

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

2. **Collection of Information.**—Information as to the occurrence of an industrial dispute is derived from a number of sources, of which the following are the most important:— (a) Newspapers, trade and labour journals, and other publications; (b) reports by labour agents and correspondents; (c) official notifications from heads of various Commonwealth and State Departments, and (d) quarterly reports by secretaries of trade unions.

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

3. **Methods of Tabulation.**—Where the information furnished by one party to the dispute substantially agrees with that furnished by the other, the facts are considered to be accurate, and the particulars are accepted for tabulation. In all cases where discrepancies or inconsistent accounts are received, special inquiries are instituted, generally through the labour agents and correspondents. The whole of the available information is then tabulated, and while the summarized results do not necessarily agree with the testimony of a single individual, they harmonize with the evidence of the majority or of those whose returns appear to be most reliable. Disputes involving less than ten workpeople, or which lasted for less than one day, except where the aggregate number of working days lost exceeded ten days, are, however, excluded. The information received is tabulated under four headings:— (a) Number of establishments involved; (b) number of workpeople involved (i.) directly and (ii.) indirectly; (c) number of working days lost; and (d) estimated loss in wages.

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

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

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

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

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

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

"Workpeople indirectly involved in dispute" refers only to those employees who were involuntarily thrown out of work as the result of an industrial dispute caused by certain other employees going on strike, or through an employer or employers locking out certain other employees whose absence rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. When one section of employees is engaged in an industrial dispute, such dispute frequently causes loss of time to other employees in occupations dependent upon those followed by the workpeople actually on strike or locked out.

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

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

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

In computing the duration of a dispute in working days, Sundays (except where continuous processes are carried on) and holidays are excluded. It is generally considered that had a dispute not occurred, the employment would have been constant, and allowance is not made for short time work due to slackness of trade, etc. This, of course, is not precisely correct, but in the absence of a complete investigation as to the amount of unemployment due to seasonal trades, or intermittency in trade activity, no definite allowance can be made.

"Estimated Loss in Wages" is computed, and represents the amount in wages which would have been earned by the workpeople involved had a stoppage not taken place. The element of unemployment also enters into this phase of the statistics. Further, in some industrial work (*e.g.*, shearing and sugar-cane cutting) the quantity of work available is definite, and the amount to be earned in wages in executing the work is not reduced because it has not been commenced and finished within a reasonable period.

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

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

5. Other Particulars.—The information obtained from the before-mentioned tabulations forms the basis for further analysis, and data are thus afforded with respect to the following:—(a) The duration of disputes; (b) the causes of disputes; (c) the results of disputes; and (d) the methods by which settlements of disputes were effected.

6 Industrial Disputes in Industrial Groups, 1927.—The following table gives particulars of industrial disputes involving stoppage of work during the year 1927, in industrial groups. A list of the 14 groups included in the classification will be found in the preface. Similar information for the years 1913 to 1926 was published in Labour Reports Nos. 5 to 17.

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

Industrial Disputes in Industrial Groups, 1927.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales—								
II.	Engineering, metal works, etc.	22	22	5,935	949	6,884	123,741	101,716
VII.	Other manufacturing	4	4	417	60	477	3,689	3,214
VIII.	Building	8	62	696	2,670	3,366	113,907	98,759
VIII.	Mines, quarries, etc.	270	342	92,488	36,492	128,980	838,951	983,839
IX.	Railway and tramway services	3	3	1,005	65	1,070	4,523	3,713
X.	Other land transport	1	1	140		140	840	925
XI.	Shipping, wharf labour, etc.	9	14	5,376	55	5,431	33,606	26,093
XIV.	Miscellaneous	22	22	2,059	134	2,193	15,091	11,796
	Total	330	470	103,316	40,425	143,741	1,133,903	1,230,060
Victoria—								
II.	Engineering, metal works, etc.	6	12	611	170	781	11,718	10,535
III.	Food, drink, etc.	1	1	11	94	105	158	116
IV.	Clothing, hats, boots, etc.	4	4	893		893	2,199	920
VI.	Other manufacturing	1	1	17		17	17	17
VII.	Building	6	7	500	20	520	4,117	3,625
VIII.	Mines, quarries, etc.	3	3	2,071		2,071	5,952	5,440
XI.	Shipping, wharf labour, etc.	3	8	4,834		4,834	30,215	23,923
	Total	24	36	8,937	284	9,221	54,367	44,470
Queensland—								
III.	Food, drink, etc.	6	6	648	541	1,189	16,683	13,612
VII.	Building	2	61	5,013		5,013	220,182	186,813
VIII.	Mines, quarries, etc.	4	6	502	5	507	7,689	9,022
IX.	Railway and tramway services	2	2	17,377		17,377	151,949	90,577
X.	Other land transport	1	1	89	25	114	228	200
XI.	Shipping, wharf labour, etc.	8	13	4,067	19	4,086	27,520	21,751
XII.	Pastoral, agricultural, etc.	3	23	1,218	50	1,268	2,476	2,686
XIV.	Miscellaneous	4	4	180		180	1,502	1,223
	Total	30	376	29,594	640	30,234	428,135	325,884
South Australia—								
II.	Engineering, metal works, etc.	3	3	155	4	159	886	710
VII.	Building	1	1	350		350	1,750	1,400
IX.	Railway and tramway services	4	4	2,187	1,285	3,472	19,697	15,117
X.	Other land transport	1	1	107		107	1,301	1,221
XI.	Shipping, wharf labour, etc.	6	11	3,395	33	3,428	22,790	17,686
XIV.	Miscellaneous	4	4	323	37	360	4,771	4,182
	Total	19	24	6,517	1,350	7,878	51,284	40,266
Western Australia—								
I.	Wood, sawmill, timber, etc.	5	5	560		560	7,718	5,716
II.	Engineering, metal works, etc.	1	1	20		20	20	24
V.	Books, printing, binding, etc.	4	4	190	0	190	1,061	1,365
VI.	Other manufacturing	1	1	47		47	232	220
VII.	Building	1	1	23	38	61	793	853
VIII.	Mines, quarries, etc.	4	4	497		497	1,825	2,190
XI.	Shipping, wharf labour, etc.	2	7	1,894		1,894	11,738	9,259
XIV.	Miscellaneous	2	2	114		114	432	312
	Total	20	25	3,345	47	3,392	23,810	19,944
Tasmania—								
IV.	Clothing, hats, boots, etc.	1	1	30		30	120	49
VIII.	Mines, quarries, etc.	4	4	290	421	711	14,762	9,089
XI.	Shipping, wharf labour, etc.	1	1	34		34	68	44
	Total	6	6	354	421	775	14,950	9,182

Industrial Disputes in Industrial Groups, 1927—*continued.*

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
Northern Territory—								
II	Engineering, metal works, etc.	1	1	7	..	7	210	£
XIV.	Miscellaneous	1	1	331	..	331	4,953	4,543
	Total	2	2	338	..	338	5,163	4,753
Federal Capital Territory—								
VII	Building	1	5	380	..	380	1,900	2,137
	Total	1	5	380	..	380	1,900	2,137
All States—								
I.	Wood, sawmill, timber, etc. ..	5	5	560	..	560	7,718	5,716
II	Engineering, metal works, etc.	33	39	6,728	1,123	7,851	136,574	113,195
III.	Food, drink, etc. manufacturing and distribution	7	7	639	635	1,294	16,841	13,722
IV.	Clothing, hats, boots, etc. ..	5	5	923	..	923	2,810	969
V.	Books, printing, binding, etc. ..	4	4	190	9	199	1,001	1,365
VI.	Other manufacturing	6	6	481	60	541	3,088	3,451
VII.	Building	19	137	6,062	2,728	9,690	342,649	293,792
VIII.	Mines, quarries, etc. ..	285	369	95,848	36,918	132,766	868,779	1,009,680
IX.	Railway and tramway services ..	9	9	21,069	1,350	22,419	178,174	109,407
X.	Other land transport	3	3	336	25	361	2,459	2,346
XI.	Shipping, wharf labour, etc. ..	29	54	19,600	107	19,707	125,953	98,461
XII.	Pastoral, agricultural, etc. ..	3	283	1,218	50	1,268	2,476	2,686
XIV.	Miscellaneous	33	33	3,007	171	3,178	26,659	22,006
	Total Australia (a)	441	944	157,561	43,176	200,737	1,713,561	1,676,696

(a) The following disputes commenced in, and were uncompleted at the end of, the year 1926, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1927, viz. :—

State.	No. of Disputes.	No. of Establishments.	No. of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales	1	1	300	60	360
Victoria	2	2	6	10	16
Queensland	1	1	69	..	69
Total	4	4	375	70	445

7. Particulars of Principal Disputes in 1927.—(i.) *General.*—The preceding tables show the number and effect of all disputes for the year 1927, classified according to Industrial Groups. Details regarding the more important disputes which occurred during the year are given hereunder. The figures disclose an increase over those of the previous year as regards number of disputes occurring and working days and wages lost, the increases being respectively 23, 30, and 18 per cent. The number of working days lost is the greatest since 1919.

(ii.) *New South Wales.*—The figures given in the tables show that of the total number of disputes (441) which occurred in 1927 no less than 185 occurred in connexion with the mining industry, and of these 270 occurred in New South Wales. The total loss in wages through all disputes in Australia was £1,676,696. The loss through disputes in the coal-mining industry in New South Wales was £983,839, or 59 per cent. of the total loss in wages for Australia.

Particulars relating to the principal disputes which occurred in this State during 1927 are given hereunder :—

The most extensive dispute was that which involved the Northern Collieries, the question at issue being the interpretation of General Rule 4 of the Coal Mines Regulation Act in regard to inspections by deputies. There were twenty mines involved, employing over 9,000 workers. The dispute lasted 24 days, and resulted in a loss of 216,528 working days and £264,735 in wages. The matter was settled at a conference at which the Minister for Mines was Chairman, by the issue of a special regulation under which the deputies could carry out their duties to the satisfaction of the men. Another dispute of importance arose in connexion with the Iron and Steel Works of the Broken Hill Pty. Ltd. at Newcastle. The trouble started in May, 1926, and was not regarded as closed until July, 1927. The men demanded a working week of 44 hours in place of 48, but ultimately declared the strike off, and accepted the general conditions specified by the Federal Court. The total loss amounted to 122,040 working days and £97,632 in wages. Further extensive trouble occurred in the Northern Collieries in February, and involved 49 mines and 13,551 workers. The dispute was the result of a decision of the Miners' Delegate Board not to work until aggregate meetings were held to discuss whether a general strike should take place. These meetings were held, but the recommendations of the leaders were rejected. Work was resumed on antecedent conditions after a duration of eight days, which involved a loss of 108,408 working days and £130,090 in wages. The coal trimmers at seven mines at Newcastle ceased work during May and June over the questions of: (a) extra payment for working on a steamer carrying inflammable cargo; (b) preferential work for men engaged in dispute; and (c) "waste meals." After a stoppage of thirteen days, work was resumed on the advice of the chairman of a compulsory conference under the Commonwealth Industrial Peace Act. The result was in favour of the men, who lost 100,572 working days and £119,466 in wages. Altogether 11,805 men were involved. An extensive dispute occurred in March at the Power House, Cockle Creek, in which members of the Engine-drivers and Firemen's Association were involved, concerning employment at the new power house. The men finally agreed to the company having perfect freedom in selecting men irrespective of the union to which they belonged. The dispute lasted seventeen days, and represented a loss of 77,290 working days and £68,748 in wages.

The crane-drivers employed on building construction in Sydney stopped work in April, and the dispute lasted 42 days, and although only 40 men were directly involved 1,500 were thrown out of employment. The drivers demanded £7 10s. per week on the cranes, and £6 10s. on the hoists, but they returned to work on antecedent conditions, and the union was fined for an illegal strike. The dispute caused a loss of 46,680 working days and £31,440 in wages to those directly and indirectly involved. During August a dispute lasting twenty days developed at the Hoskins Iron and Steel Co.,

Lithgow, and involved 1,600 men. A demand for higher wages was the cause of the trouble, which was settled by the promise of a conference of the parties after resumption of work. The losses incurred were 32,000 working days and £26,500 in wages. Other serious disputes in the mining industry occurred at the following collieries:—Excelsior Colliery, Thirroul, lasting 155 days, and resulting in a loss of 31,620 working days and £37,944 in wages, due to objection by the workers to an official testing a place for deficiency. This dispute ended in favour of the men. At Richmond Main Colliery a dispute arose over various grievances followed by inter-union troubles. The dispute lasted 29 days, and resulted in a loss of 31,610 working days and £37,932 in wages; the men returning to work on the conditions prevailing before the stoppage. Employees at the Redhead Colliery ceased work over the question of wet places and measurement of under-height, losing 24,376 working days and £29,251 in wages. Wallarah Colliery was idle for six weeks owing to a dispute concerning working four men in a bord and overtime rates. Work was resumed on antecedent conditions, the men losing 12,960 working days and £15,552 in wages. The Killingworth Colliery at West Wallsend stopped for 30 days as a result of alleged bad ventilation and presence of gas in mine, but the decision was unfavorable to the men, who lost 12,090 working days and £14,508 in wages. The only other mining dispute of note was that which occurred at the Invincible Colliery, Cullen Bullen, owing to refusal of the employers to cavil Nos. 1 and 2 tunnels together, and their demand for higher rates for No. 2 tunnel. The dispute lasted 46 days, and ended in favour of the men, who lost 10,026 working days and £12,032 in wages.

The waterside workers were concerned in a dispute which affected all States except Tasmania. Although the trouble started as a result of the refusal of the Commonwealth Arbitration Court to hear a plaint owing to repeated breaches of the existing award by the members of the Federation, it developed finally into a demand for a single daily "pick-up" of men for work on the wharves instead of the double "pick-up" provided by the award. The early stages of the trouble took the form of an overtime strike against all vessels in Australian ports, and started on 21st November, 1927. The ship-owners demanded the complete observance of awards and threatened that if workers would not engage on that basis all ships in Australian waters would be tied up. As the federation persisted in its attitude, the owners carried out their threat, and vessels to the number of 150 were accordingly tied up on the night of 1st December, 1927. Unemployment on a very large scale was threatened. The action of the waterside workers was not, however, approved by organized labour and the Emergency Committee of the Australasian Council of Trade Unions took steps on the 5th December to move the Commonwealth Arbitration Court to intervene in the dispute, with the result that, in view of the gravity of the situation, Judge Beeby of that jurisdiction heard the matter on 7th December, and, after receiving suitable guarantees from the representatives of the men

that the award would be observed pending the hearing of the plaint, the Judge issued an interim award covering the question of the "pick-up," whereby the practice obtaining at the several ports on 10th January, 1927 (the day on which the Court commenced the hearing of the union's claims), was confirmed. The strike was declared off immediately and work resumed at all ports on the 8th December. The losses on both sides were very great, but no attempt was made by the Bureau of Census and Statistics to estimate the amount lost by owners or those indirectly concerned. The estimated loss by the waterside workers for the seven days during which the dispute lasted (i.e., while the ships were tied up) was 115,000 working days and £90,000 in wages.

Victoria.—With the exception of the waterside workers' dispute, referred to in the preceding paragraph, the disputes in this State during 1927 were not of an extensive nature. During July and August engineers and others employed at the Sunshine Harvester Co. were out for 35 days through a demand for a 44-hour week instead of a week of 48 hours. Work was resumed on condition that the case be reheard by the Commonwealth Arbitration Court, which decided against the workers. The losses incurred by the employees involved in the dispute were 3,675 working days and £4,500 in wages. The next dispute in point of magnitude was that in which iron pipe moulders were involved, seven firms being affected. The trouble arose from a demand by the employers for the same output for a week of 44 hours as for one of 48 hours, the matter being settled by compromise. The dispute lasted 22 days and involved a loss to the employees of 5,500 working days and £4,160 in wages. A dispute which occurred at the State Electricity Commission's Coal Mine at Yallourn, which threatened to be of an extensive nature, ended in five days, with the loss of 3,750 working days and £2,800 in wages to the 750 men concerned. The trouble arose from a demand by the men for the removal to another position of a foreman, which demand was partly conceded by the management. The men at the State Coal Mine, Wonthaggi, were involved in a dispute which lasted for three days, owing to action taken by the management concerning the neglect of two men to return their time tokens at the completion of their shift. The men accepted the direction of the management, after a stoppage causing a loss of 1,992 working days and £2,390 in wages. The State Electricity Commission was involved in another dispute at Rubicon, through reduction of award rates and non-payment of country allowance. The Commission conceded the claim, but the men lost 2,160 working days and £2,000 in wages during the eighteen days for which the dispute continued.

Queensland.—The demand for a working week of 40 hours to be worked in five days was the cause of an extensive dispute in the building trades of Queensland. Sixty firms were directly involved, and approximately 5,000 men. The dispute which commenced in January lasted 44 days, and resulted in a loss to employees of 220,000 working days and £186,525 in wages. Work was resumed on antecedent conditions, the men declaring the strike off after an abortive conference. This dispute may be considered one of the most extensive occurring in Australia during the year. The Queensland Railways were concerned in a dispute during September, which involved 17,866 employees of that Department, and lasted for eight and a half days. The trouble was the outcome of a dispute which occurred at the South Johnstone Sugar Mill concerning employment. Certain railway

employees were dismissed for refusing to handle sugar declared "black" in connexion with the last mentioned strike, and the railway men stopped work as the result of the refusal by the Railways Commissioner to reinstate the men involved. Work was resumed on the basis of "no victimization" nor loss of status by the employees, who, however, suffered a loss of 151,861 working days and £90,501 in wages. The only dispute of note in the mining industry was at the Redbank Colliery, Ipswich. This dispute involved only 69 men, but lasted 135 days, and resulted in a loss of 9,315 working days and £11,178 in wages. The trouble arose: (a) on account of the refusal by the management of a demand by the men that miners who had been "cavilled" out should be reinstated; and (b) concerning a miner declared by the manager to be incompetent. Work was resumed on antecedent conditions. The dispute at the Sugar Mill, South Johnstone, referred to previously, although of itself not extensive, nevertheless had unfortunate after-effects. The men struck work for preference of employment in the 1927-28 season to those employees who had finished the 1926-27 season, but the demand was not conceded. Work was carried on during the dispute by non-unionists, assisted by the farmers, and conflicts between the pickets and non-unionists occurred. Special precautions had to be taken to protect the men who engaged for employment during the trouble. On account of the serious state of affairs the Government issued a proclamation commandeering all arms and ammunition in the affected area. The matter of the dispute was referred to the judicial jurisdiction of the Board of Trade and Arbitration, and after a conference between the representatives of the parties involved, the Order of the Court was as follows:—

1. That the strike of mill and field workers (including cane-cutters) in the South Johnstone Sugar Mill area be terminated and all embargoes lifted immediately.
2. That all employees who completed the 1926 crushing season at the mill, and who are now available for work according to the list already supplied by the Australian Workers Union to the mill management, shall be re-employed under the Mill Section of the Award.
3. That where vacancies occur under the Mill Section of the Award such vacancies shall be filled with employees who were engaged by the management at the commencement of the season if such persons are qualified to fill such vacancies.
4. (a) That all cane-cutting contracts shall be cancelled in accordance with the Board's Order of the 23rd August, 1926 (which reserved to the Board the right to cancel cane-cutting contracts if necessary in the interests of industrial peace), and the cuts shall be reallocated among members of the Australian Workers' Union who have signed contracts during this season: Provided that any cane-farmer or group of cane-farmers, as the case may be, shall have the option of employing any person who signed a cane-cutting contract since the commencement of the season at other suitable work under the Field Section of the Award.

- (b) That those cutters who signed on at the commencement of the season shall, as far as practicable, be given runs as good as those they then contracted for.
 - (c) That vacancies in gangs shall be filled by first preference men if available, and otherwise in accordance with the preference provisions of the Award.
5. That 75 per cent. of the work ordinarily done by members of the Australian Workers' Union in the slack season shall be given to members of that union who completed the 1926 season and the 1927 season at the mill.

The dispute involved 490 men directly and indirectly connected with the sugar industry, and resulted in a loss of 9,310 working days and £6,827 in wages.

South Australia.—The most extensive dispute for the year in this State was that in connexion with the waterside workers, which has been previously mentioned. The employees at the Railway Workshops, Islington, stopped work for fifteen days through the refusal of the management to allow a shop steward to accompany men called up before the manager. The men ultimately resumed work without gaining their point after a loss of 15,828 working days and £11,870 in wages. Other disputes worthy of mention were those in connexion with Commonwealth railway construction work at Oodnadatta (demand for dismissal), which was settled by compromise; and a further trouble at the Islington Railway Workshops (demand for withdrawal of detectives as watchmen), which ended practically in favour of the employees, as the management promised that the workshops would not be patrolled during working hours.

Western Australia.—There were two disputes only in this State of any magnitude, viz., the waterside workers, referred to previously, and one in connexion with the State Saw-mill, Pemberton, over the dismissal of two employees. The men dismissed were not reinstated, but the dispute lasted sixteen days, causing a loss of 3,504 working days and £2,528 in wages.

Tasmania.—Only six disputes occurred in this State during the year. The dispute at the works of the Mount Lyell Mining and Railway Company, Queenstown, represented 85 per cent. of the total loss involved. The cause of the trouble was the demand for a 44-hour week instead of one of 48 hours. The men were out for 25 days, but failed to gain the concession, after losing 13,050 working days and £7,800 in wages. §

Northern Territory.—The men employed on railway construction, Katherine, ceased work owing to the refusal of the engineer to reinstate a dismissed employee. The trouble was settled after 32 days by employing the man in another gang. The loss amounted to 4,952 working days and £4,543 in wages.

Federal Capital Territory.—Only one dispute occurred in the Territory during the year, five building firms being concerned therein. The men demanded an agreement for wet and holiday pay, but resumed after a compromise by which some of the men received slight increases, the claim for wet and holiday pay being waived. The losses incurred by the employees were 1,900 working days and £2,137 in wages.

8. **Industrial Disputes, 1923 to 1927.**—(i.) *Australia.*—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, the losses in working days and wages for each of the years 1923 to 1927, and the aggregate for the whole period :—

Industrial Disputes—Australia, 1923 to 1927.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)	Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL Groups.
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NUMBER OF DISPUTES.

1923 ..	44	8	171	28	23	274
1924 ..	31	15	410	23	25	504
1925 ..	39	15	391	30	24	499
1926 ..	60	17	227	29	27	360
1927 ..	60	19	285	41	36	441
1923 to 1927..	234	74	1,484	151	135	2,078

NUMBER OF WORKPEOPLE INVOLVED.

1923 ..	9,884	577	58,043	2,257	5,560	76,321
1924 ..	6,899	2,753	133,876	5,631	3,287	152,446
1925 ..	8,420	1,882	135,409	25,084	5,951	176,746
1926 ..	12,408	924	93,107	2,901	3,694	113,034
1927 ..	11,368	9,690	132,766	42,487	4,446	200,757
1923 to 1927..	48,970	15,826	553,201	78,360	22,038	719,304

NUMBER OF WORKING DAYS LOST.

1923 ..	153,053	6,886	907,767	32,609	45,662	1,145,977
1924 ..	116,427	28,204	662,257	85,479	26,279	918,646
1925 ..	129,808	37,615	577,132	291,415	92,600	1,128,570
1926 ..	271,049	10,015	950,770	36,693	41,734	1,310,261
1927 ..	168,432	342,649	868,779	304,586	29,135	1,713,581
1923 to 1927..	838,769	425,369	3,966,705	750,782	235,410	6,217,035

ESTIMATED LOSS IN WAGES.

	£'	£	£	£	£	£
1923 ..	120,127	6,284	1,086,904	29,580	32,611	1,275,506
1924 ..	80,746	21,359	735,572	61,823	18,199	917,699
1925 ..	124,894	35,674	688,755	209,521	48,700	1,107,544
1926 ..	249,712	7,721	1,098,111	27,306	32,963	1,415,813
1927 ..	138,418	293,792	1,009,580	210,214	24,692	1,676,696
1923 to 1927..	713,897	364,830	4,618,922	538,444	157,165	6,393,258

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for mining, quarrying, etc. (Group VIII.). For the year 1913 the proportion

of disputes in those industries represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 81 per cent. in 1921 and 1924. During the year 1927 disputes classified in the Mining Group (VIII.) represented 65 per cent. of the total during the year.

(ii) *States.*—The number of industrial disputes in each State during the years 1923 to 1927, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages are given hereunder.

Industrial Disputes—States, 1923 to 1927.

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	Number of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1923	200	601	54,809	5,390	60,199	892,306	1,028,519
	1924	416	584	116,087	17,648	133,735	706,796	756,142
	1925	480	459	123,392	16,937	140,329	649,840	736,601
	1926	256	631	68,251	28,359	96,610	1,111,230	1,229,410
	1927	433 ^a	470	108,116	40,425	148,541	1,133,008	1,250,000
Victoria	1923	29	133	6,270	771	7,050	98,880	108,512
	1924	30	30	9,421	416	10,037	66,567	50,735
	1925	19	153	5,428	3,172	8,600	131,737	130,817
	1926	33	39	6,320	2,245	8,565	109,735	106,423
	1927	24	36	8,037	234	8,221	54,367	44,470
Queensland	1923	25	36	2,724	340	3,064	55,131	53,081
	1924	25	30	2,880	246	3,135	47,214	42,018
	1925	22	64	20,432	840	21,272	219,826	164,480
	1926	29	37	2,054	391	2,445	30,118	27,412
	1927	30	376	29,594	640	30,234	428,135	325,894
South Australia	1923	10	23	806	975	1,781	25,971	20,440
	1924	14	52	1,546	147	1,693	10,459	14,851
	1925	11	24	1,118	281	1,399	19,468	12,240
	1926	17	60	2,008	740	2,748	22,836	17,133
	1927	19	24	6,517	1,359	7,876	51,284	40,296
Western Australia	1923	6	88	1,255	2,752	4,007	72,274	53,408
	1924	13	233	2,131	1,300	3,497	60,734	42,329
	1925	10	180	3,321	814	4,135	98,941	56,358
	1926	9	23	523	78	601	9,081	5,908
	1927	20	25	3,345	47	3,392	23,819	19,944
Tasmania	1923	3	3	197	..	197	1,093	1,296
	1924	5	5	268	54	322	11,604	12,288
	1925	3	16	169	70	239	2,989	2,300
	1926	10	12	660	231	891	5,080	4,363
	1927	6	6	354	421	775	14,950	9,182
Northern Territory	1923	..	..	27	..	27	270	356
	1924	1	1	16	..	16	30	39
	1925	2	2	93	112	205	996	870
	1926	2	2	398	..	398	5,163	4,753
	1927	2	2	..	..	..	..	..
Fed. Cap. Territory	1923	1	1	23	..	23	322	250
	1925	3	5	823	39	856	5,735	4,700
	1926	4	4	829	110	939	30,185	24,204
	1927	1	5	380	..	380	1,000	2,137
Australia	1923	274	885	66,093	10,228	76,321	1,145,977	1,275,506
	1924	504	941	132,560	19,377	152,440	918,040	917,609
	1925	409	906	154,699	22,147	176,746	1,128,570	1,107,544
	1926	360	913	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	944	157,581	43,178	200,757	1,713,581	1,676,690

(a) See footnote page 101.

9. **Duration of Disputes.**—(i.) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the 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 has been 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 has been engaged to enable the establishment to be carried on (substantially as before the dispute), or when evidence is obtained that the establishment has been closed down indefinitely and work abandoned. Anomalous positions have been noticed in some instances. In one case a dispute remained technically in existence so far as the workpeople were concerned even after the establishment had been closed down and work therein abandoned. In another, a dispute was considered by the workpeople to be still in existence, notwithstanding that their places had been filled and the establishment had resumed operations.

(ii) *States, etc., 1927.*—The following table gives particulars for each State regarding duration of industrial disputes in 1927. Comparative particulars for the years 1913 to 1926 were published in Labour Reports Nos 5 to 17.

Duration of Industrial Disputes—States, 1927a.

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
1 day and less	153	2	2	2	3	..	..	..	162
2 days and more than 1 day ..	45	2	2	2	2	..	1	..	54
3 days and more than 2 days ..	32	4	2	3	..	..	1	..	42
Over 3 days and less than 1 week	28	3	2	2	4	..	..	1	41
1 week and less than 2 weeks ..	33	7	9	3	7	..	1	..	60
2 weeks and less than 4 weeks ..	28	4	8	5	3	..	1	..	49
4 weeks and less than 8 weeks ..	15	2	3	1	1	..	1	2	25
8 weeks and over	5	..	2	1	..	..	..	..	8
Total	339	24	30	19	20	8	2	1	441

NUMBER OF WORKPEOPLE INVOLVED.									
1 day and less	53,381	2,65	720	94	103	..	..	..	54,653
2 days and more than 1 day ..	13,490	155	126	1,835	240	34	..	..	15,390
3 days and more than 2 days ..	11,376	2,178	900	460	..	40	..	..	14,054
Over 3 days and less than 1 week	8,864	1,074	484	416	317	30	..	380	11,545
1 week and less than 2 weeks ..	25,617	5,035	21,968	3,407	2,274	99	..	..	58,308
2 weeks and less than 4 weeks ..	20,247	366	962	1,503	813	50	..	..	23,371
4 weeks and less than 8 weeks ..	14,596	118	5,116	143	55	522	338	..	20,888
8 weeks and over	970	..	80	18	..	..	..	..	1,008
Total	148,541	9,221	30,234	7,876	3,302	775	338	380	200,757

NUMBER OF WORKING DAYS LOST.									
1 day and less	53,341	2,65	720	94	103	..	..	..	54,613
2 days and more than 1 day ..	26,324	258	252	2,771	490	68	..	..	30,153
3 days and more than 2 days ..	33,837	4,506	2,120	1,320	..	120	..	..	41,963
Over 3 days and less than 1 week	40,233	5,363	1,590	2,014	1,488	120	..	1,900	52,705
1 week and less than 2 weeks ..	197,009	81,758	178,140	21,501	15,150	792	..	..	444,500
2 weeks and less than 4 weeks ..	258,469	8,022	14,534	18,780	4,858	800	..	..	305,469
4 weeks and less than 8 weeks ..	406,848	4,105	224,284	3,718	1,650	13,050	5,163	..	658,008
8 weeks and over	117,842	..	6,495	900	..	..	..	..	125,327
Total	1,183,963	54,367	428,135	51,284	23,819	14,960	5,163	1,900	1,713,591

ESTIMATED LOSS IN WAGES.									
	£	£	£	£	£	£	£	£	£
1 day and less	63,774	229	583	83	226	..	..	..	64,895
2 days and more than 1 day ..	30,733	185	216	2,197	484	44	..	..	33,859
3 days and more than 2 days ..	37,351	3,629	2,560	1,207	..	84	..	..	44,822
Over 3 days and less than 1 week	46,433	3,838	1,790	1,628	1,376	49	..	2,137	57,751
1 week and less than 2 weeks ..	214,518	25,095	111,696	17,029	11,938	680	..	..	330,956
2 weeks and less than 4 weeks ..	267,976	6,483	11,373	14,237	4,059	625	..	..	304,653
4 weeks and less than 8 weeks ..	452,394	5,020	100,155	3,114	1,361	7,800	4,768	..	664,597
8 weeks and over	116,881	..	7,511	771	..	..	..	..	125,163
Total	1,230,060	44,470	325,884	40,280	19,944	9,182	4,753	2,137	1,676,696

a See note to table on page 101.

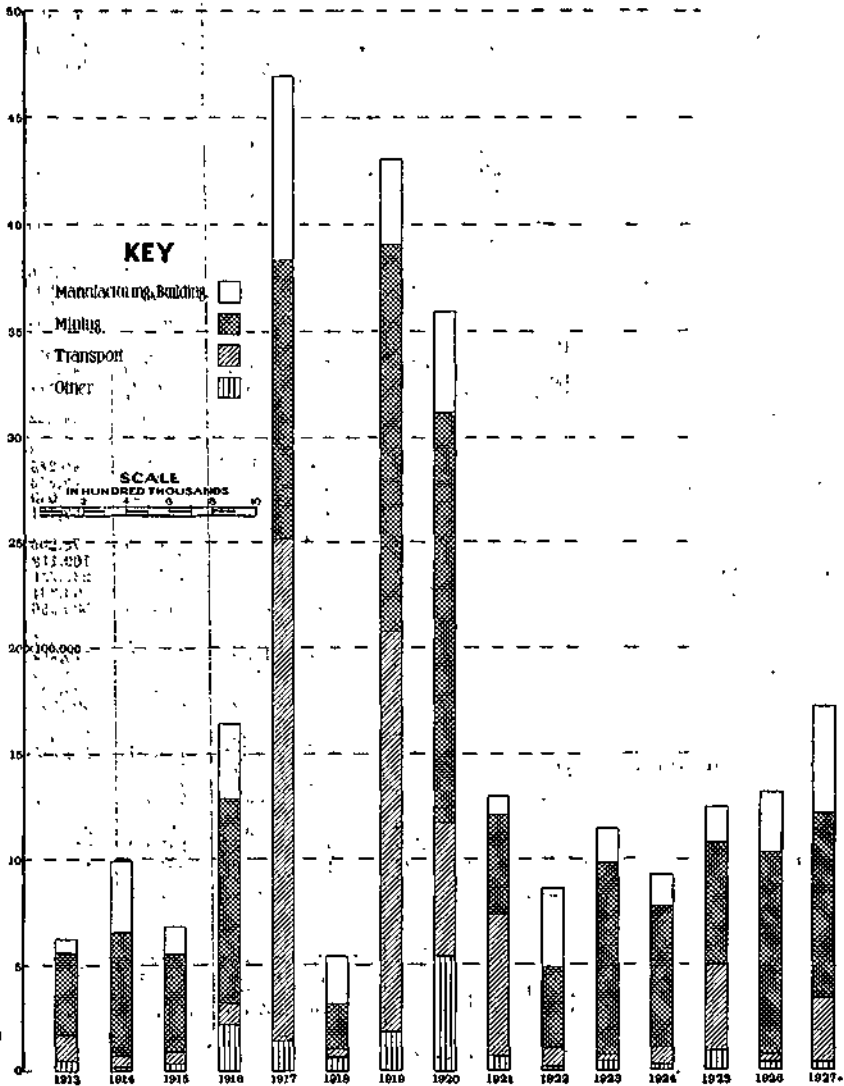
(iii) *Australia 1923 to 1927.*—Particulars for Australia for the years 1923 to 1927 are given in the table appended :—

Duration of Industrial Disputes—Australia, 1923 to 1927*a*.

Limits of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	In-directly.	Total.		
1 day and less	1923	92	27,573	2,335	29,908	29,678	£ 35,358
	1924	216	61,542	9,230	70,772	70,679	85,928
	1925	213	65,918	3,505	74,423	73,790	88,819
	1926	132	33,979	9,039	43,018	43,018	50,923
	1927	162	43,827	5,826	54,053	54,613	64,895
2 days and more than 1 day	1923	32	6,790	891	7,681	15,275	16,210
	1924	71	23,023	2,301	25,324	49,618	56,746
	1925	66	20,156	4,160	24,316	47,223	55,605
	1926	61	12,011	2,297	14,308	28,636	33,094
	1927	54	14,620	1,060	15,880	30,153	33,859
3 days and more than 2 days	1923	25	2,934	8	2,942	8,768	9,359
	1924	42	11,563	862	12,425	36,795	43,230
	1925	29	8,615	578	9,193	27,298	30,877
	1926	30	3,598	1,224	4,822	14,431	15,423
	1927	42	12,718	2,236	14,954	41,903	44,822
Over 3 days and less than 1 week (6 days)	1923	34	6,751	273	7,024	30,750	32,783
	1924	45	7,567	2,003	9,570	40,255	46,245
	1925	41	10,648	1,322	11,970	52,614	62,353
	1926	25	6,045	1,344	7,389	31,925	31,049
	1927	41	10,370	1,175	11,545	62,708	57,751
1 week and less than 2 weeks	1923	39	6,817	3,798	10,615	86,736	78,205
	1924	55	13,322	1,443	14,765	110,882	109,118
	1925	69	28,541	2,040	30,581	227,314	232,731
	1926	47	7,343	1,283	8,626	62,451	63,894
	1927	60	54,722	3,676	58,398	444,500	380,956
2 weeks and less than 4 weeks	1923	20	2,769	1,222	3,991	68,844	68,327
	1924	31	9,958	1,917	11,875	186,462	170,419
	1925	35	3,032	1,051	4,083	150,598	143,305
	1926	34	4,741	1,878	6,619	106,505	106,189
	1927	49	6,162	17,209	23,371	305,469	304,653
4 weeks and less than 8 weeks	1923	18	5,194	917	6,111	190,616	197,523
	1924	24	3,395	803	4,198	158,941	163,776
	1925	28	8,130	2,745	10,875	322,294	308,077
	1926	20	11,336	14,484	25,820	793,621	883,672
	1927	25	9,018	11,870	20,888	658,908	664,597
8 weeks and over	1923	14	7,909	150	8,059	715,310	837,732
	1924	18	2,199	1,318	3,517	265,014	242,838
	1925	23	4,559	1,746	6,305	227,439	170,777
	1926	11	1,715	717	2,432	229,674	231,569
	1927	8	944	124	1,068	125,327	125,163
Total	1923	274	66,727	9,594	76,321	1,145,977	1,275,506
	1924	504	132,569	19,877	152,446	918,646	917,699
	1925	409	154,599	22,147	176,746	1,128,570	1,107,544
	1926	360	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	167,581	43,176	200,757	1,713,581	1,676,696

a See note to table on page 101.

Industrial Disputes - Working Days Lost
in
Various Industrial Groups



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

10. **Causes of Industrial Disputes.**—(i.) *General.*—The reasons alleged by employers and employees for a stoppage of work do not in every instance agree in detail. In such instances additional information is sought to verify or support the contention of either side. On occasions, the alleged reason is of a twofold character, and, where this is the case, the claim which is fully or partially satisfied and results in a resumption of work is taken to be the principal cause of the dispute. For the purpose of classification these causes (or objects) of industrial disputes are grouped under seven main headings, viz.:—(1) Wages; (2) hours of labour; (3) employment of particular classes or persons; (4) working conditions; (5) trade unionism, (6) sympathy; and (7) other causes. The first five are subdivided as follows to meet the varying phases of demands made under each of the main headings:—

Classification of Causes of Industrial Disputes.

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

A great deal of erroneous deduction has been made from the figures published in connexion with Industrial Disputes, more especially in regard to "No. of Disputes occurring," due in large measure to the inability of the Bureau to publish within the narrow limits of an official publication full details of the "causes" of the bulk of these disputes. A close analysis of the returns, however, discloses that the vast majority is due to causes which amount to nothing more than pure difference of opinion between workers and management on the questions at issue, and is only capable of settlement

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

by the parties themselves, although in the case of a protracted dispute common sense or economic necessity often dictates the appointment of an outside mediator to settle the trouble. The number of disputes settled by "direct negotiation" is thus largely explained.

The Commonwealth and State Arbitration Tribunals have covered by their awards all matters of wages and working conditions which it is possible to incorporate in such documents. The analysis referred to reveals the remarkable fact that only about 15 per cent. of the total disputes that occur touch questions which are either covered by awards or are susceptible to treatment by an Arbitration Tribunal.

It will be seen, therefore, that the very large proportion of 85 per cent. of these disputes falls outside the purview of Arbitration Tribunals. Most of these occur in the coal-mining industry, which in 1927 accounted for 65 per cent. of the total disputes. The figures for 1927 were, however, low when compared with previous years.

The following typical causes of non-arbitrable strikes under the several classifications referred to above will enable a proper perspective to be taken of these disputes, viz. :—

1. *Wages.*

- (a) Wheeler left work owing to faulty horse and claimed for full shift.
- (b) Payment of "wet pay" to wheelers.
- (c) Two wheelers on pit bottom demanded men's wages instead of boys', which applied.
- (d) Refusal of pay to four or five wheelers withdrawn from certain sections.
- (e) Payment for wheeling with long reins.
- (f) Contract wheelers demanded to be made up on a daily instead of a fortnightly basis.

2. *Hours of Labour.*

- (a) Objection to night shift.
- (b) Objection to overtime.
- (c) Smoking during working hours.
- (d) Variation of shift times.

3. *Employment of Particular Persons.*

- (a) A new lad was placed in a superior position, and the boys on the job demanded the appointment of one of their number.
- (b) Refusal to draw cavil for three places, because one place considered unsafe.
- (c) Driver wanted a set rider put back on clipping.
- (d) Dismissal of two men for misbehaviour.
- (e) Refusal of manager to start man just released from jail.

4. *Working Conditions.*

- (a) Shaft sinkers objected to supervision of master sinker.
- (b) Passenger crew refused to take coal to destination.
- (c) Additional assistance to wheeler.
- (d) Refusal to use explosive provided.
- (e) Defective compressed air jets.
- (f) Shortage of drinking water.

5. *Trade Unionism.*

- (a) Shot firers desired severance from Miners' Union.
- (b) Refusal of moulders to work with non-unionists.
- (c) Miners exceeding the "darg" earnings and refusing to pay surplus amounts to Union funds.

6. *Miscellaneous.*

- (a) Medical attendance.
- (b) Dispute between miners and wheelers *re* insufficient skips.
- (c) Demand that man be employed on light work.
- (d) Injured seaman insisted on being landed for treatment.

The above remarks refer of course to "No. of Disputes Occurring," but when the matter is considered from the point of view of "Working Days Lost," which after all is the most serious aspect of industrial disputes, the relation of arbitrable and non-arbitrable questions in the aggregate loss can become entirely the reverse of that presented by their consideration only from the standpoint of numbers, and this relationship would vary each year according to the magnitude of the disputes under each category. For the year 1926, for instance, the preponderance of numbers is in the non-arbitrable section, but that of "working days lost" is heavily on the arbitrable side. A reference to the causes of the principal disputes occurring during the year published on page 116 will give a general idea of the relative position each year.

It will be realized from the above remarks that in making any deductions from the figures published in this section the facts mentioned here should be taken into consideration.

(ii.) *Causes in each State, 1927.*—In the following tables particulars for the year 1927 are classified under the various headings.

Causes of Industrial Disputes—States, etc., 1927.a

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES									
1. Wages—									
(a) For increase ..	14	2	2	1	4	..	1	..	24
(b) Against decrease ..	1	2	..	..	..	..	..	..	4
(c) Other wage questions ..	64	1	..	..	..	..	..	1	60
2. Hours of Labour—									
(a) For reduction ..	5	5	1	1	..	2	..	..	14
(b) Other disputes re hours ..	3	..	1	..	..	..	..	..	4
3. Trade Unionism—									
(a) Against employment of non-unionists ..	6	..	2	1	2	1	..	..	12
(b) Other union questions ..	17	3	3	1	..	..	..	..	24
4. Employment of particular classes or persons ..	111	7	13	11	8	1	1	..	152
5. Working conditions ..	57	3	6	2	3	1	..	..	72
6. Sympathetic ..	5	..	..	..	..	..	..	..	5
7. Other causes ..	56	1	2	2	3	..	..	..	64
Total ..	339	24	30	10	20	6	2	1	441

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—									
(a) For increase ..	6,950	44	136	26	114	..	7	..	7,316
(b) Against decrease ..	85	225	..	..	..	40	..	..	300
(c) Other wage questions ..	10,867	50	..	..	..	..	..	380	20,297
2. Hours of Labour—									
(a) For reduction ..	1,785	300	5,000	66	..	572	..	..	7,813
(b) Other disputes re hours ..	277	..	11	..	..	..	..	..	288
3. Trade Unionism—									
(a) Against employment of non-unionists ..	4,174	..	40	38	81	99	..	..	4,432
(b) Other union questions ..	7,117	398	18,320	13	..	..	..	..	25,848
4. Employment of particular classes or persons ..	34,281	6,245	5,464	6,028	2,795	30	331	..	55,174
5. Working conditions ..	20,540	560	1,160	1,315	130	34	..	..	29,700
6. Sympathetic ..	1,484	..	..	..	..	..	..	..	1,484
7. Other causes ..	46,013	1,300	94	390	242	..	..	..	48,039
Total ..	148,541	9,221	30,234	7,876	3,392	776	338	380	200,757

NUMBER OF WORKING DAYS LOST.

1. Wages—									
(a) For increase ..	147,203	500	834	442	1,433	..	210	..	150,601
(b) Against decrease ..	140	2,318	..	..	..	120	..	..	2,578
(c) Other wage questions ..	81,831	100	..	..	..	..	..	1,900	83,831
2. Hours of Labour—									
(a) For reduction ..	61,720	9,948	220,000	204	..	13,850	..	..	305,782
(b) Other disputes re hours ..	4,390	..	88	..	..	..	..	..	4,478
3. Trade Unionism—									
(a) Against employment of non-unionists ..	80,297	..	140	114	813	792	..	..	82,160
(b) Other union questions ..	50,034	1,566	153,059	143	..	..	..	..	204,802
4. Employment of particular classes or persons ..	168,746	36,716	47,633	31,033	20,324	120	4,953	..	310,425
5. Working conditions ..	281,077	1,218	4,889	15,838	698	68	..	..	303,788
6. Sympathetic ..	3,573	..	..	..	..	..	..	..	3,573
7. Other causes ..	254,868	1,992	1,492	2,560	551	..	..	..	261,468
Total ..	1,133,908	54,367	428,185	51,284	23,819	14,950	5,163	1,900	1,713,681

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
1. Wages—								
(a) For increase ..	127,060	530	540	363	1,025	..	210	..
(b) Against decrease ..	125	2,110	..	..	..	84	..	..
(c) Other wage questions ..	97,344	76	..	..	..	..	..	2,137
2. Hours of Labour—								
(a) For reduction ..	50,710	9,413	186,525	228	..	8,325	..	..
(b) Other disputes re hours ..	3,541	..	76	..	..	..	..	..
3. Trade Unionism—								
(a) Against employment of non-unionists ..	72,228	..	108	126	882	680	..	..
(b) Other union questions ..	58,881	1,358	91,559	102	..	..	..	..
4. Employment of particular classes or persons ..	172,009	27,974	30,304	25,658	15,912	40	4,543	..
5. Working conditions ..	340,757	620	5,552	11,876	729	44	..	..
6. Sympathetic ..	4,255	..	..	..	..	..	..	..
7. Other causes ..	308,120	2,390	1,690	1,913	796	..	..	..
Total ..	1,230,000	44,470	375,864	40,206	19,941	9,132	4,753	2,137

a See note to table on page 101.

(iii.) *Causes in Australia, 1913 to 1927.*—The following table gives similar information for Australia for the years specified.

Causes of Industrial Disputes.—Australia, 1913, and 1921 to 1927.

Causes of Disputes.	1913.	1921.	1922.	1923.	1924.	1925.	1926.	1927.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	42	19	15	35	44	33	23	24
(b) Against decrease ..	4	2	18	4	7	5	5	4
(c) Other wage questions ..	31	161	83	37	95	99	67	66
2. Hours of Labour								
(a) For reduction ..	3	12	12	10	2	4	13	14
(b) Other disputes re hours ..	7	16	2	2	4	6	2	4
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	5	6	4	6	8	5	12
(b) Other union questions ..	5	22	15	11	31	27	22	24
4. Employment of particular classes or persons ..	44	169	155	68	137	113	108	152
5. Working conditions ..	51	162	89	57	111	106	46	72
6. Sympathetic ..	5	13	8	9	8	16	8	5
7. Other causes ..	8	43	42	37	59	77	61	64
Total ..	208	624	445	274	604	499	390	441

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	2,659	843	9,816	9,312	23,443	17,048	7,316
(b) Against decrease ..	563	850	4,432	174	1,113	1,123	1,275	300
(c) Other wage questions ..	7,160	52,704	24,459	8,698	30,585	31,337	18,863	20,297
2. Hours of Labour—								
(a) For reduction ..	460	2,313	5,936	6,488	1,328	462	9,730	7,813
(b) Other disputes re hours ..	1,819	2,113	124	485	1,172	2,668	290	286
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	1,353	1,072	473	1,065	1,592	125	4,432
(b) Other union questions ..	1,418	6,807	4,264	2,310	12,078	10,957	3,790	25,848
4. Employment of particular classes or persons ..	11,370	45,408	36,194	11,269	30,839	36,075	25,165	55,174
5. Working conditions ..	10,785	35,790	27,334	15,605	36,630	35,034	12,889	29,766
6. Sympathetic ..	947	3,251	1,119	675	436	5,328	3,499	1,484
7. Other causes ..	1,758	12,063	10,568	20,130	19,948	28,677	20,342	48,039
Total ..	50,283	165,101	116,332	76,321	182,446	176,746	113,034	200,757

NUMBER OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	100,069	13,731	8,694	64,493	120,317	209,350	580,183	150,691
(b) Against decrease ..	9,438	25,700	154,791	1,012	13,553	24,352	2,573	2,578
(c) Other wage questions ..	78,183	192,653	149,129	81,749	111,613	154,169	82,898	83,831
2. Hours of Labour—								
(a) For reduction ..	2,774	13,315	164,794	101,807	130,440	12,816	280,162	305,732
(b) Other disputes re hours ..	15,111	13,260	1,701	30,092	42,441	16,179	290	4,487
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	17,890	5,485	784	2,555	14,784	1,623	82,150
(b) Other union questions ..	32,388	117,199	18,976	17,743	40,046	105,195	15,607	204,802
4. Employment of particular classes or persons ..	191,723	431,130	198,256	63,094	253,779	214,738	114,917	310,425
5. Working conditions ..	73,562	69,732	123,665	134,830	124,041	150,325	123,390	303,788
6. Sympathetic ..	24,066	6,150	9,438	6,357	926	41,046	38,381	3,573
7. Other causes ..	5,212	53,652	23,756	633,016	78,936	185,616	70,247	261,468
Total ..	623,528	956,617	358,085	1,145,977	918,646	1,128,570	1,310,261	1,713,581

The main causes of industrial disputes are "wage" questions, "working conditions" and "employment of particular classes or persons." In each year of the period 1913-1925, the number of dislocations over wages exceeded those from any other cause, the percentage in 1913 being 37, and fluctuating thenceforward between 26 in 1922 and 45 in 1916. The number from this cause in 1927 was particularly low, representing only 21 per cent. Under the heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry. "Sympathetic" disputes were numerous during the years 1916, 1917, 1921, and 1925.

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

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

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

(ii.) *Results in each State, 1927.*—The following table gives results for the year 1927.

Industrial Disputes—States, Results, 1927.^a

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	57	253	22	3	22,746	108,758	15,811	650	188,303	667,240	271,000	4,450
Victoria ..	9	10	4	1	931	6,832	1,353	106	5,772	35,264	9,656	3,675
Queensland ..	18	4	..	..	1,783	28,057	373	..	4,022	420,602	2,659	..
South Australia	12	12	..	..	2,063	5,634	179	..	4,177	43,317	3,780	..
Western Australia	8	9	1	1	445	2,403	144	240	3,805	16,910	144	2,160
Tasmania ..	1	5	..	..	30	745	..	..	120	14,830	..	..
N. Territory ..	1	..	1	..	..	..	331	..	210	..	4,953	..
F. C. Territory ..	..	..	1	..	..	..	380	..	..	..	1,900	..
Total, Aust. & b	88	307	35	5	28,005	152,429	18,571	995	207,009	1,198,163	294,102	10,285

(a) The following are the particulars of disputes which were incomplete at the 31st December, 1927, which should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	No. of Disputes.	No. of Estabs.	Workpeople.	Working Days Lost.	Wages.
New South Wales ..	4	4	578	2,970	£ 3,380
Queensland ..	1	1	21	252	250
Western Australia ..	1	1	160	800	960
Total ..	6	6	757	4,022	4,590

b See note to table on page 101.

(iii) *Australia, 1927.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes in Australia during the year 1927.

Industrial Disputes—Causes and Results, Australia, 1927.^a

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	6	15	8	..	191	5,399	1,726	..	2,136	115,695	32,860	..
(b) Against decrease	2	1	1	..	155	40	105	..	2,300	120	158	..
(c) Other wage questions ..	10	42	5	1	2,261	16,570	1,157	210	20,243	52,935	7,305	3,150
Hours of Labour—												
(a) For reduction	2	10	1	1	69	7,389	250	105	327	296,280	5,500	3,675
(b) Other disputes re hours ..	..	3	1	..	..	281	7	..	..	4,438	40	..
Trade Unionism—												
(a) Against employment of non-unionists	2	10	..	..	58	4,374	..	..	134	82,022	..	..
(b) Other union questions ..	5	17	2	..	878	23,946	1,024	..	1,328	199,986	3,488	..
Employment of particular Classes or Persons ..	42	92	13	2	10,340	40,833	3,093	300	74,343	207,755	22,013	2,700
Working conditions ..	11	53	8	..	2,188	16,513	11,065	..	4,826	76,377	222,585	..
Sympathetic ..	..	5	..	..	..	1,484	..	..	..	3,578	..	..
Other Causes ..	2	59	1	1	11,845	35,600	144	380	101,372	158,982	144	760
Total^b ..	88	307	35	5	28,005	152,429	18,571	995	207,009	1,198,163	294,102	10,285

a See note to table on page 101. b See note a to table above.

(iv) *Australia, 1923 to 1927.*(b)—The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1923–1927, classified according to results :—

Industrial Disputes—Results, Australia, 1923 to 1927.^b

Year.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
1923 ..	77	156	24	8	12,051	54,928	5,787	1,784	65,625	917,162	132,136	2,392
1924 ..	146	261	48	45	32,762	89,709	13,843	15,432	153,533	416,174	291,030	29,445
1925 ..	130	335	20	6	50,983	116,658	4,844	2,829	448,136	549,746	52,321	12,923
1926 ..	72	248	30	11	11,481	85,115	14,220	1,623	73,313	391,093	257,004	21,486
1927 ^a ..	88	307	35	5	28,005	152,429	18,571	995	207,009	1,198,163	294,102	10,285

^a See note on page 101.

^b See note to first table on page 119.

In the years 1913 to 1916, the disputes resulting in favour of workpeople exceeded those resulting in favour of employers, but in later years the position was reversed. The percentage in favour of employers in 1927 was 71. A considerable number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

The first three classes are divided as follows :—

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

Each of the first five methods indicates some definite action. The sixth, "Other Methods," is more or less indefinite, and is connected with "Other Causes" and mainly relates to resumption of work at collieries at the next shift, the cause of the stoppages not being in all cases made known officially to the management.

(ii) *States, 1927.*—The following table shows the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages in 1921, according to method of settlement:—

Methods of Settlement of Industrial Disputes—States, 1927.a

Method of Settlement.	N.S.W.	Vic.	Qland.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
Negotiation—									
Direct between employers and employees, or their representatives ..	185	12	6	11	8	4	2	1	229
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	11	3	1	1	2	..	..	..	18
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	5	2	4	1	1	..	..	..	13
By reference to Board or Court ..	4	1	9	..	5	..	..	..	19
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference ..	8	5	1	3	2	..	..	..	19
By Filling places of Workpeople on Strike or Locked out ..	1	1	2	1	..	..	..	..	5
By Closing down Establishment permanently ..	7	..	1	2	..	..	..	..	10
By other methods ..	114	..	5	..	1	2	..	..	122
Total ..	335	24	29	19	19	6	2	1	(b) 435

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—									
Direct between employers and employees, or their representatives ..	67,590	3,293	18,468	2,718	632	642	338	380	94,070
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	5,303	192	200	38	106	..	..	..	5,839
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	2,535	641	375	107	55	..	..	..	3,768
By reference to Board or Court ..	1,828	19	2,003	..	464	..	..	..	4,314
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference ..	18,364	5,069	3,572	4,617	1,995	..	..	..	33,517
By Filling Places of Workpeople on Strike or Locked out ..	8	7	508	10	..	..	..	..	533
By Closing down Establishment permanently ..	702	..	16	380	..	..	..	..	1,104
By other methods ..	51,576	..	5,071	..	80	133	..	..	56,860
Total ..	147,965	9,221	30,213	7,876	3,232	775	338	380	200,000

a See note page 101.

b See note (a) page 119.

Methods of Settlement of Industrial Disputes—States, 1927—continued.

Methods of Settlement.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.O.T.	Aust.
NUMBER OF WORKING DAYS LOST.									
Negotiation—									
Direct between employers and employees, or their representatives ..	480,726	14,321	160,124	12,215	3,429	14,090	5,163	1,000	700,968
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	96,525	764	2,600	114	1,145	..	..	..	100,148
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	68,970	2,557	6,238	1,301	1,650	..	..	..	80,815
By reference to Board or Court ..	49,746	190	5,906	..	4,394	..	..	..	60,236
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	197,694	36,507	22,297	36,564	12,241	..	..	..	305,303
By Filling Places of Work-people on Strike or Locked out ..	232	28	9,436	10	..	..	..	..	9,706
By Closing down Establishment permanently ..	28,915	..	384	990	..	..	..	..	30,289
By other methods ..	200,176	..	220,898	..	160	360	..	..	422,094
Total	1,130,993	54,367	427,893	51,284	23,019	14,950	5,163	1,000	1,709,559

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£	£
Negotiation—									
Direct between employers and employees, or their representatives ..	560,195	11,582	100,342	9,916	2,949	8,458	4,753	2,137	700,332
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	98,570	760	1,850	126	1,303	..	..	..	102,609
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	67,366	1,830	5,890	1,221	1,361	..	..	..	77,162
By reference to Board or Court ..	33,913	190	5,511	..	8,364	..	..	..	42,078
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	198,329	30,600	17,452	28,084	9,817	..	..	..	284,282
By Filling Places of Work-people on Strike or Locked out ..	278	8	6,953	6	..	..	..	..	7,245
By Closing down Establishment permanently ..	33,237	..	380	913	..	..	..	..	34,530
By other methods ..	234,748	..	187,256	..	100	724	..	..	422,826
Total	1,226,680	44,470	325,634	40,266	18,084	9,182	4,753	2,137	1,672,106

(iii) *Australia, 1913 to 1927.a*—Information for Australia for the years specified is given hereunder:—

Method of Settlement of Industrial Disputes—Australia, 1913 to 1927.a

Methods of Settlement.	1913.	1921.	1922.	1923.	1924.	1925.	1926.	1927.b
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	412	249	140	264	209	166	229
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act.	17	65	52	25	20	24	10	18
Under State Industrial Act—								
By intervention, assistance or compulsory conference	19	18	7	4	11	12	8	13
By reference to Board or Court	22	4	7	2	7	2	10	19
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	4	11	5	2	12	18	13	19
By Filling Places of Workpeople on Strike or Locked out	13	10	11	5	5	4	8	5
By Closing down Establishment permanently	1	2	6	1	2	1	..	10
By other methods	13	102	96	86	179	226	135	122
Total	208	624	493	285	500	491	356	6435

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	93,912	62,000	30,213	70,805	75,961	44,995	94,070
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	20,775	15,554	10,277	4,448	12,767	17,072	5,839
Under State Industrial Act—								
By intervention, assistance or compulsory conference	6,505	11,229	1,222	615	2,519	1,781	930	3,763
By reference to Board or Court	12,774	1,083	1,128	544	2,952	208	684	4,314
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	659	12,037	446	58	4,262	3,251	4,332	33,517
By Filling Places of Workpeople on Strike or Locked out	658	334	790	315	130	100	245	533
By Closing down Establishment permanently	170	53	171	18	170	28	..	1,104
By other methods	2,088	25,678	30,971	33,408	66,370	81,158	44,325	56,860
Total	50,283	166,101	112,282	75,448	151,746	175,314	112,589	200,000

a See note page 101.

(b) See note page 119.

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1927—continued.

Methods of Settlement.	1913.	1921.	1922.	1923.	1924.	1925.	1926.	1927.
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	245,765	353,336	229,503	373,155	470,110	417,158	700,968
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	156,076	187,164	582,929	103,005	320,046	549,427	100,148
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	136,733	16,016	25,531	41,000	17,650	11,281	30,815
By reference to Board or Court ..	221,769	22,752	13,767	8,434	142,939	4,338	8,744	60,236
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	327,043	3,081	473	74,376	67,272	134,841	305,303
By Filling Places of Work—								
people on Strike or Locked out ..	14,139	3,542	11,750	2,517	3,040	1,163	2,965	9,700
By Closing down Establishments—								
Permanently ..	20,400	538	603	18	1,250	1,932	..	30,289
By other methods ..	56,509	64,161	101,348	267,859	150,526	180,666	118,580	422,094
Total ..	623,528	956,617	692,074	1,117,314	890,191	1,063,171	1,242,896	1,709,559

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees or their representatives ..	43,834	240,442	283,515	252,059	398,628	505,565	425,527	700,332
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12,394	146,029	200,835	676,268	114,830	230,771	658,498	102,699
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	86,277	79,233	14,663	24,156	34,151	15,395	6,819	77,162
By reference to Board or Court ..	104,293	19,452	10,541	7,536	110,559	3,409	7,771	42,978
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	1,373	198,687	5,701	350	60,766	68,880	124,511	284,282
By Filling Places of Work—								
people on Strike or Locked Out ..	6,478	2,203	8,670	1,735	2,111	1,225	2,548	7,245
By Closing down Establishments—								
Permanently ..	7,850	855	635	13	970	2,313	..	34,680
By other methods ..	25,240	69,527	92,308	279,104	167,149	206,775	134,806	432,828
Total ..	287,739	757,028	616,868	1,241,245	835,164	1,034,428	1,360,479	1,672,106

In all years direct negotiation between employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations was settled in this manner, and the percentages in subsequent years varied between 53 in 1923, and 71 in 1915, the proportion in 1927 amounting to 56 per cent. In connexion with the comparatively large numbers of disputes classified as settled "By other methods," a large number of stoppages of work occur each year, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

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

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

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

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

No. 1—Interstate Industrial Disputes, 1917 to 1927.

Disputes.	States Involved.	No. of Work-people Involved.	No. of Working Days Lost.	Estimated Loss in Wages.
1917.				
Glass Bottle Makers— Protest against non-payment for defective bottles, 24/4/17 to 10/7/17	New South Wales Victoria .. South Australia ..	1,000 642 200	67,000 31,700 14,000	£ 36,250 17,600 1,000
Total .. .. .	.. .. .	1,842	112,700	54,850
Railway Workshop Employees— (Introduction of a card system for job costing in Workshops), Railway Employees, in New South Wales, seamen and wharf labourers in all States, coal miners in New South Wales, Victoria and Queensland, and other trades were affected 2/8/17 to 30/11/17	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	77,357 14,200 2,350 1,900 1,200 500	3,071,000 637,300 123,600 14,100 84,100 32,150	1,730,000 325,500 62,000 7,400 42,300 16,800
Total .. .. .	.. .. .	97,507	3,962,250	2,233,000
1918.				
NIL.				
1919.				
Seamen— (Increased Wages), Queensland Seamen came out in February, the remainder in May, 1919.	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	7,700 2,190 2,770 1,705 985 855	695,500 197,920 359,430 128,975 73,520 57,180	358,100 60,370 185,450 62,155 35,840 27,785
Total .. .. .	.. .. .	16,005	1,612,525	775,680
Marine Engineers— (Claim for 35 per cent. increase in wages), 13/12/19 to 23/2/20	New South Wales Victoria .. Queensland ..	5,150 2,695 1,322	303,450 159,090 77,520	167,065 87,755 42,475
Total .. .. .	.. .. .	9,167	539,060	297,295
1920.				
Building Trade Employees— (Against Saturday work), 10/4/20 to 14/5/20	New South Wales Victoria .. South Australia ..	2,500 2,000 300	25,000 48,000 7,710	17,000 33,900 5,000
Total .. .. .	.. .. .	4,800	80,710	55,000
Marine Stewards—Pantrymen— (Claim for 3 hour day and increase in overtime rates), 15/12/20 to 25/1/21	New South Wales Victoria .. Queensland .. South Australia ..	6,200 2,330 1,373 673	204,800 75,020 42,232 20,522	125,435 43,270 25,205 12,650
Total .. .. .	.. .. .	10,576	343,474	208,650
1921, 1922, and 1923.				
NIL.				
1924.				
Seamen— Demand to be "picked up" at Union Rooms instead of ship's side, 20/12/24 to 23/1/25	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	443 376 117 122 80 38	8,939 7,541 2,340 2,459 1,607 757	6,257 5,279 1,688 1,721 1,125 530
Total .. .. .	.. .. .	1,176	23,643	16,550
1925.				
Seamen— Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union, 12/6/25 to 7/8/25	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	1,303 1,102 342 359 235 111	25,326 21,373 6,633 6,989 4,557 2,142	17,728 14,961 4,643 4,878 3,190 1,500
Total .. .. .	.. .. .	3,452	67,000	46,900
1926.				
Coalmining— Demand by Engine-drivers and Firemen for restoration of "margin for skill" reduced by award of Coal Tribunal (Mr. Hibble), 10/8/26 to 19/8/26	New South Wales Victoria .. Tasmania ..	13,000 1,784 296	442,000 60,996 618	530,400 73,196 742
Total .. .. .	.. .. .	15,000	503,614	604,337

No. 1.—Interstate Industrial Disputes, 1917 to 1927—continued.

Disputes.	States Involved.	No. of Work-people Involved.	No. of Working Days Lost.	Estimated Loss in Wages.
1927. Shipping—Waterside Workers— Refusal to work overtime to force hearing of claims by Arbitration Court narrowed at finish to question of "pick-ups" 30/6/27 to 6/12/27	New South Wales Victoria Queensland South Australia Western Australia	4,970 4,739 3,572 3,299 1,834	31,030 29,582 22,297 20,593 11,448	£ 24,325 23,152 17,462 16,112 8,950
Total		18,423	116,000	90,000

No. 2.—Interstate Industrial Disputes, 1917 to 1927.

Dispute.	States Involved.	Cause.	Result.	Method of Settlement.
Glass Bottle Makers, 24/4/17 to 10/7/17	New South Wales Victoria South Australia	Protest against non-payment for defective bottles	An acceptance of payment of half their original demand was finally agreed to by employees	Conference between employers and employees with assistance of an arbitrator
Railway Workshop Employees, 2/8/17 to 30/11/17	New South Wales	Protest against introduction of the card system for job costing in workshops	Work resumed on antecedent conditions (Government terms). Card system to be given a trial for three months, after which to be subject of special inquiry	By negotiations with assistance of Secretary for Labour and Industry
Railway Employees other than Workshop Employees	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	Partly by voluntary return to work, and partly by filling of men's places
Industries other than Government Railways whose employees were affected	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Seamen, Waterside Workers, Tally Clerks	All States	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Other Industries affected	Victoria	(a) Closing down of various works through shortage of supplies, and (b) refusal of the various unions to handle goods which had been handled by non-unionists on the waterfront	Work resumed on varying conditions in relation to industries	(a) On resumption of supplies (b) By the replacement of non-union labour by unionists on waterfront
Seamen, Queensland. Seamen came out in February and the remainder in May. Strike terminated on 26th August, 1919	New South Wales Victoria Queensland South Australia Western Australia Tasmania	Demand for increase of 35s. per lunar month; increase of 1s. per hour on overtime rates; 6-hour day in port. Insurance of £500 against death and compensation for illness	Wages increased by 35s. per month. Leave of absence and overtime increased, and other concessions	By round table conference summoned by Commonwealth Government
Marine Engineers, 13/12/19 to 23/2/20	New South Wales Victoria Queensland	Demand for increased rates and altered conditions of work and rates of overtime	Increased rates granted. Other matters to be dealt with by Tribunal	By negotiations and intervention of a distinctive third party
Building Trade Employees, 10/4/20 to 14/5/20	New South Wales Victoria South Australia	Against Saturday work. For reduction from 48 to 44 hours	Parties summoned in order to record agitation for reduced hours	Men decided by ballot to return to work on employers' terms

No. 2.—Interstate Industrial Disputes, 1917 to 1927—continued.

Dispute.	States Involved.	Cause.	Result.	Method of Settlement.
Marine Stewards and Pastrymen, 15/12/20 to 25/1/21	New South Wales Victoria Queensland South Australia	Demand for 8 hours a day, and increased overtime	Work resumed on antecedent conditions	Stewards voluntarily offered to resume work
Seamen, Interstate Shipping Services, 20/12/24 to 23/1/25	All States ..	Demand to be "picked up" at Union Rooms instead of at ship's side	Court fixed "picking up" place at Mercantile Marine Office in each State	By award of Commonwealth Court of Conciliation and Arbitration
Seamen, Interstate and overseas services, 12/6/25 to 7/8/25	All States ..	Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union	Demand conceded together with other modifications of Award, conditionally on Union agreeing not to exercise job control	By conference of parties
Coalmining—Engine-drivers and Firemen, 10/5/26 to 19/6/26	New South Wales Victoria Tasmania	Demand for restoration of "margins" enjoyed over other designations engaged in the Coalmining Industry, which had been reduced by recent award of Coal Tribunal	Work resumed on old conditions pending resubmission of claims to Tribunal—which subsequently refused the claims	Referred to Coal Tribunal
Waterside Workers, 30/11/27 to 6/12/27	New South Wales Victoria .. Queensland .. South Australia .. Western Australia	Refusal to work overtime to force hearing of claims by Arbitration Court, narrowed at finish to question of "pick-ups"	Interim award granted by Court confirming practice re "pick-ups" obtaining at ports at date of filing of claims	Compulsory Concurrence by Commonwealth Court of Conciliation and Arbitration

§ 2. Fluctuations in Employment.

1. **General.**—In Chapter II. variations in rates of wage in Australia since 1891 are indicated by index-numbers, while in Chapter I. variations in retail prices and in wholesale prices are shown by a similar method.

Employment index-numbers form a useful complement to figures showing the course of wages, prices, and purchasing-power of money, since they indicate the relative loss of time through lack of employment, and furnish a useful measure of the fluctuations of industrial activity regarded as a whole. While export statistics, for example, represent only the margin of national production sent overseas, statistics of employment measure the relative activity or depression of the whole of the industries to which they refer.

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 400,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.) Very few unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. It may, therefore, be claimed that percentage results based on trade union information fairly show the general trend of unemployment.

Seasonal fluctuations in unemployment have been recorded by collecting returns quarterly since the 1st January, 1913, the yearly figures quoted representing the average of the four quarters.

2. **Unemployment.**—(i) *States, 1927.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs :—

Unemployment—States, 1927.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	103	190,195	13,356	7.0
Victoria	83	127,403	9,337	7.4
Queensland	43	45,491	2,877	5.0
South Australia	59	45,678	3,320	7.2
Western Australia	56	27,516	1,491	5.4
Tasmania	31	6,702	601	11.1
Australia	375	445,985	31,032	7.0

(ii) *Australia, 1891 to 1928 (1st Quarter).*—The following table gives particulars for Australia for the years 1891 to 1928 (1st Quarter) in respect of :—

- (a) The number of unions for which returns as to unemployment are available.
- (b) The number of members of such unions.
- (c) The number of members unemployed, and
- (d) The percentage of members unemployed on total number of members.

Unemployment.—Australia—1891 to 1928 (1st Quarter).

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year	25	6,445	599	9.3
1896 " " "	25	4,227	457	10.8
1901 " " "	39	8,710	574	6.6
1907 " " "	51	13,179	757	5.7
1908 " " "	68	18,685	1,117	6.0
1909 " " "	84	21,122	1,223	5.8
1910 " " "	109	32,995	1,857	5.6
1911 " " "	160	67,961	3,171	4.7
1912 " " "	464	224,023	12,441	5.6
1913 (average for year) ..	462	246,068	16,054	6.5
1914 " " "	459	268,938	22,344	8.3
1915 " " "	470	276,215	25,663	9.3
1916 " " "	473	290,075	16,783	5.8
1917 " " "	450	286,811	20,334	7.1
1918 " " "	478	299,793	17,536	5.8
1919 " " "	464	310,145	20,507	6.6
1920 " " "	447	341,967	22,105	6.5
1921 " " "	449	361,744	40,549	11.2
1922 " " "	445	380,998	35,238	9.3
1923 " " "	436	376,567	26,672	7.1
1924 " " "	413	397,613	35,507	8.9
1925 " " "	380	391,380	34,620	8.9
1926 " " "	374	415,397	29,326	7.1
1927 " " "	375	445,985	31,032	7.0
1927 1st Quarter	373	445,739	26,280	5.9
2nd " " "	387	455,133	29,217	6.4
3rd " " "	374	447,935	29,991	6.7
4th " " "	367	435,133	38,641	8.9
1928 1st " " "	378	427,992	45,633	10.7

3. **Employment Index-Numbers.**—For convenience of examination and comparison the percentage of members not returned as unemployed is given below, and the result for each year is also stated in the form of an index-number with the year 1911 as base (=1000).

Unemployment.—Australia, Percentages and Index-Numbers, 1891 to 1927.

Particulars.	1891.	1901.	1911.	1913.	1914.	1917.	1918.	1919.	1921.	1922.	1923.	1924.	1925.	1926.	1927.
Percentage not returned as Unemployed	90.7	93.4	85.3	93.5	91.7	92.9	94.2	93.4	88.8	90.7	92.9	91.1	91.2	92.9	93.0
Employment Index-No., 1911=1000	952	980	1,000	981	982	975	938	980	932	952	975	956	967	975	976

The employment rates for 1912 and previous years relate to the end of the year in each case, as yearly averages were not available—those for 1913 and subsequent years represent yearly averages.

Subject to this qualification the figures in the first line of the table indicate the percentage of full time worked on the average in each year, while the second line shows the relative state of employment in each year compared with that in the year 1911 taken as =1000.

4. **Unemployment by Industries.**—(i) *Australia, 1927.*—The following table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, &c., and domestic, hotels, &c., are insufficiently represented in the returns owing to the impossibility of securing the necessary information from the trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

Unemployment in Industrial Groups—Australia, 1927.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
I. Wood, Furniture, etc. ..	18	31,471	1,337	4.4
II. Engineering, Metal Works, etc...	59	76,248	4,331	5.7
III. Food, Drink, Tobacco, etc. ..	47	31,973	2,748	8.6
IV. Clothing, Hats, Boots, etc. ..	21	40,619	1,715	4.3
V. Books, Printing, etc. ..	12	18,539	335	1.8
VI. Other Manufacturing ..	64	39,662	4,567	11.3
VII. Building ..	41	49,708	3,730	7.4
VIII. Mining, Quarrying, etc. ..	21	33,179	4,034	12.1
X. Land Transport other than Railway and Tramway services ..	9	15,677	787	5.0
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	83	108,859	7,450	6.8
All Groups ..	375	445,985	31,032	7.0

(ii) *Australia, 1912 and Quarterly, 1926 and 1927.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed during each quarter of 1926 and 1927. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment.—Australia, Percentages by Industries, 1912, 1926, and 1927.

INDUSTRIAL GROUP.	1912. End of Year.	1926.				1927.			
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
I. Wood, Furniture, etc. ..	3.7	6.9	6.1	4.7	3.4	3.1	3.2	5.1	6.8
II. Engineering, Metal Works, etc. ..	7.4	6.5	4.7	4.7	3.9	4.7	4.3	5.0	8.7
III. Food, Drink, Tobacco, etc. ..	7.3	13.8	9.4	11.9	9.5	8.0	8.9	9.2	8.3
IV. Clothing, Hats, Boots, etc. ..	6.3	2.8	3.3	4.7	1.6	4.1	2.2	4.4	6.4
V. Books, Printing, etc. ..	2.8	2.4	2.1	1.9	1.4	1.6	1.6	1.7	2.2
VI. Other Manufacturing ..	6.9	10.4	15.4	15.1	9.4	6.6	8.8	15.3	14.6
VII. Building ..	5.5	5.2	5.7	6.1	4.8	5.9	6.7	6.9	10.0
VIII. Mining, Quarrying, etc. ..	5.6	10.7	4.8	6.7	6.7	10.5	11.0	8.6	18.6
X. Other Land Transport ..	1.1	4.7	4.2	4.4	3.7	3.3	4.9	5.8	6.1
IX., XI., XII., XIII., and XIV. Other and Miscellaneous ..	5.4	11.1	7.7	9.5	8.2	7.2	8.4	5.8	6.3
AUSTRALIA ..	5.6	8.2	6.7	7.0	5.7	5.9	6.4	6.7	8.9

5. *Unemployment—States.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1925 were published in Labour Bulletins Nos. 1 to 18, and in the Quarterly Summary of Statistics, Nos. 70 to 111. The following table shows for each State the percentage of members of trade unions returned as unemployed during each quarter of the years 1923 to 1927. It must be borne in mind, however, that the classes of industry in the several States are not quite identical:—

Unemployment.—States, Percentages Quarterly, 1923 to 1927.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
1st quarter, 1923 ..	10.2	4.4	8.0	2.7	6.9	4.2	7.2
2nd quarter, 1923 ..	8.8	5.7	7.3	4.9	6.2	4.9	7.1
3rd quarter, 1923 ..	9.3	6.4	6.6	4.6	5.3	3.9	7.4
4th quarter, 1923 ..	8.4	5.2	6.3	6.1	3.8	2.0	6.6
1st quarter, 1924 ..	10.6	6.1	10.0	3.8	4.8	2.1	7.0
2nd quarter, 1924 ..	11.9	6.4	5.5	4.4	4.8	5.2	8.3
3rd quarter, 1924 ..	13.5	7.8	5.3	5.4	6.1	4.2	9.5
4th quarter, 1924 ..	14.3	6.1	4.9	4.9	6.1	3.8	10.3
1st quarter, 1925 ..	13.2	7.7	5.1	3.6	5.8	6.5	9.3
2nd quarter, 1925 ..	12.7	9.3	6.5	4.8	6.1	11.3	10.2
3rd quarter, 1925 ..	7.8	9.9	5.4	6.1	6.9	9.3	7.9
4th quarter, 1925 ..	10.1	7.1	9.2	3.6	5.5	5.6	8.1
1st quarter, 1926 ..	8.4	7.3	12.8	5.0	6.9	13.6	8.2
2nd quarter, 1926 ..	7.5	7.1	4.3	4.4	6.7	14.2	6.7
3rd quarter, 1926 ..	7.4	7.3	8.2	6.6	9.2	15.0	7.6
4th quarter, 1926 ..	6.2	4.2	8.6	4.4	5.8	12.6	5.7
1st quarter, 1927 ..	7.0	4.9	6.5	3.7	5.3	6.2	5.9
2nd quarter, 1927 ..	6.8	6.8	3.6	5.6	4.4	6.8	6.4
3rd quarter, 1927 ..	5.3	8.1	5.5	8.9	7.1	11.2	6.7
4th quarter, 1927 ..	9.1	9.8	6.2	10.7	4.9	10.1	8.9

As is the case with the preceding table the figures do not include persons out of work through strikes or lockouts.

6. Causes of Unemployment.—The following tables give, for Australia, the membership of the unions reporting and the number and percentage of those unemployed under three main heads for the four quarters of, and for the years, 1923 to 1927 :—

Unemployment.—Australia, Causes, Quarterly and Yearly, 1923 to 1927.

Particulars.	No. of Members of Unions reporting.	Number of and Percentage Unemployed through—							
		Lack of Work.		Sickness and Accident.		Other Causes.		Total.	
		No.	%	No.	%	No.	%	No.	%
1923.									
1st quarter ..	377,209	24,095	6.4	2,465	0.7	552	0.1	27,112	7.2
2nd quarter ..	378,181	23,272	6.2	2,713	0.7	946	0.2	26,931	7.1
3rd quarter ..	380,256	24,647	6.5	2,947	0.8	528	0.1	28,122	7.4
4th quarter ..	362,129	20,194	5.6	2,531	0.7	947	0.3	23,673	6.6
Year ..	374,439	23,052	6.2	2,664	0.7	743	0.2	26,460	7.1
1924.									
1st quarter ..	370,840	23,322	6.3	2,828	0.7	1,298	0.3	27,248	7.3
2nd quarter ..	373,836	26,397	7.1	2,822	0.7	516	0.2	30,026	8.0
3rd quarter ..	370,517	24,550	6.7	2,973	0.8	822	0.2	28,445	7.7
4th quarter ..	371,481	27,651	7.5	2,776	0.7	719	0.2	31,145	8.4
Year ..	371,557	25,555	6.9	2,800	0.8	914	0.2	29,266	7.9
1925.									
1st quarter ..	373,666	26,027	7.2	2,762	0.7	653	0.2	30,342	8.1
2nd quarter ..	342,174	29,242	8.6	2,805	0.7	493	0.1	32,040	9.4
3rd quarter ..	367,607	25,231	6.9	2,637	0.7	593	0.2	28,511	7.8
4th quarter ..	413,248	26,418	6.4	2,770	0.7	1,100	0.2	30,288	7.2
Year ..	374,174	26,067	7.2	2,619	0.7	710	0.2	30,295	8.1
1926.									
1st quarter ..	415,032	30,855	7.4	2,536	0.6	770	0.1	34,161	8.2
2nd quarter ..	369,894	21,745	5.9	2,468	0.7	677	0.2	24,920	6.7
3rd quarter ..	434,521	28,432	6.6	2,795	0.6	594	0.2	32,871	7.6
4th quarter ..	441,560	22,243	5.0	2,655	0.6	453	0.1	25,351	5.7
Year ..	415,252	26,081	6.3	2,621	0.6	624	0.2	29,326	7.1
1927.									
1st quarter ..	445,730	22,614	5.0	2,546	0.6	1,120	0.3	26,280	5.9
2nd quarter ..	456,133	25,813	5.7	2,367	0.6	537	0.1	29,217	6.4
3rd quarter ..	447,935	26,511	5.9	2,904	0.7	876	0.1	29,991	6.7
4th quarter ..	435,133	35,047	8.0	2,853	0.7	741	0.2	38,641	8.9
Year ..	445,985	27,406	6.2	2,793	0.6	743	0.2	31,032	7.0

Comparison of the membership figures in the above table with those in sub-section 2, shows that the unions do not at all times give particulars as to causes of unemployment.

§ 3. State Free Employment Bureaux.

1. **General.**—As pointed out in Labour Report No. 6 (page 130), the systems of registration of applications for work and applications from employers are not uniform in the States, and this factor must, therefore, be taken into consideration in making comparisons of the figures relating to the operations of the Labour Bureaux.

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers, and the number of positions filled in Australia during the years 1923 to 1927. The figures for Western Australia included in this table and in subsequent tables for the year 1923 relate to the twelve months ended 30th June; in all other cases the returns are for calendar years:—

State Free Employment Bureaux.—Summary, Australia, 1923 to 1927.

Year.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Period.	Received during period.	Total.	On Live Register at Beginning of Period.	Received during Period.	Total.	
1923	8,848	116,752	125,600	b655	c56,627	57,282	57,438
1924	11,802	156,361	168,163	b658	d63,451	64,109	65,549
1925	13,216	169,669	182,885	e595	f59,008	59,603	75,177
1926	11,569	192,109	203,678	e1,543	f67,397	63,940	84,278
1927	a 6,825	218,543	225,368	e301	g70,367	70,668	76,235

a Exclusive of Qld.

b Exclusive of Vic., S.A., W.A., and Tas.

c Exclusive of Vic., S.A., and Tas.

d Exclusive of S.A. and Tas.

e N.S.W. only.

f Exclusive of S.A., W.A., and Tas.

g Exclusive of Tas.

Compared with 1926 the number of applications for employment received during 1927 increased by 14 per cent., while the decrease in the number of positions filled was 10 per cent. In regard to applications from employers, the number received during 1927 shows an increase of 4.4 per cent. Applications from employers in Victoria were included for the first time in 1924.

3. **Details for each State.**—The following table shows the number of applications for employment and from employers, and the number of positions filled in each State during the year 1927:—

State Free Employment Bureaux.—Summary, States, 1927.

State.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.	Received during Year.	Total.	On Live Register at Beginning of Year.	Received during Year.	Total.	
New South Wales ..	1,590	56,504	58,094	301	33,097	33,398	34,937
Victoria ..	1,949	45,145	47,094	..	5,704	5,704	5,470
Queensland ..	..	75,249	75,249	..	14,676	14,676	14,623
South Australia ..	650	25,443	26,093	..	1,979	1,979	3,773
Western Australia..	2,211	13,443	15,654	..	9,911	9,911	9,573
Tasmania ..	425	2,759	3,184	..	..	..	2,809
Total ..	6,825	218,543	225,368	6301	670,367	70,668	76,235

(a) Exclusive of Qld. (b) Exclusive of Vic., Qld., S.A., W.A., and Tas. (c) Exclusive of Tas.

The percentages of applicants who obtained employment through the Bureaux in the various States were :—New South Wales, 60 ; Victoria, 12 ; Queensland, 19 ; South Australia, 34 ; Western Australia, 61 ; Tasmania, 88 ; and all States combined, 34 per cent.

4. Details in Industrial Groups.—The next table gives details for the year 1927 in industrial groups :—

State Free Employment Bureaux.—Summary, Industrial Groups, Australia, 1927.

Industrial Group.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.	On Live Register at Beginning of Year.(b)	Received during Year.(c)	Total.	
I. Wood, Furniture, Saw-mill, Timber Workers, etc. ..	67	1,718	1,785	..	269	269	293
II. Engineering, Metal Works, etc. ..	123	6,859	6,987	1	1,061	1,062	1,580
III. Food, Drink, Tobacco, etc. ..	14	6,024	6,038	..	1,389	1,389	1,397
IV. Clothing, Hats, Boots, etc.	2	2,994	2,996	..	860	860	848
V. Books, Printing, etc. ..	4	488	492	..	77	77	81
VII. Other Manufacturing ..	96	1,875	1,971	2	233	240	162
VII. Building ..	224	13,489	13,713	52	2,857	2,909	3,474
VIII. Mining, Quarrying, etc.	77	2,150	2,227	..	156	156	213
IX. Rail and Tram Services	873	29,686	30,559	..	2,626	2,626	7,913
X. Other Land Transport	124	2,133	2,257	6	425	431	429
XI. Shipping, Wharf Labour, etc. ..	29	218	247	..	117	117	117
XII. Pastoral, Agricultural, Rural, etc. ..	67	16,344	16,411	18	10,723	10,741	10,260
XIII. Domestic, Hotels, etc.	347	11,549	11,896	218	13,647	13,865	11,088
XIV. General Labour and Miscellaneous ..	4,773	123,016	127,789	4	35,922	35,926	33,380
Total ..	6,825	218,543	225,368	301	70,367	70,668	76,235

(a) Exclusive of Qld. (b) Exclusive of Vic., Qld., S.A., W.A., and Tas. (c) Exclusive of Tas.

As pointed out previously, the work of the Bureaux in the various States is not on uniform lines. For example, in States in which Government Departments obtain workers from the Labour Bureaux, the numbers of workers are larger in comparison than in the same groups in other States. It should be noted also that special provisions for female workers are not made in all States.

The majority of the workers sent to employment by State Employment Bureaux during 1927 were unskilled men, the number of general labourers and miscellaneous workers (Group XIV.) being 38,380, or 50 per cent., of the total number provided with work. Domestic workers (Group XIII.), pastoral and agricultural labourers (Group XII.) and railway and tramway construction and repair workers were sent to employment in comparatively large numbers during the year. The number of skilled workers for whom positions were found was not large. As a general rule skilled workers do not register at the Bureaux until they have exhausted the usual avenues for obtaining employment in their regular trade.

5. **Details by Sexes.**—The following table gives particulars, for male and female workers separately, of the number of applications for employment, and from employers, and the number of positions filled in Australia during the year 1927.

State Free Employment Bureaux.—Details by Sexes, Australia, 1927.

Particulars.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.	On Live Register at Beginning of Year.(b)	Received during Year.(c)	Total.	
Males	6,486	204,407	210,893	71	55,122	55,193	63,677
Females	339	14,136	14,475	230	15,245	15,475	12,568
Total	6,825	218,543	225,368	301	70,367	70,668	76,235

(a) Exclusive of W.A.

(b) Exclusive of Vic., Qld., S.A., W.A., and Tas.

(c) Exclusive of Tas.

§ 4. Assisted Immigration.

1 **General.**—The following table shows the number of immigrants the cost of whose passage was wholly or partly defrayed by the State Governments up to the end of the year 1921, and the number arriving in each year since that date.

Assisted Immigration.—Summary, Australia, to 31st December, 1927.

Particulars.	To end of 1921.	1922.	1923.	1924.	1925.	1926.	1927.	Total.
No. of Immigrants	863,639	24,268	26,645	25,036	24,827	31,260	30,123	1,025,682

For the three pre-war years 1911 to 1913 inclusive, the average number of assisted immigrants was 41,317. In 1914, as the result of the outbreak of war, the number dropped to 20,805. In each of the years 1915 to 1919 inclusive, the number was small, and in 1919 was only 245. Increases occurred in the years 1920 to 1923, and slight decreases in 1924 and 1925. The number for 1926 shows a considerable increase, and is the highest for any year since the outbreak of war, although it represents only 76 per cent. of the average for the three pre-war years. The figures for 1927 show a decline compared with those for 1926, but were higher than the figures for the years 1922 to 1925.

2. **Immigrants to each State.**—The next table shows the numbers of assisted immigrants arriving in each State during the year 1927 :—

Assisted Immigration.—States, 1927.

Particulars.		N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Fed. Cap. Ter.	Total.
Selected	Male	950	2,198	530	54	1,600	..	..	5,330
	Female	592	506	216	159	582	..	24	2,079
Nominated	Male	3,908	2,989	1,446	1,093	1,384	93	..	10,913
	Female	4,810	3,156	1,312	1,114	1,313	96	..	11,801
Total ..		10,260	8,847	3,504	2,420	4,879	189	24	30,123

3. **Immigrants in Industrial Groups.**—The following table gives the number of assisted immigrants of each sex classified in industrial groups, dependents being specified separately :—

Assisted Immigration.—Sexes and Industrial Groups, Australia, 1927.

INDUSTRIAL GROUP.	SELECTED.			NOMINATED.		
	Males.	Females.	Total.	Males.	Females.	Total.
I. Wood, Furniture, etc.	218	1	219
II. Engineering, Metals, etc.	1,320	2	1,322
III. Food, Drink, Tobacco, etc.	118	15	133
IV. Clothing, Hats, Boots, etc.	246	456	702
V. Books, Printing, etc.	59	31	90
VI. Other Manufacturing	107	26	133
VII. Building	351	1	352
VIII. Mining	709	..	709
IX. Rail and Tramway Services	155	..	155
X. Other Land Transport	236	..	236
XI. Shipping, Wharf Labour, etc.	63	..	63
XII. Pastoral, Agricultural, etc. ..	5,184	..	5,184	820	8	828
XIII. Domestic, Hotels, etc.	1,829	1,829	49	1,734	1,783
XIV. General Labour and Miscellaneous	1,983	675	2,658
Dependents	140	250	390	4,402	8,852	13,214
Total	5,330	2,079	7,409	10,913	11,801	22,714

Of the total number of immigrants, 13,710, or 45.5 per cent., were dependents, of whom 66.4 per cent. were females. The total number of selected immigrants was 7,409, as compared with 22,714 who were nominated by relatives or friends. Of the total immigrants (30,123), 16,243 were males and 13,880 were females. With the exception of comparatively few dependents, the selected male immigrants were classified as agricultural and pastoral workers, while the selected females were classified as domestic workers. Workers in all classes of industry were represented amongst the nominated immigrants who arrived during the year. Skilled tradesmen classified in the engineering and metal-working group numbered 1,326, and 709 immigrants were recorded as workers in the mining industry. Of the females, 1,734 were classified as domestic workers, while 456 were skilled workers in the weaving, clothing and allied trades.

§ 5. Industrial Accidents.

1. **Scope of Inquiry.**—A list of the districts from which returns of industrial accidents are received is given on page 135 of Labour Report No. 6. Limitations of space preclude its repetition in the present number. The tables in the following sub-paras. do not include non-fatal mining accidents in New South Wales, particulars of which are not available.

2. **Number of Accidents reported.**—The following table shows the number of accidents reported in each State during the years 1923 to 1927 :—

Industrial Accidents.—Numbers, 1923 to 1927.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.	
No. of Fatal Accidents	1923 ..	49	22	14	5	12	6	108
	1924 ..	49	13	12	8	13	1	96
	1925 ..	68	12	13	6	10	6	114
	1926 ..	68	23	11	18	16	7	148
	1927 ..	66	26	5	11	34	8	149
No. of Accidents Incapacitating for over 14 days	1923 ..	900	606	476	234	319	117	2,652
	1924 ..	1,061	473	545	299	259	104	2,741
	1925 ..	992	453	428	266	415	78	2,632
	1926 ..	845	523	202	331	694	67	2,752
	1927 ..	(a) 2,771	753	325	359	663	89	4,966

(a) *Vide* remarks below.

During the year 1927 an increase in the number of accidents which proved fatal was reported. Decreases were recorded in New South Wales, Queensland, South Australia and Tasmania, but in each of the other States increases occurred. The number of non-fatal accidents increased in New South Wales, Victoria, Queensland, South Australia and Tasmania, but decreased in Western Australia, the total for Australia being 4,966 in 1927, compared with 2,752 in 1926, an increase of 55 per cent.

The large increase in the number of accidents recorded in New South Wales was due to an amendment of the Act which provided that all accidents which prevented workers from returning to work within seven days must be reported. The figures for this State are, therefore, not exactly comparable with those for other States.

3. **Accidents in Industrial Groups.**—The next table gives the number of accidents in industrial groups for Australia during 1927.

Industrial Accidents.—Number Reported in Industrial Groups, Australia, 1927.

Industrial Group.	Fatal.	Incapacitating for over 14 days.
I. Wood, Furniture, etc.	8	338
II. Engineering, etc.	12	988
III. Food, Drink, etc.	4	349
IV. Clothing, Hats, etc.	2	161
V. Books, Printing, etc.	1	166
VI. Other Manufacturing	20	924
VII. Building and Scaffolding	12	41
VIII. Mining	86	(a)1,769
IX. Lifts	4	19
X. Miscellaneous .. .. .	..	211
Total	149	4,966

(a) Includes 697 accidents in ore-dressing, smelting, and metallurgical works in New South Wales.

As usual, the largest number of accidents both fatal and non-fatal occurred in the mining industry, the percentages being 58 for fatal and 36 for non-fatal on the respective totals recorded for all industrial accidents.

4. **Mining Accidents.**—(i) *Sources of Information.*—Information regarding mining accidents is obtained from the sources specified in previous reports (see No. 11, page 175).

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments in each State during the year 1927.

Mining Accidents.—Classification according to Causes, 1927.(a)

A.—Fatal Accidents.

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	4	..	..	..	4	1	9
" " Falls of Ground ..	1	1	..	..	11	..	13
" " Falling down shafts, etc. ..	..	..	..	..	8	..	8
Other Accidents	2	1	..	..	1	..	4
2. Above Ground—							
Accidents caused by machinery in motion ..	..	..	..	..	2	..	2
Other Accidents	3	6	..	5	2	4	19
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
..
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.) ..	..	..	..	..	2	..	2
Accidents caused by Falls of Earth ..	9	3	2	..	..	..	14
Other Accidents	12	..	1	..	..	..	13
2. Above Ground—							
Accidents caused by Machinery in Motion .. .. .	..	..	..	..	..	..	..
Other Accidents	2	..	..	..	..	..	2
Total	33	10	3	5	30	5	86

(a) The figures relating to mining accidents do not in all cases correspond with those published by the States Mines Departments, the discrepancies being partly due to the fact that accidents occurring in certain metallurgical works and quarries are not included in the figures issued by the Mines Departments, and partly to the lack of uniformity regarding the definition of a non-fatal accident.

B.—Non-fatal Accidents Incapacitating for over 14 days.

Cause of Accident.	(a)						(b)
	N.S.W.	Vic.	Q'land.	S.A.	W A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives	1	..	..	8	3	12
" " Falls of Ground	1	..	20	4	25
" " Falling Down Shafts, etc.	1	..	..	17	..	18
Other Accidents	3	10	4	282	10	309
2. Above Ground—							
Accidents caused by Machinery in Motion	1	..	16	3	20
Other Accidents	9	17	32	96	21	175
3. Accidents in Batteries, Ore-dressing, Smelt- ing and other Metallurgical Works, etc.							
..	21	139	29	21	210
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	1	..	..	..	1
Accidents caused by Explosives (Dyna- mite, etc.)	1	..	4	..	5
Accidents caused by Falls of Earth	2	34	..	13	..	49
Other Accidents	3	76	..	133	1	213
2. Above Ground—							
Accidents caused by Machinery in Motion	2	2	..	..	1	5
Other Accidents	5	..	24	1	30
Total	21	109	175	642	65	1,072

(a) Not available.

(b) Exclusive of New South Wales.

The number of accidents occurring below ground in Australia, excluding non-fatal mining accidents in New South Wales, was considerably larger in 1927 than those occurring above ground, the respective figures for the year being 63 fatal and (b) 632 non-fatal accidents below ground, and 23 fatal and (b) 440 non-fatal accidents above ground.

(iii) *Proportion per 1,000 Persons Employed in Mining.*—The table hereunder shows the number of persons who met with accidents per 1,000 persons employed in 1926. Comparative figures for 1927 are not yet available.

Number of Fatal and Non-fatal Accidents per 1,000 Persons Engaged in Mining, 1926.

STATE.	FATAL ACCIDENTS.		NON-FATAL ACCIDENTS.		ALL ACCIDENTS.	
	Metal Mining.	Coal Mining.	Metal Mining.	Coal Mining.	Metal Mining.	Coal Mining.
New South Wales	2.00	1.01	(a)	(a)	1.30	(a)
Victoria	2.41	0.63	6.73	2.04	1.39	3.99
Queensland	0.95	0.66	26.14	31.79	0.78	20.47
South Australia	7.27	..	186.92	..	7.27	186.92
Western Australia	2.95	..	107.35	234.60	2.57	123.41
Tasmania	1.38	..	12.48	20.11	1.26	13.16
Australia	2.26	0.91	(b) 84.27	(b) 8.50	1.48	(b) 19.44

(a) Not available.

(b) Exclusive of New South Wales.