieries in New South Wales. The questions in dispute were referred to the Chairman of the Coal Industry Special Tribunal, appointed under the "Industrial Peace Act, 1920," for settlement.

Eleven disputes were recorded as having been settled by intervention, assistance, or compulsory conference under "Commonwealth Conciliation and Arbitration Act." Ten disputes during the year were terminated by filling the places of the workpeople who ceased work. Of the 102 dislocations which are classified as having been settled by "other methods," it will be seen that 96 occurred in New South Wales. The majority of these disputes involved employees at the collieries, and lasted one day.

9. Industrial Disputes, Commonwealth—Number and Magnitude during Calendar Years 1913 to 1921.—In the following table particulars are given of the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages caused by disputes during each calendar year 1913 to 1921, classified according to industrial groups:—

Industrial Disputes, Commonwealth.—Number and Magnitude according to Industrial Groups during each Calendar Year 1913-1921.

Calendar Year.	Manu- facturing. (Groups I. to VI.).	Building. (Group VII.).	Mining. (Group VIII.).	Transport, Land & Sea. (Groups IX. to XI.).	Miscel- laneous. (Groups XII. to XIV.).	ALL GROUPS.
NUMBER OF DISPUTES.						
1913 ..	37	10	103	36	22	208
1914 ..	61	16	186	40	34	337
1915 ..	67	8	204	54	26	358
1916 ..	99	15	240	85	69	508
1917 ..	104	6	200	77	57	444
1918 ..	77	11	135	31	44	298
1919 ..	94	12	231	67	56	460
1920 ..	89	17	316	75	57	554
1921 ..	30	9	509	46	30	624
1913 to 1921	658	104	2,124	511	394	3,791
NUMBER OF WORKPEOPLE INVOLVED.						
1913 ..	5,175	232	33,537	9,049	2,290	50,283
1914 ..	13,017	4,321	48,785	3,256	1,670	71,049
1915 ..	15,180	301	54,315	8,550	2,948	81,292
1916 ..	15,482	751	95,512	9,360	49,572	170,683
1917 ..	32,058	403	99,519	60,975	11,015	173,970
1918 ..	10,472	685	35,149	6,507	3,026	56,439
1919 ..	19,550	2,810	86,007	36,386	12,238	157,691
1920 ..	21,092	6,527	81,043	15,043	31,861	155,560
1921 ..	3,181	1,421	133,547	22,694	4,278	165,101
1913 to 1921	135,187	17,451	638,014	171,826	118,496	1,081,974
NUMBER OF WORKING DAYS LOST						
1913 ..	61,384	2,303	389,854	121,034	47,960	622,535
1914 ..	195,838	140,881	582,967	56,186	17,281	993,153
1915 ..	128,719	801	460,801	59,286	33,353	682,960
1916 ..	339,530	23,913	961,775	104,217	215,318	1,644,753
1917 ..	845,557	8,084	1,317,600	2,374,474	143,601	4,689,316
1918 ..	217,425	3,602	215,573	38,922	64,071	539,593
1919 ..	272,405	124,003	1,826,694	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	36,400	467,867	606,517	68,010	1,286,185
1913 to 1921	2,475,539	443,366	8,167,169	5,946,382	1,317,064	18,349,500
ESTIMATED LOSS IN WAGES.						
1913 ..	£ 26,703	£ 1,171	£ 182,724	£ 61,005	£ 16,498	£ 288,101
1914 ..	96,461	72,735	298,722	30,178	7,379	500,475
1915 ..	58,519	462	244,943	32,408	13,810	350,142
1916 ..	177,361	18,107	587,163	51,532	115,635	944,798
1917 ..	467,292	4,592	937,308	1,158,079	74,464	2,641,735
1918 ..	131,811	2,235	146,676	21,298	43,114	345,134
1919 ..	167,502	73,643	1,280,265	977,494	119,924	2,618,828
1920 ..	215,057	70,006	1,418,193	357,786	309,345	2,370,387
1921 ..	39,416	24,719	459,450	397,160	49,721	970,475
1913 to 1921	1,380,122	262,670	5,550,444	3,066,949	749,390	11,030,075