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Report II

Statistics of strikes, lockouts and other forms of industrial action
Second item on the agenda
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DRAFT RESOLUTION CONCERNING STATISTICS OF STRIKES, LOCK-OUTS AND OTHER FORMS OF INDUSTRIAL ACTION .................. 41

APPENDIX 1: Resolution concerning statistics of industrial disputes, adopted by the Third International Conference of Labour Statisticians (October 1926) .................. 51

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INTRODUCTION

1. Statistics of industrial disputes were first discussed by an International Conference of Labour Statisticians (ICLS) – the Third – in 1926. Although at that time many member States were already compiling statistics of strikes (some with series going back over 50 years), it was recognised that some improvement and standardisation of the methods of compilation was important; first, so that the phenomenon could be measured as accurately as possible, and second, so as to permit valid international comparisons. It was in this perspective that the first international guidelines were adopted by the Third ICLS in its resolution concerning statistics of industrial disputes (see Appendix 1).

2. By the 1980s, it was felt that the time had come to re-examine these recommendations, as the six decades that had passed since the Third ICLS had witnessed many changes in industrial relations, labour markets and statistical methods. The 14th ICLS therefore considered the question in 1987, with a view to updating the 1926 resolution. Although it reached agreement on a number of issues, it was unable to arrive at a fully satisfactory consensus on all aspects. For this reason, it adopted an interim resolution concerning statistics of strikes and lock-outs (see Appendix 2), proposed that the next ICLS should return to the subject and recommended that the ILO Bureau of Statistics should continue its work on the topic. As a result, the Governing Body of the ILO convened a tripartite Meeting of Experts on Statistics of Strikes and Lock-outs, which was held in Geneva from 23 to 27 April 1990. It was attended by 21 invited experts as well as observers from several countries and international organisations. The framework for the Meeting’s discussions was a document [ILO; 36] dealing with a number of methodological issues, prepared on the basis of replies from 79 countries to a questionnaire addressed to all governments. Two background documents were also prepared, one on national practice [ILO; 37] and the other presenting countries' views on the relevant international standards [ILO; 38]. The Meeting's conclusions [ILO; 39] have been taken into consideration in the preparation of this report and of the draft resolution presented at the end.

3. The subject of industrial disputes can evoke strong emotional reactions. The right to strike, the legality of work stoppages, methods of resolving disputes, freedom of association and other related issues have been debated for many years in both national and international forums, and some are covered by international labour Conventions. However, these important issues fall outside the realm of the labour statistician and are therefore not dealt with in this report. The industrial action which is the subject of the statistics is that in which workers participate. Demonstrations or other action taken by groups of students or consumers are not covered.

4. The purpose of this report is to identify to the extent possible which of the many characteristics of strikes, lock-outs and other forms of industrial action that can be measured or distinguished would be the most helpful to the various data users, and how these could be measured. It is recalled that the aim of the international standards is to provide guidance for countries to follow when establishing or revising their statistics. A second objective is to promote the standardisation of the statistics at the international level, so as to permit meaningful comparisons between countries. The draft guidelines at the end of the report have been developed bearing in mind existing and possible future needs. For this reason, other forms of action, such as go-slow, working to rule, overtime bans, boycotts and withdrawal of cooperation, are considered along with strikes and lock-outs.

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5. The report is divided into 16 chapters, each dealing with a specific area. The conclusions at the end of each chapter include the relevant proposals, if any, for the draft resolution. A number of issues are also raised on which proposals have not been made, but which could perhaps be dealt with in a technical manual providing practical advice on the application of the guidelines.
6. The Labour Statistics Convention, 1985 (No. 160) (see Appendix 3), provides for the regular collection, compilation and publication of statistics on a set of basic labour topics (including industrial disputes), to be expanded progressively in accordance with each country's resources. Its aim is to ensure as far as possible that appropriate data are available for users, in particular governments, workers and employers. It also includes provision for the representative organisations of workers and employers to be consulted, with a view to taking account of their needs and ensuring their cooperation.

7. The specific objectives of compiling statistics of strikes, lock-outs and other forms of industrial action are seldom stated explicitly in the national publications. Where they are given, they usually concern industrial relations and aim, in particular, to monitor the industrial relations climate with a view to developing policies and promoting industrial or social peace. Sometimes, the requirement to collect statistics of industrial disputes is laid down in laws or regulations, particularly those concerning labour inspection.

8. By contrast, it is relatively simple to draw up an inventory of the major users of the statistics, who can be divided roughly into five groups:

(a) **Government and public administration**: Various branches, including those responsible for conciliation and arbitration and employment and industry, as well as statistical offices, use the data in a number of ways. Most commonly, these data serve to highlight the areas (activities, regions, groups of workers, etc.) where industrial relations problems and the issues leading to conflict arise, and to monitor the workings of the industrial relations machinery, with a view to establishing appropriate policies or reviewing existing ones, or to taking specific action to remedy certain difficulties. In one country the employment services are kept informed so as to avoid placing workers in establishments involved in industrial action.

(b) **Business and labour**: This group includes individual employers and their organisations, workers' organisations, professional associations, investors, business analysts and financial services. The data are used, among other things, to determine losses due to industrial action (including production losses), to show the strength of trade union support or workers' dissatisfaction, and as indicators for determining socio-political consensus and stability. This last use is an important element in investment planning as it is considered to reveal the levels of employer/employee consensus or industrial unrest [World Economic Forum; 76].

(c) **Academic and other research institutes**: A vast amount of literature is produced by these users, who include students and professors, research institutes and universities, as well as labour market analysts. Their articles and books examine various aspects of industrial action, such as trends in its frequency, the duration and dimension of strikes, and sectoral analyses of industrial action. In many of these publications the aim is to explain industrial action as far as possible in relation to the conditions under which it takes place, including the degree of unionisation, the number of collective agreements coming to an end during a particular period, the legality of taking strike action, and workers' financial ability to go on strike.
(d) **Media and the general public:** The media, in the form of newspapers, radio, television and specialised journals, are a large group of data consumers. Because of the nature of their output, the media usually require very specific, detailed and up-to-date information to highlight or illustrate particular aspects of the working environment. A growing number of agencies now provide informational consulting for enterprises or prepare market analyses for economic sectors, for which data on industrial action are an important input.

(e) **International users:** International organisations (including the ILO, the United Nations, the Organisation for Economic Cooperation and Development and the Statistical Office of the European Communities) and others making international comparisons comprise the final group. Such comparisons are given high priority in many countries and are officially made in a number of national publications (for example the annual article appearing in the United Kingdom Employment Gazette [Bird; 4]).

9. The occurrence of a strike, lock-out or other form of industrial action means a departure from normal working, which may have a considerable social and economic impact. It is the result of different circumstances, events, situations, etc., and because of this its statistical measurement is highly complex. While it is at least theoretically possible to identify and quantify certain aspects, others may not be captured, and this has important implications for interpretation and use. For instance, a specific explanation may be given officially as the cause of a strike, but this may in fact hide a very complex set of circumstances, many lying outside the control of the protagonists. The impact of the strike may be far-reaching, not just in economic terms, but in its effect on attitudes, relationships, confidence and so on. Therefore, it is important for the data to be used not in isolation, but in conjunction with as much relevant information as possible.

10. The views expressed at the 14th ICLS underlined the importance attached principally to the social and economic aspects of industrial action. Many of the issues raised in relation to the objectives and uses of the statistics also concerned their coverage. Generally, it was felt that the wider the context in which the statistics would be viewed, the broader their scope and coverage would have to be. The Meeting of Experts also drew attention to their many possible uses, preferring not to define a single set of objectives in the new guidelines. It was considered better to define what could be measured and to leave it to the users to assess the value of the data for meeting their own objectives.

**Conclusion**

11. Data on strikes, lock-outs and other forms of industrial action are used for many different purposes, including policy-making and monitoring, decision-making, comparisons and analyses at both the aggregate and disaggregate levels, by a wide variety of users. It is extremely difficult to list all the objectives and uses of such statistics. Furthermore, specification of particular objectives for the statistics could be subjective, and could lead to restricted coverage and use. In order to avoid this, and to provide for the data needs of as many different purposes as possible, it is proposed not to include specific objectives in the resolution.
12. On the other hand, the national statistics on the subject should be developed in the light of the country's circumstances and needs, and should be used along with other information appropriate to the particular purpose. This is reflected in paragraph 1 of the draft resolution. In addition, although the specific objectives are not set out, the major users of the statistics, such as workers' and employers' organisations, government departments, should be consulted so as to make sure that their data needs are taken into account as far as possible, and to obtain their cooperation. This is the subject of paragraph 2.
CHAPTER II

COVERAGE OF FORMS OF INDUSTRIAL ACTION

13. In the current national statistics, the coverage of the various forms of industrial action ranges from the most restricted to the widest, i.e. from those limited to constitutional, legal or official strikes or lock-outs for which certain conditions have to be met under the law, to those covering all forms of action, whether or not the statutory procedures have been followed, whether or not there is a stoppage of work, and whether the workers involved are employees or self-employed workers. The coverage is often linked to the relevant industrial relations legislation.

14. Strikes are the most traditional form of industrial action, as is reflected by the original (and continuing) coverage of the statistics compiled by many countries. Over the years, however, many different forms of action have evolved, which fall short of strikes and lock-outs as there is generally no work stoppage. None the less, they usually affect the output or work of the workers involved, as well as of others. The existing forms of action and their incidence vary considerably between countries; an inventory would include go-slows, working to rule, overtime bans, sit-ins, blockades, load-out bans, boycotts and mass leave.

15. Some of these other forms of industrial action have become more prevalent in the past few decades. They often occur when workers hesitate to strike because of the consequences for their jobs or incomes or if strikes are considered as a weapon of last resort, to be avoided except under the most extreme circumstances. They may also be more common in countries where strikes or lock-outs are not the normal means of showing discontent. These other forms of industrial action provide workers with the opportunity to show their feelings without actually stopping work; little information is available regarding forms of action taken by employers other than lock-outs. Another indication of unrest, but which does not necessarily affect production or work, consists of strike notice; often a threatened strike does not materialise, but the threat is used as a bargaining tool.

16. While the simplest approach may be for the statistics to cover only legal strikes or lock-outs in which the relevant regulations have been respected by all concerned, the resulting data are not necessarily representative of industrial action as they reflect only the part that is legally permitted. Forms of industrial action other than strikes and lock-outs may not be the subject of any regulations and therefore fall outside the coverage. Illegal or unofficial action often takes place, and may be more prevalent than the legal forms.

17. Strikes, lock-outs or other forms of industrial action do not exist without the presence of some type of conflict, but the conflict is not necessarily between workers and their employers. For example, disagreement may arise over government policies or decisions over which the employer has no influence. A group of self-employed workers may decide to take action to protest about conditions affecting their work. Workers may also take action to express sympathy for or solidarity with another group of workers, even though they themselves are not directly concerned by the labour dispute. Generalised or widespread action may occur, in which the target of the protest may be the authorities or employers, or a combination of circumstances. In this connection, the Committee on Freedom of Association of the Governing Body of the ILO has noted that:

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The occupational and economic interests which workers defend through the exercise of the right to strike do not only concern better working conditions or collective claims of an occupational nature, but also the seeking of solutions to economic and social policy questions and problems facing the undertaking which are of direct concern to the workers [ILO; 43].

In addition, the Committee has stated that workers' organisations should be allowed to express in a broader context - outside industrial disputes that can be resolved through the signing of a collective agreement - their dissatisfaction regarding economic and social matters that affect their members' interests, though such action must consist merely in the expression of a protest and must not be intended as a breach of the peace.

18. Most countries take account in their statistics not only of work stoppages resulting from disputes between workers and employers, but also of strikes and lock-outs which are not necessarily related to a dispute between workers and their employers - for example, protest, sympathetic and general strikes. This appears to support the broad definition adopted by the 14th ICLS.

19. Of the countries which cover both strikes and lock-outs in their statistics, not all find it possible or useful to distinguish between them. Separate information on each type would be desirable, but the boundary is often blurred, particularly when a strike later becomes a lock-out, or when a lock-out pre-empts a strike. The Meeting of Experts noted that making a distinction could imply responsibility for the action, which was not always clear.

20. Both the 14th ICLS and the Meeting of Experts considered in general that it would be sufficient for the statistics to cover strikes and lock-outs, but without restriction as to their legality or type. Support was also voiced for extending the coverage, depending on national circumstances and practice, to take into account other forms of industrial action. If the statistics were limited to strikes and lock-outs, this could place too much emphasis on these types of action, giving a misleading picture of industrial relations.

21. The dimensions of strikes, lock-outs and other industrial action vary considerably; they may last half an hour or several months; they may involve a handful of workers or a whole sector of industry; they may have little impact on the economy or they may paralyse a whole region. For practical reasons, most countries impose a lower limit on the scale of strikes and lock-outs covered in their statistics, usually expressed in terms of the number of workers involved, the amount of time not worked or, most commonly, the duration of the action. Sometimes alternatives are used, such as a minimum of ten workers involved or at least 100 days not worked. The threshold is often a combination of duration and the number of workers involved. In many countries, a very short minimum duration of one or two hours has been fixed, principally to ensure that the industrial action is correctly identified as such.

22. Practical considerations such as resource requirements and the burden on respondents are very important when it comes to determining coverage and methods of measurement. Nevertheless, it should be borne in mind that industrial action has evolved considerably in the last decades, not just because new forms of action have become more prevalent, but because the nature of strikes in particular has also changed. For example, one country noted that over the past 40 years large-scale general or industry-wide strikes,
mainly in manufacturing, have given way to short but frequent stoppages, particularly in the services, each lasting only a few hours. The resulting time not worked has dropped by a factor of about 10,000.

23. Placing a lower limit on the scale of industrial action covered in the statistics can lead to an incomplete picture. In one country, for example, the statistics cover only strikes and lock-outs involving 1,000 or more workers. In 1991 these represented less than 6 per cent of all strikes and lock-outs; the majority of strikes and lock-outs involved fewer than 200 workers each. [Bureau of National Affairs; 6].

24. The dimensions of industrial action are dictated to a certain degree by the dimensions of the country. Strikes involving 500 or more workers may be common in one country but rare in another, much smaller one. The largest strikes in the latter may not even reach the lower limit applied in the former. The wide variations in lower limits constitute a source of difficulty for international and cross-industry comparisons. How a single strike, lock-out or other form of action is identified and measured also determines its dimensions, as discussed in Chapter VI.

Conclusion

25. In the previous chapter, it was proposed that the programme of statistics should provide for the data needs of as many users as possible, which implies the widest possible coverage. As a result, it is proposed in paragraph 5 that all types of strikes and lock-outs should be covered by the statistics. Strikes and lock-outs are, in theory, the forms of action that can most easily be identified and measured, and in respect of which comparisons can be made between countries, industries, regions, etc. They would thus comprise the core industrial action in the programme of statistics. Where national authorities need information relating to legal or official strikes, this could be compiled as a subset of the data on all strikes and lock-outs (see Chapter XI).

26. In recognition of the growing importance of other forms of industrial action, and in view of the need to allow for the widest coverage possible, it is proposed that these should also be covered, but only where relevant to national circumstances and requirements. This is indicated in paragraph 5 and where appropriate elsewhere in the draft resolution. Some forms of action are undoubtedly easier to identify and measure than others, and this should be taken into account in deciding on their coverage. It might be preferable for a country to concentrate on what is more easily countable and defined than on attempting to cover the complete set of types of action. The different types of action occurring vary considerably between countries, with the same term often denoting several distinct types of action. In addition, new forms of action may appear as time passes. For this reason it is not proposed to include a list of the forms of industrial action in the guidelines. Countries should provide clear indications in their publications of what forms of action, if any, are covered.

27. Notice of strikes, lock-outs or other forms of industrial action does not necessarily constitute a form of industrial action, but can indicate areas of unresolved conflict. Even if notice is withdrawn, the fact that it was given may be a useful piece of information. Although coverage of such notice is not proposed in the draft resolution, countries may wish to consider its inclusion in the national programme of statistics, in the light of their national practice and needs.
28. In order to accommodate the variations in national circumstances, practice and needs, and to facilitate international comparisons, it is proposed in paragraph 10 that the relevant information should be compiled and published separately, where possible, for strikes, for lock-outs and, where appropriate, for each of the other forms of industrial action covered.

29. It is clear that each country will determine the coverage of its statistics according to its own needs, and may therefore exclude certain parts of the proposed coverage. However, if it wishes to make meaningful comparisons with other countries, as the vast majority do, two approaches are suggested. In one, data are collected or estimated, at least periodically, on the elements not normally covered in the regular statistical programme so that comparisons of the full coverage are possible. In the other, the national data are collected in such a way that they can be classified according to a set of variables that are applied by all countries, so that a subset of the full coverage can be compared. These approaches are proposed in paragraph 3.

30. In view of the wide differences between countries as regards size and national practice, the choice of any threshold on the scale of strikes, lock-outs or other forms of industrial action could only be arbitrary. Therefore, to the extent possible, no limitation is recommended, as proposed in paragraph 6. Where countries none the less feel it necessary to apply a lower limit, for purposes of comparison, standard-size classes could be used to present the data, as discussed in Chapter XII.
CHAPTER III

INDUSTRIAL AND GEOGRAPHICAL COVERAGE

31. Article 15 of the Labour Statistics Convention, 1985 (No. 160), provides that statistics of industrial disputes should cover, where possible, all branches of economic activity; this was endorsed by the 14th ICLS.

32. Many countries exclude specific economic activities from their statistics, in particular the defence forces, the police and other security services, because of their role in national security. Government, public administration and other public services such as medical and health services, public transport and the production and distribution of electricity, gas and water are also often excluded. Employees in some of these activities are often prohibited from joining trade unions or going on strike. Despite this, strikes in the public administration and services do occur and have grown in importance in recent years.

33. Industrial relations are often regulated by the Ministry of Labour, which is responsible for compiling the relevant data through its administrative procedures. If industrial relations in certain areas, such as public administration, defence or health services, are regulated by another ministry, the Ministry of Labour is not able to collect information relating to them through its own administrative procedures, and therefore they are excluded from the coverage of the statistics.

34. Some countries do not cover agriculture and other primary sector activities in their statistics, whether because the data are considered to be too difficult to compile, or because such action rarely occurs as the workers involved are not organised, or because the workers involved are mainly self-employed.

35. Article 15 of the Labour Statistics Convention, 1985 (No. 160), also provides that the data should be compiled in such a way as to be representative of the country as a whole. The 14th ICLS also recommended nationwide coverage. Where the national statistics exclude certain regions, this is mainly for practical considerations.

Conclusion

36. The exclusion of certain industries, regions or types of industrial action such as illegal action, could result in a distorted picture of industrial relations. In accordance with the provisions of Convention No. 160, it is therefore proposed in paragraph 4 that the programme of statistics on industrial action should in principle cover the whole country and all branches of economic activity.
CHAPTER IV

TERMS AND DEFINITIONS

37. In many countries, the concepts used for the statistics of strikes, lock-outs and other forms of industrial action are not defined; it is therefore left to the producers and users of the statistics to apply or determine their own interpretations, which may not coincide; in fact, what seems to be an "understanding" of the terms is often a misunderstanding. Where national definitions do exist, they generally reflect the relevant legislation, for example, the requirement that a dispute should exist between workers and their employers (thereby excluding protest or sympathetic action), or that a strike may not occur during the term of a collective agreement.

38. Most countries have separate terms for strikes and lock-outs, and distinguish between these forms of action in their statistics. A few countries use a global term such as work stoppages, as they do not differentiate according to the presumed initiator of the action. Countries that compile statistics on other forms of industrial action use a general term, which is not always defined, and do not identify the different forms of action.

39. It may be less contentious to use a generic expression, such as "concerted work stoppages" than individual terms to denote separately strikes and lock-outs, as this avoids allocating the responsibility for initiating the stoppages. On the other hand, separate terms and definitions are needed in order to assist countries needing to compile data separately for the different types of work stoppages, and particularly for making international comparisons. Lock-outs, for example, are rare or unknown in some countries, so only a term for strikes would be appropriate.

40. Most countries found the definitions appearing in the interim resolution both acceptable and applicable [ILO; 36], and the Meeting of Experts supported them in general. A few countries would encounter difficulties in applying parts of them, particularly the distinction between strikes and lock-outs, and some would have to amend legislation in order to enable them to be used. One country drew attention to the reasons that were incorporated in the definitions, which would mean that sympathetic strikes, for example, would be excluded.

41. The expression "case of dispute" was used in the resolutions of both the Third and the 14th ICLS, to help identify a single strike or lock-out, but neither resolution gave a clear definition. The Meeting of Experts suggested as an explanation "the issue or group of issues over which there is disagreement".

Conclusion

42. In order to allow for broad coverage in line with the proposals in Chapter II, the terms and definitions adopted by the 14th ICLS appear to be appropriate, and are therefore proposed in paragraph 8(a) and (b), with some amendment. It is suggested that the terms be kept separate, so as to permit the distinction to be made, where possible, between strikes and lock-outs. The two terms could be used together to accommodate countries unable or not wishing to make the distinction. The use of "wilful", used in
the earlier resolutions, often has negative connotations (due perhaps to the criminal character initially accorded to strikes), and the "voluntary" sense of the word may also be tendentious. It has therefore been omitted from the proposals in paragraph 8(b), (c) and (d).

43. In view of the proposal to include other forms of industrial action in the statistical programme, where relevant, these also require definition. However, a global definition only of "other forms of industrial action" is put forward in paragraph 8(d).

44. The second part of the definitions adopted by the 14th ICLS, relating to the case of dispute and the period of interruption of strikes or lock-outs, refers primarily to measurement and has therefore been omitted from the definitions in the draft resolution. However, in order to be able to identify a single strike, lock-out or other form of industrial action (see Chapter VI), a definition of a "labour dispute", in the place of "case of dispute" is proposed in paragraph 8(a), on the basis of the proposal by the Meeting of Experts.

45. Attention is drawn to the fact that the terms and definitions presented in the draft resolution are intended only for the purposes of statistics of strikes, lock-outs and other forms of industrial action. They do not constitute definitions for legal or any other purposes. This is made clear at the beginning of paragraph 8.
CHAPTER V

BASIC DATA

46. The very general coverage of the proposed programme is too broad to provide clear directions regarding the types of data to be compiled. As suggested by the Meeting of Experts, therefore, this chapter focuses on the indicators relating to the various forms of industrial action, discussing how useful and practical it may be to collect information on each, with reference to national practice, the need for guidance at the national level and the need for up-to-date, uniform information for making international comparisons.

47. Theoretically, a vast amount of information could be collected about strikes, lock-outs and other forms of industrial action. This could cover the circumstances leading up to the action, those relating to the action itself and those relating to the consequences of the action. Most of the information is qualitative rather than quantitative, however, and will be discussed later. The principal elements that can be quantified are examined below.

48. Before action occurs, notice is often given to the appropriate authorities, depending on the legal requirements. It may be withdrawn, for example because of the satisfactory settlement of the dispute, so that no action occurs. Disputes may also be referred for conciliation and arbitration. These aspects are measured in a few countries, where they are generally used to assess the functioning of the labour relations system, among other things.

49. Indicators relating to the action itself include the number of strikes and lock-outs, the number of workers involved, the duration, the amount of time not worked by those involved, the number of establishments involved, the number of workers replaced permanently or temporarily during the action, the amount of production or output lost, the trade union calling the strike, or the amount of wages not paid as a result. The first four of these indicators are those most commonly measured: all but one of the 83 countries covered in the chapter on strikes and lock-outs in the latest (1991) issue of the ILO Year Book of Labour Statistics collect data on the number of strikes and lock-outs, all but four on the number of workers involved and all but three on the amount of time not worked. The fifth indicator, the number of establishments involved, is collected in more than half the countries. A few also gather data on the other indicators.

50. Some of the effects of industrial action on other workers or establishments beyond those involved in it could also be measured, at least in theory, perhaps in terms of the amount of materials or services not received, the duration of any idle periods and the number of workers unable to work as a result of lack of materials or services, and so on. These are usually known as the secondary effects of the action. No information is available regarding the methods used to measure the secondary effects as part of a regular statistical programme.

51. Certain consequences of the industrial action might be quantifiable, such as the number of orders cancelled, or the number of expected orders not received, the number of workers laid off or permanently replaced, the number of establishments going out of business, and many other aspects. There is little evidence that countries include these types of information in their regular data collection programmes, and it could be difficult to allocate full responsibility to the action as other elements also come into play. Furthermore, the reference period would influence the measurement of the consequences.
52. Countries that currently compile data on other forms of industrial action than strikes and lock-outs tend to collect information on the number of occurrences of such action, the number of workers involved and the duration.

53. Qualitative information is also gathered about a number of characteristics, the most frequent being the economic activity of the workers or establishments involved and the location of the action. This is used to identify activities or regions requiring attention or action on the part of the relevant bodies. Other information can help to reveal problem areas, or provide insight into the workings of the industrial relations system or other aspects, including the size of the establishments involved, the matter in dispute, the cause of the dispute, the method of settlement, the trade union involved, whether the action was official or legal, and other matters specific to countries.

54. Difficulties are often encountered in collecting information relating to generalised or widespread industrial action, that is, action covering a whole region, a whole branch of economic activity or several branches, or a whole occupational group. The workers involved may be hard to identify, and therefore the corresponding amount of time not worked or the number of establishments involved difficult to obtain. Estimates are frequently made by several bodies, such as the police if the strike is accompanied by a demonstration, or the trade unions concerned; these estimates may diverge considerably. Classification of the data according to branches of economic activity can also be problematic.

Conclusion

55. Most countries find it useful and are able to collect information on four major indicators relating to strikes and lock-outs: the number of strikes and lock-outs, the number of workers involved, the amount of time not worked and the duration. This information is in line with the recommendations of the 14th ICLS and seems to provide a sound basis for international comparisons. The number of establishments involved could also be useful, if it is measurable, but no clear equivalent for action involving only self-employed workers is apparent.

56. It is therefore proposed in paragraph 9 that the programme should provide for the collection of basic information with respect to strikes, lock-outs and, where relevant, other forms of industrial action on the four main topics, and possibly on the number of establishments involved. For other forms of industrial action, the amount of time not worked would not be relevant.

57. Although it does not appear possible to define a set of other indicators for inclusion in a regular statistical programme, it is recognised that other important elements should be quantified, in accordance with national circumstances and needs. For this reason, subparagraph 9(g) is included.

58. Both the 14th ICLS and the Meeting of Experts considered that it would be inappropriate to include the secondary effects of industrial action in a regular statistical programme, although they could be the subject of a separate programme (as proposed in paragraph 7) or ad hoc studies.
59. In the case of generalised or widespread industrial action, it is proposed in paragraph 11 that the relevant data, where they can be collected, should be compiled and published separately.

60. It should be noted that the indicators should be measured independently with reference to each strike, lock-out or other form of industrial action. For example, if the same workers are involved in several strikes during the reference period, they should be counted separately with respect to each strike.
CHAPTER VI

NUMBER OF STRIKES, LOCK-OUTS AND OTHER FORMS OF INDUSTRIAL ACTION

61. Two approaches are generally used to identify a strike or a lock-out, or where relevant another form of industrial action. One makes use of the "case of dispute", as recommended by the Third and 14th ICLS, and groups all work stoppages, whether continuous or interrupted, in a single establishment or in several, at the same or at different times, into one strike or lock-out if they result from a single "case of dispute". Although no definition of the "case of dispute" was provided, it seems to be used in the sense of a group of issues at the heart of the conflict, as noted above. The other approach is based on the "economic unit", that is, the establishment or enterprise in which a work stoppage, even though it may be interrupted for a short period, is considered to be a single strike or lock-out. Some countries combine these two approaches, and a few introduce other criteria such as the negotiating unit or trade union, the geographical region or the economic activity.

62. The first approach permits the identification of strikes and lock-outs which have a common cause, even though they may be widespread, covering groups of workers in different establishments throughout a region or country, or taking place at different times, e.g. in the form of intermittent stoppages or rotating or revolving strikes. The "economic unit" approach is simpler to apply, as it eliminates many of the difficulties involved in identifying the "case of dispute", or in the treatment of stoppages in different economic units and/or at different times.

63. Each approach has implications for the levels of the indicators associated with industrial action, apart from the amount of time not worked. The "case of dispute" approach may result in the recording of fewer strikes and lock-outs, each possibly involving multiple establishments and large numbers of workers, whereas with the "economic unit" approach a larger number of strikes and lock-outs may be recorded, each involving one establishment or enterprise and fewer workers; moreover, the number of strikes and lock-outs would in many cases equal the number of establishments.

64. A related issue concerns the treatment of periods between spells of industrial action resulting from the same "case of dispute": a return to normal working could be considered as the end of the action, or simply as a pause unless it were to be resumed as part of the same "case of dispute". Countries are roughly equally divided between these alternatives in their statistics. Often a time-limit is placed on the period between the spells of action, after which it is treated as a new strike, lock-out or other form of action. This period varies between a day or shift and a year - the most common being a month - and affects several of the indicators. For example, workers may stop working for two days each week for several months as a result of a particular "case of dispute". If each time they stop working, i.e. once a week, this is considered to be a new strike, this will result in a large number of strikes being recorded, and a high aggregate number of workers involved. If the limit set on the length of the period between stoppages for them to be considered as the same strike is less than five days, there will be no change in the indicators. On the other hand, if the period is more than five days, one strike will be recorded and the workers involved will only be counted once. The aggregate amount of time not worked as a result of strikes will, however, be the same.

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Another aspect requires attention. Sometimes, what began as a strike becomes a lock-out, or what began as working to rule becomes a strike or a lock-out, and so on. In other words, one form of industrial action may precede another. Although the case of dispute or the issues underlying the conflict may be the same, the form of action may change, along with the presumed initiator of the action. How these situations are treated in the national statistics is not clear.

The Meeting of Experts supported the recommendation of the 14th ICLS, noting that clear definitions of the "case of dispute" and the maximum length of the period between work stoppages were required. The number of strikes or lock-outs counted in accordance with these definitions would show how often individual "cases of dispute" lead to industrial action, and the aggregate number of workers involved would not be artificially inflated. This basis for calculation would also be appropriate in the case of widespread or general strikes, in which it may be difficult to identify the individual economic units involved. Using each stoppage in an economic unit as the basic unit of measurement would not have a useful meaning, apart from showing the frequency of stoppages.

Conclusion

It is proposed in paragraph 13 that, in order to identify a single strike or lock-out, the "case of dispute" approach should be used. To clarify the meaning of "case of dispute", it is suggested that "labour dispute" is a more appropriate term, for which a draft definition is given in paragraph 8(a). Although the choice of the maximum period between stoppages beyond which a stoppage would be considered as a new strike or lock-out is somewhat arbitrary, the most common period currently used by countries is one month, and this is therefore proposed in paragraph 13(c) and (d). It could have advantages for the compilation of monthly data.

It is also suggested that, when a strike precedes a lock-out or vice versa, these should be treated as separate forms of action, but that information should be collected permitting the lock-out to be related to the strike. This is the objective of paragraph 14.

Corresponding proposals concerning other forms of industrial action are presented in paragraph 15.
CHAPTER VII

NUMBER OF WORKERS INVOLVED

70. In order to measure the number of workers involved in any form of industrial action and to collect the relevant information about them, several issues need to be resolved: what is meant by "involved"; who "workers" are; and how workers involved should be counted.

71. Workers may be involved in or affected by strikes, lock-outs or other industrial action in three ways:

(a) they may participate directly in a strike, lock-out or other industrial action, in which case they are termed "workers directly involved";

(b) they may be other employees of the establishments involved or self-employed workers in the groups involved, who do not participate directly in the industrial action but who are rendered idle or whose work is otherwise affected by the action, in which case they are known as "workers indirectly involved";

(c) they may be workers outside the establishments involved or the groups of self-employed workers involved who are rendered idle or whose work is otherwise affected by the action, in which case the effects on them may be considered as part of the "secondary effects" of the industrial action.

72. Information on paragraph 71(a) is important for determining the effective support for the action by workers, while (a) and (b) together are useful from an economic standpoint for assessing part of the cost of the action, among other things. National practice is divided equally between the inclusion and exclusion of (b) in statistics. Where both (a) and (b) are covered, the two are often measured separately, as are the corresponding amounts of time not worked. Information about (c), if available, could be useful for estimating more fully the effects of the action, but few countries, if any, include this group in their data.

73. Traditionally, workers involved in industrial action are employees, i.e. they are in the service of an employer, whether on a regular, temporary, casual or seasonal or other basis. Those who are on leave or absent for other reasons during the industrial action are generally excluded. Workers who are laid off during industrial action are usually counted up to the time of lay-off.

74. Most countries exclude the self-employed (for example, own-account workers, unpaid family workers and employers) from their data, specifically because they fall outside the scope of the employer-employee relationship that determines national coverage of industrial action, or because it is considered too difficult to collect data about these workers. However, a few countries cover self-employed workers in their statistics, and industrial action by self-employed workers is becoming more frequent in some countries, involving mainly occupational or professional groups or associations, such as those of taxi-drivers and solicitors. The self-employed and workers with forms of employment other than regular wage employment, such as franchise workers and contract workers, are increasing in importance throughout the world. These workers can and do take industrial action, not as a result of a conflict with an employer as they have none, but to protest about circumstances relating to their conditions of work or to support other workers in their industrial action.
75. Administrative and managerial staff are excluded by a few countries as not being directly involved in production and therefore falling outside the scope of industrial relations systems. The most frequently excluded groups comprise security staff, the armed forces, the police, prison officers, defence workers and workers in positions of trust, usually because of the need to ensure security, of the enterprise or of the country, or because they are prevented by law from joining trade unions or from taking industrial action. Despite this, some of these groups have taken industrial action.

76. Part-time workers are sometimes not included in the statistics, mainly because this form of work is uncommon or unknown. Where they are covered, they are usually counted as individuals on the same basis as full-time workers.

77. In most countries, the number of workers involved in industrial action relates either to the maximum recorded (whether for the full duration of the action or only part of it) or on any one day. The first method shows overall support for the action, while the second measures support at its highest point. In the case of strikes and lock-outs, the average of the number of daily absences or posts temporarily unoccupied on each day is sometimes calculated, and is relevant only as regards the employees involved. Another approach yields a theoretical number of workers involved by dividing the total amount of time not worked as a result of the strike or lock-out by the duration. Other methods use the total employment in the economic units involved or the total number of members of the union calling the strike. These are undoubtedly the easiest methods, but they can lead to overestimation by including employees not involved in the strike or lock-out, as well as persons absent on leave. The utility of all but the first two methods mentioned is not clear.

78. Little information is available regarding how the number of workers involved is estimated under the different methods described above, and much depends on who provides the figures and whether any guidelines are applicable. For example, an employer may have records allowing absences to be calculated; trade unions may register the number of members drawing strike pay; or a professional association may keep a list of its members participating in industrial action. In most cases, it seems to be the employer or the establishment involved that provides the data. In an in-depth study of how information is collected from employers [Walsh; 74], errors in recording information are highlighted, particularly when the payroll is the source of data. There can be a considerable time-lag in recording data, and payrolls may not be maintained with the level of detail required to identify workers on strike. It is often left to supervisory staff to find out who is missing from the workplace and for how long, which can result in over- or under-reporting of absences. Similarly, workers for whom hours of work are not usually recorded, such as administrative or managerial workers, tend to be "forgotten" or lumped together.

79. The treatment of workers laid off and those replaced by their employers during industrial action requires consideration. In most countries, workers laid off are excluded from statistics relating to industrial action from the time of the lay-off. Arguments have been put forward [Incomes Data Services; 25] that the exclusion of workers laid off artificially decreases the number of workers involved in industrial action, thereby misrepresenting the support for it. However, they are included in the figures up to the time of lay-off, so they appear among the number of workers involved. If employees are replaced during industrial action, they tend to be treated in the same way as workers who are not replaced, and therefore continue to be covered by the statistics.
Conclusion

80. The scope of the statistics proposed earlier implies broad coverage of the workers involved. In order to provide as wide a picture as possible of industrial action, and to supply users with a maximum of information, statistics should take account of all workers involved in industrial action, not just those in the service of an employer. Therefore, it is proposed in paragraph 16 that workers involved in industrial action should comprise not only employees but, where possible, self-employed workers. In order to accommodate the different national circumstances and to permit international comparisons, it is proposed in paragraph 12 that, where self-employed workers are included, the information relating to them should be compiled and published separately. Furthermore, it seems logical to take account of all categories of workers who may be involved in the action, without excluding certain occupational groups, such as temporary employees, trainees or others.

81. In view of the exclusion of the secondary effects of strikes, lock-outs and other forms of industrial action proposed in paragraph 7, the scope of workers involved should be limited to those involved directly or indirectly; in other words, the distinction should be made between workers who participate directly in the action (so as to determine support for it) and those who are rendered idle or whose work is otherwise affected, in order to measure part of the impact of the action on the establishments involved or on other workers in the groups involved. This is proposed in paragraph 17. Where possible, the relevant information should be compiled and published separately for workers directly involved and workers indirectly involved, as recommended in paragraph 12.

82. The Meeting of Experts considered that the number of workers involved should be measured as the maximum number of workers who were involved at any time during the action, whether for the whole duration or only part of it, which is already the practice in many countries. This is proposed in paragraph 18. It seems logical that part-time workers should be counted as individuals on the same basis as full-time workers, to demonstrate their support for the action as individuals, and this is put forward in paragraph 19. The effects of their action, in terms of the amount of time not worked, should however take account of the amount of time they would normally have worked during the period of industrial action, as explained in Chapter IX.

83. Workers who are absent from their normal workplace at the time of the action for some other reason, such as sick leave or annual leave, should not be included among workers involved as there is no way of including them in the action, directly or indirectly. This is proposed in paragraph 20.

84. Employees involved in industrial action who are laid off during the action, whether direct or indirect, are recorded as being involved before they are laid off, and therefore their support for or the impact of the action is included in the number of workers involved. As a result, no specific recommendations are called for in this connection in the draft resolution. Employees replaced by their employers during industrial action should be treated in the statistics in the same way as employees not replaced, so no specific proposals are needed.
CHAPTER VIII

DURATION

85. The measurement of the duration of a strike, lock-out or other form of industrial action depends on how the action itself is defined. If, for example, short but frequent work stoppages occur and each is considered to be a separate strike, even if the labour dispute is the same, a large number of strikes of short duration will be recorded. Conversely, if the approach proposed in the draft resolution is applied, there will be only one strike, but of longer duration.

86. Where countries use the "case of dispute" criterion to identify a single strike or lock-out, most measure the duration from the date it began in the first economic unit involved up to the date it terminated in the last one. A few countries apply a slightly modified version of this measurement, in that the duration of all work stoppages in all establishments is measured and then aggregated to give the total duration, while others only measure consecutive work stoppages in different establishments. For those using the "economic unit" approach, the duration is measured within that unit only, with periods between work stoppages included by some and excluded by others.

87. Duration is most frequently measured in terms of work-days or work-hours, the latter being used when the action lasts less than a full day or workshift. Calendar days or workshifts are also used in a number of countries. In estimating duration, it is assumed that work would have continued if the action had not occurred. Accordingly, no allowance is made for loss of work-time or a disruption of work resulting from other causes than industrial action (such as bad weather or lack of materials), and few countries seem to have a specific definition of "work-day" for the purposes of statistics of duration.

88. The different time units used to measure duration influence its magnitude and use. If work-days are used, the duration may be shorter than if calendar days are the units, as weekly rest days and public holidays would be omitted if these are not normal work-days for the groups of workers concerned. The use of work-days therefore gives a measure of the real number of days on which work stopped or was affected in the establishments or groups of self-employed workers involved, that is, the duration of the spells of action. On the other hand, the use of calendar days reveals the period during which the labour dispute led to action being taken, that is, the span of the action, which may indicate the persistence of participants in the labour dispute.

Conclusion

89. The measurement of duration depends on the way a form of action is distinguished. Therefore, bearing in mind the proposals in Chapter VI, it is proposed in paragraphs 22 and 24 that duration should be measured from the day the action began among the first group to the day it ended among the last group of workers involved. This measurement of the span of the action reveals the persistence of the labour dispute.

90. The duration of the action can be measured in another way, which is also useful: the total length of spells of action, i.e. the number of units of time during which work stopped or was affected. Consequently, it is

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proposed in paragraph 21 of the draft resolution that spells of action should be measured as well as its span.

91. Depending on different requirements, two units of measurement are also recommended in paragraphs 22 and 24: first, the spells of action should be measured in terms of normal work-days or normal work-hours, while the span of the action should be measured in terms of calendar days. Thus, the duration of the spells would not include normal work-days during periods between action resulting from the same labour dispute, while the span would.

92. While the meaning of "calendar day" is generally understood, an explanation is needed regarding "normal work-days" and "normal work-hours". For employees, these are the days or hours when normally scheduled work would be carried out by the groups of workers concerned. Therefore, they exclude weekly rest days and any holidays on which work was not scheduled for those employees. They may differ between groups of employees. Correspondingly, work-days or work-hours for self-employed workers are those days or hours during which they would usually expect to work, excluding any usual weekly rest days or holidays on which they would not usually expect to work. This is proposed in paragraph 23. If the action lasts for less than a full work-day, its duration could be measured in terms of hours during which work would normally be scheduled for the employees concerned or during which self-employed workers would usually expect to work, as suggested in paragraph 25. If work is organised in shifts for the workers involved, it is suggested in paragraph 23 that a shift be considered a normal work-day for those workers. The duration of the action should be measured accordingly.
CHAPTER IX

AMOUNT OF TIME NOT WORKED

93. Within the context of industrial action, "work-time lost" is a concept that relates principally to strikes and lock-outs and is often used as an approximation of their cost, either to the employer or to the workers involved. The 14th ICLS and the Meeting of Experts considered that it was not necessarily appropriate to speak of the time as being "lost". By definition, workers involved in strikes or lock-outs do not work for some period of time. However, before and/or after the work stoppage, there may be an increase in overtime work in order to build up stocks or make up production levels. This overtime therefore compensates for some or all of the time not worked during the strike or lock-out, so that the time "lost" is reduced. If replacement workers are hired, the establishment may experience no loss of work-time. In addition, if the industrial action had not occurred there might have been a loss of work-time or a disruption of work resulting from other causes (such as bad weather or lack of materials). Therefore, this report uses the term "time not worked" instead of "work-time lost".

94. The volume of time not worked by those involved in strikes and lock-outs is an important indicator, used mainly for economic purposes. Most countries estimate the total amount of time not worked for each day of the strike or lock-out, and sum the totals to arrive at the aggregate time not worked for the whole duration. Some use the product of the number of workers involved and the duration, which can overestimate the total. The units of measurement are generally work-days, but, particularly in countries experiencing very short strikes, work-hours are also used. In most countries, if workers indirectly involved are included, the time not worked by them is also estimated, but not separately. If they are excluded, no attempt is made to measure their time not worked. The shorter working time of part-time workers is taken into account in most countries, mainly by measuring the hours not worked each day. Few countries take account in their estimates of overtime usually worked.

95. Ideally, time not worked consists of the hours not worked that would have been worked had there not been a strike or lock-out, which raises the issue as to which are the hours that would have been worked. Some employees work a fixed number of hours of work each day, others may work overtime on a regular or irregular basis, and overtime may or may not be paid. Flexible work schedules may apply, in which the number of hours of work is fixed over a period of a week or a month. Some employees work part-time, either for fewer hours per day or for fewer days per week. Others work fixed or variable shifts. Some, such as teachers, have fixed working hours for certain parts of their work, but not for the remainder. Others are required to stand by or be on call for certain periods, for which they may or may not be paid. Self-employed workers do not have normal hours of work in the way regular employees have, but may usually work a fairly regular number of hours each day or week.

96. Time not worked may be measured in terms of work-hours or work-days, and one can be converted to the other on the basis of the normal number of hours of work per day. This was recognised by both the 14th ICLS and the Meeting of Experts. The unit of measurement used for time not worked needs to be sensitive enough to be applicable to strikes and lock-outs of all dimensions, from the smallest and shortest to the largest and longest. It should also be appropriate for the different work schedules of different groups of workers, such as part-time workers, shift-workers, and so on.
Conclusion

97. It is proposed in paragraph 26 that the amount of time not worked should be measured in terms of normal hours of work, bearing in mind the different work schedules of the different categories of workers involved in the strikes or lock-outs. The hours could be converted to normal work-days on the basis of a standard number of hours per day.

98. Guidance is required regarding the meaning of normal hours of work or normal work-days. Where appropriate, the most recent definition adopted in the international standards of the ICLS could be used, currently the resolution concerning statistics of hours of work adopted by the 10th ICLS [ILO; 29]. This is proposed in paragraph 27. As this definition is only relevant for employees, it is suggested that, for self-employed workers, it may be useful to envisage a concept of usual hours of work, i.e. the hours that are usually worked each day.

99. The most accurate method of measuring the total amount of time not worked would be to ascertain the amount not worked for each day of the strike or lock-out, and to sum these daily amounts for the full duration. This is proposed in paragraph 28.
CHAPTER X

NUMBER OF ESTABLISHMENTS INVOLVED

100. If strikes, lock-outs and other forms of industrial action are measured using the approach proposed in Chapter VI, and the workers involved are employees, the number of establishments involved could be a useful indicator of the extent of the action. It may also be useful for comparisons with countries continuing to use the "economic unit" approach, where the number of occurrences of action is equivalent to the number of establishments or enterprises. The number of establishments would not be relevant, however, in the case of industrial action involving a group of self-employed workers, for which a meaningful equivalent is not apparent.

101. Most countries collect information on the number of economic units involved, usually establishments, and seem to do so without much difficulty. There are some variations regarding the designation of the economic unit, although from the definitions available it appears that the concept corresponding to the establishment as defined in the United Nations recommendations [UN; 70] is the most common. A few countries differ from the mainstream, using the trade union or bargaining unit as the economic unit, which they also do for the purpose of identifying individual strikes or lock-outs.

102. The 14th ICLS and the Meeting of Experts both considered that the number of economic units involved in strikes and lock-outs could be useful, but that it was not as important as the number of workers involved or the number of days not worked; moreover, it would not always be possible to measure.

Conclusion

103. Although the number of economic units involved could be useful, it is not as significant as the number of workers involved or the amount of time not worked. Where the number of economic units can be counted, the establishment seems to be the most appropriate economic unit to use. This is therefore proposed in paragraph 29, with the stipulation "where possible".

104. No definition of the establishment is proposed. However, it is recommended in paragraph 29 that the unit should be defined in accordance with the most recent United Nations recommendations, the latest being as follows:

An establishment is an enterprise or a part of an enterprise which independently engages in one, or predominantly one, kind of economic activity at or from one location or within one geographic area, for which data are available, or can be meaningfully compiled ... [UN; 69].

105. Where the number of establishments involved is counted, these should only comprise those establishments whose employees are involved in the action, as proposed in paragraph 7. Establishments experiencing the secondary effects of the action, should not be included.
CHAPTER XI

IMPORTANT CHARACTERISTICS

106. As noted in Chapter V, other important information may be collected with respect to strikes, lock-outs and other industrial action. Most relate to characteristics which can be used principally for classification purposes. A wide variety of information could be envisaged covering the circumstances leading up to the action, the action itself and its effects or consequences. The discussion in this chapter, however, is restricted to the characteristics most commonly collected by countries, which include the following:

(a) branch of economic activity;
(b) type of labour dispute;
(c) result or outcome;
(d) method of settlement;
(e) categories or occupational groups of workers involved;
(f) the economic costs of industrial action;
(g) others.

(a) Branch of economic activity

107. Information about the branch of economic activity in which the industrial action occurs permits the identification of action-prone industries. It also proves useful for international comparisons, particularly if countries include only certain branches in their statistics.

108. The vast majority of countries collect information regarding the economic activity of the establishments involved in strikes, lock-outs or other forms of industrial action. Difficulties arise, however, in the case of generalised or widespread industrial action. These are sometimes resolved by apportioning indicators such as the number of workers involved and the amount of time not worked to the different industries involved, where these can be identified. Other countries register the information for the branch of economic activity where the labour dispute developed, where the largest amount of time was not worked by those involved in the action, or with the largest volume of employment. Others simply record the action and its indicators as multisectoral, while in others still there is no fixed rule as such action is rare and is dealt with on a case-by-case basis.

Conclusion

109. The Labour Statistics Recommendation, 1985 (No. 170), advocates that statistics should be classified according to the major branches of economic activity. Both the Recommendation and the Labour Statistics Convention, 1985 (No. 160), state that the relevant standards established by the competent body should be taken into consideration when developing or revising the methods
used for collecting, compiling and publishing the statistics covered by these instruments. These relevant standards include the United Nations International Standard Industrial Classification of All Economic Activities (ISIC). The collection of data on industrial action by branch of economic activity is useful for a number of purposes, and is possible in the majority of countries. It is therefore proposed in paragraph 30 that these data should be collected as part of the basic set of information on industrial action, and that where possible the classification scheme used should be consistent with the most recent version of ISIC.

(b) Type of labour dispute

110. Two separate but related aspects fall under this heading: the subjects or issues of the labour dispute over which the action is taken, for example wages or other compensation, working conditions and employment issues; and the types of dispute, such as those related to collective bargaining, solidarity with other workers or employers, and protests.

111. Labour disputes rarely concern one issue alone, and determining the key issue or issues can be very difficult; they may even differ according to who is providing the information, and the stated cause or reason may camouflage others. Furthermore, the disputes may not necessarily be between workers and their employers, as noted in Chapter II. Where they do concern the two parties, they can generally be divided into two categories: rights disputes (regarding the application or interpretation of an existing provision in a contract of employment, a collective agreement or legislation — also called grievances or legal disputes) and interests disputes (regarding the modification of existing rights or obligations, primarily arising in relation to collective bargaining — also called social or economic disputes). This information is among the major types required by industrial relations specialists and other analysts, although the 14th ICLS preferred to limit the information collected to the subject of the dispute.

112. About half the countries with statistics of industrial action collect information on the subject or matter in dispute, the cause of dispute or the type of dispute. This information varies according to the types of action covered by the national statistics. Countries limiting their coverage to action resulting from disputes between workers and their employers tend to compile data as recommended by the Third ICLS, with varying levels of detail and often limited to the first category in paragraph 110 (disputes relating to collective bargaining). Others which cover other action such as protest or sympathetic action also tend to collect their information according to the recommendations of the Third ICLS. Some make a distinction between rights disputes and interests or economic disputes.

113. Among the information that is collected in national practice are some or all of the following:

(a) wages, bonuses and allowances: increases, methods of calculation, conditions for payment, protest against suppression, delays in payment, non-payment;

(b) working time: hours of work, reduction or change in working hours;

(c) other physical working conditions: health, safety and social affairs;
(d) employment matters: reclassification of staff, job evaluations, protests against lay-offs, threats of lay-offs, movements of staff, threats to move staff, closure of enterprises, threats of closure, methods of staff recruitment, transfer of work to other parties, managerial policy, suspension and dismissals, work organisation, reduction of pensionable age, enterprise welfare policies;

(e) infringements of workers' rights/unfair labour practices: personal grievances: discrimination, disadvantage, duress, harassment;

(f) interpretation or administration of collective agreements: non-compliance, rights disputes, work agreements broken or not signed, non-implementation of labour standards and statutory provisions relating to amenities and facilities and other non-monetary benefits;

(g) negotiation or renegotiation of collective agreements: refusal to negotiate, interests disputes;

(h) trade union issues: trade union rights, freedom of activity for workers' organisations and disciplinary action;

(i) sympathy, solidarity;

(j) sign of mourning;

(k) political or protest: protest against fines, protest against sanctions, political demands.

114. Most countries considered that the recommendations of the 14th ICLS were closest to their own practice [ILO; 38]; many felt that it would be difficult to collect information about issues not connected with a dispute between workers and employers or not related to collective bargaining. On the other hand, information concerning the relation to collective bargaining would not be possible for some countries, because such bargaining is not common, or because they could not distinguish between interests and rights issues. Support was expressed for a modified version of the recommendations, for example including trade union matters and the distinction between different types of strikes not resulting from a dispute between workers and employers, such as protest or sympathetic strikes.

Conclusion

115. It is suggested in paragraph 31 that information would be useful, where possible and where relevant, regarding a list of possible types of labour dispute, consideration being given to a classification according to rights or interests disputes. This information would permit comparisons between countries which do not, for one reason or another, cover certain types of labour disputes in their statistics. The 14th ICLS and the Meeting of Experts felt that too much detail would not be desirable, at least at the international level, and for this reason only summary categories are put forward, which could be developed further for individual national purposes. In keeping with the wishes of the Meeting of Experts, neutral terminology has been employed, as far as possible.
(c) **Result or outcome**

116. Theoretically, the result or the outcome of the industrial action can in some cases be identified. The Third ICLS recommended that such information be collected, but for limited categories only.

117. Only a small proportion of countries use information relating to the outcome, broadly applying the recommendation of the Third ICLS, but with a few modifications to suit national needs, such as closure of enterprise, lock-out, return to work, no demands involved in the dispute, unsolved, indecisive result, arbitration with or without agreement between the relevant parties.

**Conclusion**

118. Data on the outcome of industrial action may be useful in some countries for determining the general degree of its success in meeting the objectives of the parties concerned. However, only a minority of countries use such information in their statistics. Identifying the outcome is probably relevant only for action resulting from a dispute between workers and their employers, and the outcome is very often a compromise. Therefore, the collection of such information is not proposed.

(d) **Method of settlement**

119. Information on the method of settlement of industrial action, such as direct negotiations between workers and employers and intervention by third parties of various types, could be useful for industrial relations purposes, for example for determining the efficiency of the procedures or the frequency of recourse to them. It is probably only relevant for disputes between workers and their employers.

120. A few countries collect information on the method of settlement. The terminology varies, but the types of information tend to follow the Third ICLS model, amended to meet national requirements, such as return to work following termination of a fixed duration for the action.

**Conclusion**

121. It is proposed to leave countries to decide whether or not such information is useful within the national context.

(e) **Categories or occupational groups of workers involved**

122. Neither the Third nor the 14th ICLS recommended collecting information on the categories or occupational groups of workers involved. Very few countries do this, and the purpose served by the data is not clear. At the national level, unless the information is readily available from
administrative or payroll records, it would be difficult to compile. Comparisons between countries would be hampered by the lack of internationally accepted definitions of the categories used.

Conclusion

123. It appears appropriate to leave it to each country to decide whether and how such information should be collected, on the basis of its own requirements.

(f) The economic costs of industrial action

124. The wages "lost" by workers involved in industrial action are used by a few countries as an approximation of the cost of the action. These collect information on the cost of hours not worked or the amount of wages lost owing to strikes and lock-outs.

125. A few countries, when consulted about the contents of the international guidelines, suggested costs such as the economic costs incurred by the enterprise, insurance paid, storage costs and loss of profit, as well as wage costs, i.e. the amount of wages and social benefits not paid to the workers on strike, but without indicating how these should be measured.

126. The Meeting of Experts recognised the desirability of measuring the economic costs or impact of industrial action. While time not worked might be a useful indicator, other information was also needed. Attention was drawn to the considerable conceptual and practical difficulties to be resolved in this connection. For example, the loss of earnings by workers involved is an economic cost to them, possibly offset by strike pay or other payments from their trade union, or overtime premia received for extra hours worked before or after a strike. The employer may make savings in terms of labour cost, as wages and social security costs would not necessarily be paid out. As explained earlier, there may be no loss of output, services or production. In some cases, services may be provided by outsiders, for example the army providing emergency or fire-fighting services, or the work is carried out later, such as the collection of garbage a week after a strike. Costs in terms of cancelled orders or lost confidence among clients would be very difficult to estimate. It is not clear how an appropriate reference period for which costs would be measured should be determined.

Conclusion

127. Any estimation of the costs of industrial action would tend to be subjective, in that it may depend on what the supplier of information regards as costs, such as profits lost, production losses, etc. Data of this type are useful mainly at the national level, since comparisons with other countries suffer the drawbacks of exchange rate variations and differences in levels of costs. As a result, it does not appear appropriate to include the collection of information on economic costs in the proposals for international standards.
(g) Others

128. Depending on national circumstances, practice and needs, other information about industrial action could be useful. Many countries collect a variety of data, including:

(a) geographical area, in terms both of the location of the action and/or its scope (e.g. one municipality, more than one municipality, state, more than one state, national);

(b) trade association, amalgamated trade unions, employees' association, employers' association, affiliation of the trade unions, etc. involved in or calling the action;

(c) size of the establishments involved, in terms of the number of workers employed;

(d) whether the action is legal or illegal (or official/unofficial);

(e) which collective agreement is applicable;

(f) the sector of workers involved, e.g. public or private;

(g) whether employers attempt to continue operating in the event of industrial action;

(h) whether employers hire replacement workers in the case of a strike, and if so whether such replacement workers are kept on permanently once a strike has ended.

Conclusion

129. The advantages of the above characteristics may be evident for use at the national level, depending on the country. It is difficult to envisage corresponding systems that would be applicable in a large number of countries or that could be useful for international purposes. For example, geographical area as a characteristic varies between countries and can be defined in different terms; and the definition of the legality of action depends on the national context.

130. It is suggested that these characteristics, although not necessarily appropriate for international purposes, could be helpful for national uses. Therefore, a list of characteristics on which information could be collected, depending on national requirements, is proposed in paragraph 32.

131. Other information could also be useful, for example for studying the ways in which employers and workers react in the event of industrial action, and for developing appropriate policy measures where necessary. While the collection of certain types of data or very detailed data would go beyond the scope of a regular programme of statistics on strikes, lock-outs and other forms of industrial action, this additional information could possibly be collected on an ad hoc basis, perhaps from a sample of establishments in which particularly important or frequent industrial action occurred, or from a sample of workers involved. In-depth studies of individual occurrences of
industrial action could be carried out with a view to identifying and evaluating to the extent possible the circumstances leading to the action and its repercussions, not just among the groups of workers or establishments involved but also the secondary effects among other workers, other establishments and other sections of the economy and society in general, as suggested in paragraph 7. Two important aspects should be borne in mind in this connection: the burden on respondents, i.e. the establishments or workers providing the information, and the cost of collecting and processing the data.
CHAPTER XII
REFERENCE PERIOD

132. The 14th ICLS recommended that the statistics should be compiled for periods of not more than one year, which is currently the practice in all countries with such data. Some also compile data for reference periods of one month, others for periods of three months or six months. Two countries also compile and publish statistics for progressive periods throughout the year. The advantage of compiling data for a shorter reference period is that trends can be followed throughout the year, and that information is generally available more rapidly.

133. The statistics collected by countries may relate (a) to industrial action beginning during the period under review, (b) to industrial action continuing from the previous period, or (c) to the total of these two groups, representing the industrial action in existence during the period under review. Information on the different indicators refers to different periods in a few countries; for example, the number of strikes relates to those beginning during the period under review, while the number of workers involved and the number of days not worked concern all strikes in existence during the period. It is important to distinguish between action beginning during the period and action continuing from the previous period, otherwise double counting can occur if data for successive periods are added together. For a long reference period this would not be serious, but for short reference periods of a month or a quarter there could be considerable errors.

134. Two other practices are interesting. In one, the data refer to (a) strikes which began before the reference period and which are still continuing (initial inventory item), (b) strikes which began during the reference period (entries), and (c) strikes which began either during or before the reference period and which come to an end during the reference period (retirements from inventory). This provides a picture of the strikes at each point in time. In the other, the statistics are compiled for strikes ending during the period under review, so that complete data for the individual strike can be included; this practice does not, however, give a picture of the whole strike situation during a period.

Conclusion

135. It is proposed in paragraph 33 that a reference period of not more than a year should be used. Since shorter reference periods could be useful for revealing any seasonal trends, this is also proposed in paragraph 33.

136. It would also be useful for countries to compile information separately with respect to action beginning during the period under review and action continuing from the previous period. Along with information about action terminating during the period under review, the situation at any point during the reference period could be ascertained. This is therefore proposed in paragraph 34.
CHAPTER XIII

CLASSIFICATION OF DATA

137. The Labour Statistics Recommendation, 1985 (No. 170), recommends that the statistics of industrial disputes should be classified at least according to the major branches of economic activity. This is the practice in the vast majority of countries, which also use a number of other classifications depending on the types of data collected, as described in the previous chapter. The 14th ICLS also recommended classification by major branch of economic activity, along with the cause of the dispute.

138. In addition, the basic indicators themselves are often used for cross-classifications, in particular according to the number of workers involved, the duration and the amount of time not worked. The size classes fixed for these cross-classifications are a function of the dimensions of the industrial action in the country.

139. While classification according to economic activity is probably the most widespread and useful breakdown, other types of classification are also needed so that the various users can make the appropriate analyses. These depend on national circumstances and needs: for instance, geographical classification is useful for large countries, but not necessarily for small ones: a breakdown into legal or illegal, or official or unofficial action is only relevant if the corresponding regulations or laws exist; a division into different categories according to the relation of the labour dispute to collective agreements requires that collective bargaining be practised in the country.

Conclusion

140. In view of the proposals concerning the types of information to be collected, and Recommendation No. 170, it is proposed in paragraph 35 that, as a minimum, the statistics should be classified at least according to the major branches of economic activity. In order to facilitate international comparisons, a classification scheme consistent with the most recent version of ISIC would be preferable. In the case of generalised or widespread action, the relevant information should, where possible, be classified according to the industry of the workers involved.

141. In order to allow for comparisons between countries not applying the wide coverage provided for, and to permit analyses of the indicators of the action in relation to its dimensions, it is proposed in paragraph 36 to classify the information according to size classes of the number of workers involved, the duration and the amount of time not worked (for strikes and lock-outs only). For national purposes, countries would fix their own size classes, but size classes are suggested for international comparisons, taking into account the thresholds currently applied.

142. Another important and useful classification would be according to the type of labour dispute, needed particularly for industrial relations purposes. This is proposed in paragraph 37, for which the categories listed in paragraph 31 could be used. In view of the different national needs and circumstances, countries might also wish to consider using selected characteristics of the type set out in paragraph 32 for classification purposes.

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CHAPTER XIV
DATA COLLECTION

143. The methods used for recording and collecting information on strikes are not covered in the international standards. National practice varies considerably, and the 14th ICLS highlighted the difficulties faced in putting forward methods that would not require more resources than those currently used.

144. In most countries there is a legal obligation to report the occurrence of a strike or a lock-out to the relevant authorities, or to provide them with notice of the action in accordance with an established timetable. The responsibility for reporting a strike generally lies with the trade union or employer, but most usually the trade union is required to give notice of the intention to strike. In many cases the report is made to the department or agency dealing with labour relations or arbitration, or the labour inspectorate, although in a few countries the police or the central statistical office must be informed.

145. The information to be reported varies from the simplest, limited to the cause of the strike and its date of commencement or its intended commencement, to the detailed, including the list of the strike committee members, the parties to the dispute, and steps taken prior to the strike to reach a settlement. Following the termination of the strike, more detailed information is also collected in some cases, covering the method of settlement, the numbers and categories of workers involved, the amount of work-time lost, the amount of wages lost, etc.

146. In the majority of countries, it is the labour department or ministry of labour or agency dealing with labour relations or arbitration that is responsible for collecting, compiling and publishing the data. In a few, the central statistical office, the trade union, the employers' association or the police collects the information, and in some they are also responsible for compiling and publishing the statistics. Not all countries that collect information on industrial action compile it in the form of statistical tables or publish it. In some, the information collected for each strike is disseminated only as part of a ministry of labour report, or not at all.

147. Detailed information on the way data on industrial action are obtained is not often available. The identification of the existence of a labour dispute or industrial action can be problematic, particularly if statistical services are responsible for compiling the information. They often have to rely on information from a variety of sources, including the news media or reports to the labour ministry. As a result, the quality of the information may be brought into question, particularly if a lower limit is applied for the coverage of the action. Once identified, a form is usually sent to the employer of the workers involved to elicit information on standard items. Sometimes, the employer is contacted by telephone or personal visit by investigators to collect information. A few countries use standard forms for this purpose, to be completed at the beginning and at the end of the action.

148. One study in this area [Walsh; 74] revealed a number of factors determining the way in which strike information is collected and recorded in establishments. Most important is the existence of an organised structure for this purpose, which often depends on the strike history of the establishment. Recording may be centralised, i.e. in the main administrative unit of a multi-establishment enterprise, or decentralised, i.e. in each establishment.
Some enterprises rely on non-specialist staff for recording information about strikes, and in these cases records tend to be ad hoc and lacking in consistent detail. This could be overcome to a certain extent by using standard forms. Management and supervisory staff tend to supply basic details in an informal way on the workers involved in the strike and how much work-time is lost. Some enterprises rely on other systems using standard forms or deriving quantitative data from payroll records. The study concluded that standard forms appear to be the key to a formal recording system in the enterprise or establishment, as the best way to ensure consistency and accuracy. Such forms should be available at the workplace level, requiring details, both quantitative and qualitative, of the strike. There should also be clear definition at the workplace level as to who should be responsible for completing the forms, and to whom information should be supplied subsequently. It was proposed that standard forms should be available at all workplaces, even those without a history of strikes, so that they would be ready to hand in case a strike ever occurred.

149. During the consultations prior to the Meeting of Experts, a few countries recommended that standard methods of collecting and reporting statistics of strikes should be included in the international guidelines, and that a standard form would be useful for recording the data. On the other hand, many pointed out that the methods used in different countries have specific problems and relevance, and that standardising these would not be viable.

150. The Meeting of Experts briefly considered a number of methods for data collection, but concluded that it was not possible to make any recommendation in this connection, except that standard forms should be used.

151. Possible data sources, other than those already used, could be sample surveys or censuses of establishments or surveys of households or individuals. The former, however, would lead to levels of sampling errors that would be unacceptable, as industrial action results in only a very small proportion of absences from work. While information on industrial action involving employees could ideally be collected through censuses of establishments, these would require an up-to-date directory of establishments, problematic even in the most developed countries, and the risk of non-response by establishments overburdened with official questionnaires might be high. Issues such as the choice of reference period and the periodicity of data collection could present even greater problems. In addition, the time lag between the reference period and the availability of the results might be unacceptable to the principal users. Surveys of households or individuals could be useful for collecting information relating to the workers themselves, particularly for the self-employed. It could, however, be difficult to obtain accurate information in this way regarding the economic activity and the size of the establishment, and the total duration or amount of time not worked for individual strikes or other forms of industrial action could not be estimated. Sampling error could also be a problem.

Conclusion

152. No proposals are included in the draft resolution regarding data sources or data collection methods. However, as noted earlier, individual ad hoc studies of establishments, households or workers could be useful sources of information for studying specific aspects of single occurrences of industrial action.

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153. The use of standard forms for recording information, to be completed either by the establishment employing workers involved in industrial action, or by self-employed workers involved, does appear desirable, and this is proposed in paragraph 38. They would provide more consistency in the information collected at the national level, as well as enhancing international comparability. The types of data to be recorded would ideally cover the main indicators and characteristics laid down in the international guidelines, as well as those required for national purposes. Detailed instructions would have to accompany the standard form so that the information recorded, whether qualitative or quantitative, would be consistent for all occurrences of industrial action. It may be necessary to envisage completion of forms at the outset and termination of the action, as well as intermediate periods if the action is of long duration and statistics are required monthly or quarterly.
154. The various measures of industrial action are not in themselves sufficient to reveal the extent or frequency of the action. They need to be viewed within the context of the environment in which it occurs in order to understand them more fully, for example by relating the action to the industrial relations framework, the collective bargaining system, and so on. In addition, for comparing the risk of industrial action between different industries, countries and regions, frequency and severity rates of disputes are needed, taking into account the dimensions of the framework.

155. The indicators referred to in Chapters V to X may be used for calculating various measures helpful for analysing industrial action. These fall into three groups: (a) severity rates, (b) frequency rates and (c) distribution.

156. Severity rates, such as the average duration or average number of workers involved, can show the importance of the industrial action, such as how long it tends to last, or how much support it receives on average. They usually take the form of averages per strike or lock-out, and/or per worker involved, and are often calculated separately for each branch of economic activity and for other important characteristics.

157. Frequency rates are generally used for comparisons between industries and between countries, as they eliminate the effect of the differences in the size and composition of employment between countries, and between economic activities and over time within the same country. These differences can influence the dimensions of the action, as well as the risk of action occurring, and should be taken into account. While it would be extremely difficult to provide for differences in employment structure (for example, the distribution of employment by sex, age and occupation), as these types of information are rarely available both for workers involved in industrial action and for all persons employed, the size of employment can be taken into account relatively easily. Thus, the "risk" of the action can be determined by relating the indicators to all persons susceptible to industrial action.

158. Both the 14th ICLS and the Meeting of Experts considered that the most useful measures were those in which the major indicators were related to the total number of workers exposed to the "risk", i.e. all workers included in the scope of the statistics. While it would be useful to estimate such risks for all forms of industrial action, it was felt that, for international purposes, the indicators relating to strikes and lock-outs would be the most worthwhile. The most common rates calculated by countries still appear to be the most useful: the number of workers involved per 1,000 workers employed and the amount of time not worked by workers involved per 1,000 workers employed. These were recommended by the 14th ICLS and the Meeting of Experts. Another measure that could be useful is the amount of time not worked by workers involved in relation to the amount of time that would normally have been available for work by all workers employed. This could provide an indication of the economic impact of strikes or lock-outs. Frequency rates are also calculated separately for the different branches of economic activity, and according to the various important characteristics, such as size of establishment, relation to collective bargaining, etc.
159. Distributions highlight economic activities, regions, etc., that are more prone to industrial action, such as those with the most workers involved or with the most time not worked. The distribution of the number of strikes, the number of workers involved and the number of work-days lost is generally calculated according to branches of economic activity, but also by geographical area or by sector (public or private).

Conclusion

160. In order to understand and analyse the basic data, a number of measures may be calculated, as proposed in paragraph 39. Since information relating to strikes and lock-outs comprises the core of the proposed programme, the measures included in the draft resolution are put forward with this in view. Countries could nevertheless develop corresponding measures relating to other forms of industrial action.

161. Averages and distributions of the basic indicators are particularly useful at the national level, and a set of the most helpful is proposed in paragraph 40.

162. For both national and international purposes, three measures are proposed in paragraph 41. It should be noted that, in each case, the denominator represents the coverage of the statistics, and should not be limited to workers or branches of economic activity involved in the action.
CHAPTER XVI
PUBLICATION

163. The Labour Statistics Recommendation, 1985 (No. 170), recommends that the data should be compiled and published once a year as a minimum. This was also the view of the 14th ICLS and the Meeting of Experts.

164. The period between the reference period and the publication of the data should not be too long, otherwise the information loses its usefulness for a number of purposes. In the ILO Year Book of Labour Statistics, although provision is made for the publication of ten-year series, few countries are able to supply information for the last of the ten years shown, and only slightly more for the previous year. The situation in the national publications is not very different.

165. The Labour Statistics Convention, 1985 (No. 160), provides that detailed descriptions of the sources, concepts, definitions, and methodology used in collecting and compiling the statistics are to be produced and updated to reflect significant changes and published by the competent national body. This view was adopted by the 14th ICLS and supported by the Meeting of Experts. Few countries have published such descriptions, and fewer still provide useful information about concepts and data sources along with their statistics.

Conclusion

166. It is proposed in paragraph 42 that statistics should be published at least once a year. Planners and policy-makers and other users require up-to-date information, particularly in the field of industrial relations, where the climate can change rapidly from year to year. It might be difficult to decide on the minimum delay for reference periods of a month or a quarter, but data compiled for a period of a year should be made available within a year. It is therefore recommended in paragraph 42 that the data should be published as rapidly as possible after the reference period.

167. In order to be able to utilise the information on industrial action correctly, users need to know the source, concepts and definitions, coverage and methods used in compiling the data. It is therefore proposed in paragraph 43 that methodological descriptions should be prepared and published, and updated whenever any major revisions are introduced. As such descriptions could be lengthy, it is proposed in paragraph 44 that these should only be published once, but that the principal details should be presented along with the statistics. It would also be useful for the published statistics to be accompanied by brief comments drawing attention to significant industrial action during the reference period, as suggested in paragraph 44.
DRAFT RESOLUTION CONCERNING STATISTICS OF STRIKES, LOCK-OUTS AND OTHER FORMS OF INDUSTRIAL ACTION

The 15th International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 19 to 28 January 1993,

Recalling the international standards contained in the interim resolution concerning statistics of strikes and lock-outs adopted by the 14th International Conference of Labour Statisticians (October-November 1987),

Recalling the requirements of the Labour Statistics Convention, 1985 (No. 160), and the Labour Statistics Recommendation, 1985 (No. 170),

Recognising the need to provide guidelines to assist and improve the production of national statistics on industrial action and to enhance comparability of such statistics between countries;

Adopts, this ... day of January 1993, the following resolution to replace the interim resolution adopted by the 14th International Conference of Labour Statisticians:

General

1. Each country should aim at developing a comprehensive programme of statistics of strikes, lock-outs and where relevant other forms of industrial action in order to provide an adequate statistical base for the various users, taking into account the specific national needs and circumstances. The programme should provide statistics which may be used, in conjunction with other appropriate economic and social indicators, for descriptions and analyses at both the national and international levels.

2. The major users of the statistics, including the representative organisations of employers and workers, should be consulted when the concepts, definitions and methodology for the collection, compilation and publication of the statistics are designed or revised, so that their needs may be taken into account and their cooperation obtained.

3. In order to promote the comparability of the statistics among countries whose national statistical practices do not conform closely to the international standards, the published data should be accompanied by an explanation of the divergences. Where possible, estimates should be made periodically of any important components excluded, in order to permit an assessment of the major indicators in accordance with the international standards. Alternatively, the necessary components could be identified and separate statistics provided for each, which could then be compared between countries.

Coverage

4. The programme of statistics should in principle cover the whole country, all branches of economic activity and all sectors of the economy, and should be developed to the fullest extent possible in harmony with other economic and social statistics.

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5. The programme should ideally cover all strikes and lock-outs and, where relevant to national circumstances and practices, other forms of industrial action, such as go-slow, working to rule and overtime bans.

6. To the extent possible, no lower limit should be placed on the scale of the industrial action covered by the programme, for instance in terms of the number of workers involved in the action or its duration.

7. The programme should cover only workers involved in industrial action. The secondary effects of industrial action (that is, the effects on other establishments where workers may be made idle or their work affected, or on other self-employed persons who may be made idle or their work affected, as a result of material or service shortages) should not be included, but could be the subject of a separate programme.

Terminology

8. For the purposes of statistics of strikes, lock-outs and other forms of industrial action, the following terms and definitions are used:

(a) A labour dispute is a particular issue or group of issues over which there is conflict between workers and their employers, or about which grievance is expressed by workers or employers, or about which workers or employers support other workers or employers in their demands or grievances.

(b) Strikes are temporary work stoppages effected by one or more groups of workers with a view to enforcing or resisting demands or expressing grievances, or supporting other workers in their demands or grievances.

(c) Lock-outs are temporary closures of one or more places of employment, or suspensions of work, by one or more employers with a view to enforcing or resisting demands or expressing grievances, or supporting other employers in their demands or grievances.

(d) Other forms of industrial action consist of action effected by one or more groups of workers or by one or more employers, with a view to enforcing or resisting demands or expressing grievances, or supporting other workers or employers in their demands or grievances, in which there is no actual cessation of work.

Basic data to be collected, compiled and published on a regular basis

9. Where possible, and where relevant to national circumstances and practices, information should be collected with respect to:

(a) the number of strikes and lock-outs;
(b) the number of other forms of industrial action;
(c) the number of workers involved;
(d) the duration;
(e) the amount of time not worked by workers involved in strikes and lock-outs;

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(f) the number of establishments involved; and

(g) important characteristics of workers involved, establishments involved and the labour disputes.

10. Where possible, the data should be collected, compiled and published separately with respect to strikes and lock-outs and, where relevant, for each of the other forms of industrial action occurring.

11. Where it is possible to collect some or all of the data relating to generalised or widespread industrial action, these should be compiled and published separately.

12. Where possible, the relevant data concerning workers involved directly and workers involved indirectly should be collected, compiled and published separately for each group (see paragraph 17). Where it is possible to collect all or some of the data relating to self-employed workers involved in industrial action, these data should be compiled and published separately for that group.

Measurement

(a) Number of strikes and lock-outs

13. The criterion used to identify a single strike or a single lock-out should be the labour dispute in question. Therefore, the following should be counted as one strike or one lock-out:

(a) a temporary work stoppage, due to one labour dispute, occurring among employees in one establishment or among one group of self-employed workers;

(b) temporary work stoppages, due to one labour dispute, occurring among employees in several establishments or among several groups of self-employed workers at the same time;

(c) temporary work stoppages, due to one labour dispute, occurring among employees in one establishment or among one group of self-employed workers at different times, in which the period between stoppages is not more than one month;

(d) temporary work stoppages, due to one labour dispute, occurring among employees in several establishments or among several groups of self-employed workers at different times, in which the period between stoppages is not more than one month.

14. A strike that later became a lock-out, still due to the same labour dispute, should be treated separately as a strike up to the time that the lock-out was declared, and subsequently as a lock-out. The information about the lock-out should include whether it was preceded by a strike. A similar procedure should be followed with respect to a strike preceded by a lock-out, or a strike or lock-out preceded by another form of industrial action.

(b) Number of other forms of industrial action

15. The criterion used to identify individual forms of industrial action should be the labour dispute in question. Therefore, the following should be counted as one occurrence of industrial action:

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(a) industrial action, due to one labour dispute, among employees in one establishment or among one group of self-employed workers at one time;

(b) industrial action, due to one labour dispute, among employees in several establishments or among several groups of self-employed workers at the same time;

(c) industrial action, due to one labour dispute, among employees in one establishment or among one group of self-employed workers at different times, in which the period between the spells of action is not more than one month;

(d) industrial action, due to one labour dispute, among employees in several establishments or among several groups of self-employed workers at different times, in which the period between the spells of action is not more than one month.

(c) Number of workers involved

16. Workers involved are employees of the establishments involved, or where possible, self-employed workers, and may be involved directly or indirectly.

17. Workers directly involved in a strike are those who participated directly by stopping work. Workers indirectly involved in a strike are those employees of the establishments involved or self-employed workers in the group involved who did not participate directly by stopping work but who were rendered idle because of the strike. Workers directly involved in a lock-out are those employees of the establishments involved who were directly concerned by the labour dispute and who were prevented from working by the lock-out. Workers indirectly involved in a lock-out are those employees of the establishments involved who were not directly concerned by the labour dispute but who were rendered idle by the lock-out. Similarly, workers indirectly involved in other forms of industrial action are those who participated directly in the industrial action. Workers indirectly involved in other forms of industrial action are those employees of the establishments involved or self-employed workers in the groups involved who did not participate directly in the action but who were unable to perform their work in the normal manner or who were rendered idle as a result of it.

18. Each worker involved directly or indirectly at any time during the industrial action should be counted in the number of workers involved, whether the involvement was for the full duration or only part of it.

19. Part-time workers involved should be counted as individuals on the same basis as full-time workers.

20. Workers absent from their normal place of work at the time of the industrial action for reasons such as sick leave, vacation, business or personal reasons, whether authorised or unauthorised, should be excluded from the number of workers involved.

(d) Duration

21. The duration of industrial action may be viewed both in terms of the spells of action due to one labour dispute, and in terms of the span of action due to one labour dispute.

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22. The duration of the spells of industrial action should be measured in terms of normal work-days for the groups of workers concerned, from the day it began among the first group of workers involved to the day it ended among the last group of workers involved. Normal work-days during the period between the spells should not be included.

23. Normal work-days are those days on which work would normally be carried out by the groups of employees concerned or on which self-employed workers would usually expect to work. Weekly rest days should therefore be excluded, as well as any public holidays, etc., on which work was not scheduled for the groups of employees involved or on which the self-employed workers involved would not usually have expected to work. If work is organised in shifts, one shift should be considered as one work-day.

24. The duration of the span of the industrial action should be measured in terms of calendar days, from the date it began among the first group of workers involved to the date it ended among the last group of workers involved.

25. If the industrial action lasts for less than a full work-day, the duration should be measured in terms of hours during which work would normally have been scheduled for the groups of employees involved or during which the self-employed workers involved would usually have expected to work.

26. The amount of time not worked by workers involved in strikes or lock-outs should be estimated in terms of normal hours of work, taking into account the normal work schedule of each category of workers involved. Hours not worked may be converted to days on the basis of the number of normal hours of work per day or per shift for each category of workers concerned.

27. The normal hours of work for the groups of workers concerned should be defined in accordance with the most recent ILO standards.

28. The amount of time not worked by workers involved should be estimated for each day of the strike or lock-out for all workers involved, and the total calculated for the full duration of the strike or lock-out.

29. Where possible, the number of establishments involved should be counted. An establishment involved is one in which one or more groups of employees are directly involved in industrial action, or in which industrial action is effected by the employer. The definition of an establishment should be in accordance with the most recent guidelines of the United Nations.

30. As a minimum, information should be collected on the branch of economic activity in which the workers involved are employed, where possible using a classification scheme that is consistent with the most recent version of the United Nations International Standard Industrial Classification of All Economic Activities.
31. Where possible and where relevant, it would also be useful to collect information concerning the types of labour dispute given below. Consideration should also be given to the collection of the information in 31(a) separately according to whether the labour dispute was an interest dispute or a rights dispute.

(a) Disputes between workers and their employers in which the major issues relate to:

(a)(1) problems concerning wages, bonuses and other compensation (such as increases, methods of calculation and conditions of payment);

(a)(2) problems concerning working conditions (such as reduction or changes in hours of work, the organisation of work, and health and safety in the workplace);

(a)(3) employment problems (such as establishment personnel policies, movement of staff, job evaluations, reclassification of staff, closure of establishment, redundancies and lay-offs);

(a)(4) other problems (such as discrimination, harassment, duress, unfair labour practices and trade union issues).

(b) Other disputes:

(b)(1) sympathy or solidarity (such as strong support for a group of workers on the part of other workers, although these have no direct interest in the particular labour dispute);

(b)(2) protest (such as the expression of grievance with respect to a government policy or decision affecting conditions of work);

(b)(3) other.

32. For national purposes, the following information may be useful, depending on circumstances and practices:

(a) the size of establishments involved, in terms of the number of employees;

(b) the geographical location of the normal place of work of the groups of workers involved;

(c) the sector of the groups of workers involved (such as private, public, parastatal);

(d) the workers' and/or employers' organisations involved;

(e) whether the action taken by workers or employers was official or unofficial, for example whether it was taken in accordance with the relevant rules or legislation established in this regard;

(f) the collective agreement applicable;

(g) whether the employers hired replacement workers during the industrial action;

(h) the economic costs of the industrial action to establishments involved and to workers involved.

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Reference period

33. The statistics should be compiled for reference periods of not more than a year. Where possible, a shorter period such as a month or a quarter should be used, so as to reveal any seasonal trends.

34. The statistics should relate to (a) industrial action beginning during the period under review and also, but separately, (b) industrial action continuing from the previous period. The total of (a) and (b) represents all industrial action in progress during the period under review. A further group that could be identified comprises (c) industrial action terminating during the period under review, which would be a subset of (a) and (b).

Data classification

35. The statistics should be classified at least according to the major branches of economic activity, where possible using a classification scheme that is consistent with the most recent version of the United Nations International Standard Industrial Classification of All Economic Activities. If a strike, lock-out or other form of industrial action covers several branches of economic activity, the relevant information should be classified separately according to the branches involved, if possible.

36. It would also be useful to classify the information according to the following:

(a) number of workers involved (size classes);
(b) duration (size classes);
(c) amount of time not worked, for strikes and lock-outs only (size classes);
(d) the type of labour dispute, using the categories set out in paragraph 31.

The size classes should be fixed according to national circumstances and practices. For the purposes of international comparisons, they should be as follows:

number of workers involved: up to 2, 3-5, 6-9, 10-19, 20-49, 50-99, 100-499, 500-999, 1,000-4,999, 5,000 or more

duration (in work-days): 1 or less, over 1 and up to 2, over 2 and up to 5, over 5 and up to 10, over 10 and up to 15, over 15 and up to 20, over 20 and up to 30, over 30

amount of time not worked: 1 or less, over 1 and up to 10, over 10 and up to 50, over 50 and up to 100, over 100 and up to 1,000, over 1,000 and up to 5,000, over 5,000.

37. For national purposes, depending on circumstances and practices, it may also be useful to classify the information according to other important variables such as those set out in paragraph 31.

Data collection

38. Standard forms should be used to collect the information from the establishments and/or groups of self-employed workers involved. Such forms
should be completed (a) at the start of the industrial action, (b) when the action has terminated and (c) at the end of each reference period if the action continues into the following reference period.

**Analytical measures**

39. In order to assist users at both the national and international levels in understanding and analysing the information collected, a number of measures may be calculated. They may be calculated with respect to strikes and lock-outs; if other forms of industrial action are covered, corresponding measures may be developed. Calculations may be made for each of the major branches of economic activity and all branches together and, where relevant, according to the different variables such as those set out in paragraphs 31 and 32.

40. At the **national level**, averages and distributions of the following type may be useful:

(a) average number of workers involved per strike or lock-out;

(b) average amount of time not worked per strike or lock-out;

(c) average duration per strike or lock-out;

(d) average amount of time not worked per worker involved;

(e) percentage distributions according to the number of workers involved, amount of time not worked, duration and other characteristics such as those set out in paragraphs 31 and 32.

41. In order to permit meaningful comparisons of the statistics to be made, for example between different periods, branches of economic activity, regions and countries, account needs to be taken of the differences in employment size and changes in the number of workers exposed to the risk of industrial action. Among the most useful measures for comparing information at both the **national** and **international levels** are the following:

(a) The amount of time not worked per 1,000 persons employed:
   \[
   \frac{\text{Time not worked by workers involved} \times 1,000}{\text{Total employment}}
   \]

(b) The number of workers involved per 1,000 persons employed:
   \[
   \frac{\text{Number of workers involved} \times 1,000}{\text{Total employment}}
   \]

(c) The amount of time not worked as a proportion of the total amount of time available to be worked.

The total amount of time available to be worked should be measured as the total of all normal hours of work during the reference period that all employees would normally have been expected to work, and/or the total of all usual hours that all self-employed workers would have expected to work.

For each of these measures, the numerator and denominator should have the same coverage. For example, if agriculture is excluded from the coverage, the figures for total employment and the total amount of time available to be worked should also exclude agriculture.
Publication

42. The statistics should be published at least once a year, as rapidly as possible after the end of each reference period.

43. A detailed description of the concepts, definitions and methodology used in collecting, compiling and publishing the statistics should be prepared and published, and updated whenever any major revisions are introduced in the concepts, definitions or methodology. The description should include:

(a) the source of the statistics;

(b) the coverage of the statistics, particularly with respect to:
   - branches of economic activity and sectors covered;
   - the forms of action and types of labour dispute covered;
   - any lower limits fixed for the coverage of the action, in terms of the number of workers involved, duration, amount of time not worked or any combination thereof;

(c) the definitions used;

(d) the methods used for collecting and compiling the statistics;

(e) an assessment or indicators of the quality of the data published.

44. The published statistics should be accompanied as a minimum by brief details concerning the source of the statistics, their coverage and the concepts and definitions used, as well as information on where the detailed description can be obtained. It would also be useful for the publication to draw attention to industrial action which had significant impact on the indicators for particular periods.
APPENDIX 1

RESOLUTION CONCERNING STATISTICS OF INDUSTRIAL DISPUTES,
ADOPTED BY THE
THIRD INTERNATIONAL CONFERENCE OF LABOUR STATISTICIANS
(October 1926)

In each country statistics of industrial disputes should be compiled according to the following general principles:

1. The basic unit – the case of dispute – should be defined as a temporary stoppage of work wilfully effected by a group of workers or by one or more employers with a view to enforcing a demand. Disputes affecting several establishments should be considered as one case if they are organised or directed by one person or organisations.

It is desirable to make, as far as possible, a distinction between strikes and lock-outs.

2. The statistics should relate to disputes beginning in the period under review and also, but separately, to those continuing from the previous period. The total of these two groups of disputes represents the number of disputes in existence during the period under review.

3. The importance of the dispute should be measured by ascertaining the number of establishments and of workers involved in the dispute, the duration of the dispute and the number of man-days lost on account of the dispute.

The number of establishments affected should be based on the technical unit as defined in censuses of industries.

The number of workers involved should be based on the vacancies caused in the establishments affected by the dispute, and calculated by taking an average of the number of vacancies each day during which the dispute lasted, or, where this is not practicable, by taking an average of the number of vacancies recorded at weekly intervals.

The duration of the dispute should be expressed as the number of working days from the date on which the dispute began in the first establishment affected to the date on which it terminated in the last one.

The number of man-days lost should be based on the number of vacancies caused by the dispute during each day of the dispute, or, where this is not practicable, by multiplying the number of days for which the dispute lasted by the average number of vacancies recorded at weekly intervals.

4. The disputes should be classified according to their principal characteristics, indicating in each case the number of establishments affected and that of man-days lost:

A. The matter in dispute. The principal criterion should be the relation of the dispute to collective bargaining, as follows:

(a) disputes related to collective bargaining:

(i) concerning trade unionism or refusal to conclude a collective agreement;

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(ii) concerning conditions of employment:

(1) wages;
(2) hours of labour;
(3) engagement or dismissal of workers;
(4) others.

(b) disputes not related to collective bargaining:

(i) sympathetic disputes;
(ii) political disputes;
(iii) others.

Group (a)(ii) may also be classified into disputes concerning general terms of future employment and disputes concerning the interpretation of existing terms of employment.

B. The result of the disputes. Disputes should be classified according to their general result from the point of view of workers involved, as follows:

(a) disputes where workers' demands have been entirely accepted;
(b) disputes where workers' demands have been partially accepted;
(c) disputes where workers' demands have been rejected;
(d) disputes where employers' demands have been entirely accepted;
(e) disputes where employers' demands have been partially accepted;
(f) disputes where employers' demands have been rejected;
(g) disputes with indeterminate or unknown result.

C. The method of settlement. Disputes should be classified according to the method of their settlement on the following lines:

(a) disputes settled by direct negotiations between the two parties;
(b) disputes settled by the medium of a third party:

(i) through voluntary conciliation accepted by the parties to the dispute;
(ii) through compulsory conciliation imposed by the law;
(iii) through voluntary arbitration;
(iv) through compulsory arbitration;
(c) disputes terminated without successful negotiations.

D. The industries affected. Disputes should be classified according to the principal industrial groups. The classification may be left to the domain of national statistics.

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E. The importance of disputes. Disputes should be classified according to their importance, taking as criteria the number of establishments affected, the number of workers involved, the duration of the disputes, and the number of man-days lost;

(a) disputes should be classified according to the number of establishments affected as follows:

(i) disputes affecting one establishment;
(ii) disputes affecting 2 to 10 establishments;
(iii) disputes affecting 11 to 20 establishments;
(iv) disputes affecting 21 to 100 establishments;
(v) disputes affecting more than 100 establishments.

(b) the classification of disputes by the number of workers involved should be as follows:

(i) disputes affecting less than 10 workers;
(ii) disputes affecting 10 to 100 workers;
(iii) disputes affecting 101 to 1,000 workers;
(iv) disputes affecting 1,001 to 10,000 workers;
(v) disputes affecting over 10,000 workers.

(c) the classification of disputes by their duration should be as follows:

(i) disputes lasting less than 2 working days;
(ii) disputes lasting from 2 to 10 working days;
(iii) disputes lasting from 11 to 50 working days;
(iv) disputes lasting from 51 to 100 working days;
(v) disputes lasting over 100 working days.

(d) disputes should be classified by the number of man-days lost as follows:

(i) disputes involving the loss of less than 20 man-days;
(ii) disputes involving the loss of 20 to 1,000 man-days;
(iii) disputes involving the loss of 1,001 to 50,000 man-days;
(iv) disputes involving the loss of 50,001 to 1,000,000 man-days;
(v) disputes involving the loss of over 1,000,000 man-days.

F. Amount of wages lost by disputes. The wage loss caused by each dispute should be estimated by multiplying the number of man-days lost by the average daily wages of the workers affected. The classification of disputes according to the amount of wages lost may be left to the domain of national statistics.

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5. For the purpose of comparing the risk of industrial disputes between different industries and countries, frequency and severity rates of disputes should be calculated.

The exposure to risk should be expressed in terms of the number of full-time workers, obtained by dividing the total number of days worked during the period by the total number of normal working days in the same period.

The frequency rate should show the number of disputes per 100,000 full-time workers. The severity rate should show the number of man-days lost per 10,000 full-time workers.

6. The above-mentioned data should be published at least yearly. It is desirable, however, that preliminary figures relating more particularly to the number of disputes should be published monthly.
APPENDIX 2

INTERIM RESOLUTION CONCERNING STATISTICS OF STRIKES AND LOCK-OUTS,
ADOPTED BY THE
14th INTERNATIONAL CONFERENCE OF LABOUR STATISTICIANS
(October-November 1987)

General

1. Each country should, where relevant, regularly collect, compile and publish statistics of strikes and lock-outs at least once a year.

2. Detailed descriptions of the sources, concepts, definitions, scope, coverage and methodology used in compiling statistics of strikes and lock-outs should be produced and published.

Terminology

3. For the purposes of this resolution, a strike is a temporary work stoppage wilfully effected by a group of workers with a view to enforcing or resisting a demand or expressing a grievance. Strikes occurring at different times and/or at different establishments but due to the same case of dispute are regarded as one strike, if they have not been interrupted for more than a defined period of time.

4. For the purposes of this resolution, a lock-out is a temporary work stoppage wilfully effected by one or more employers with a view to enforcing or resisting a demand or expressing a grievance. Lock-outs occurring at different times and/or different establishments but due to the same case of dispute are regarded as one lock-out, if they have not been interrupted for more than a defined period of time.

5. For the remainder of this resolution, the statistical measurement, classification and indicators concerning strikes should also apply, where relevant, to lock-outs.

Measurement

6. Statistics of strikes should be established in such a way as to cover the whole country and, if possible, all branches of economic activity.

7. Statistics of strikes should relate to strikes beginning in the period under review and also, but separately, to those continuing from the previous period. The total of these two groups represents the number of strikes in existence during the period under review.

8. Statistics of strikes should be compiled for a reference period of not more than one year.

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9. The importance of a strike should be measured by ascertaining the number of workers involved, the duration of the strike and the aggregate work-days or work-hours not worked on account of the strike during the reference period. Where possible, the number of establishments involved should also be measured.

10. The number of establishments involved should be based on the definition of an establishment as given in the most recent version of the United Nations International Standard Classification of All Economic Activities (ISIC).

Classifications

11. Data on strikes should be cross-classified according to the major branches of economic activity (as far as possible according to ISIC), the number of workers involved and the aggregate number of work-days or work-hours not worked. Statistics of strikes may also be classified according to cause, as follows:

(a) strikes resulting from a dispute between workers and employers relating to:
   (i) problems in connection with wages, bonuses and compensation;
   (ii) problems in connection with conditions of work (hours of work, work organisation, etc.);
   (iii) employment problems (redundancies, closure, reclassification of staff, etc.);
   (iv) other problems.

(b) other strikes.

Indicators

12. The following indicators may be useful for analysing or comparing statistics of strikes:

(a) number of strikes;
(b) number of workers involved;
(c) number of work-days or work-hours not worked;
(d) number of establishments involved;
(e) number of work-days or work-hours not worked per 100 workers in all sectors covered by the strike statistics;
(f) number of work-days or work-hours not worked per 100 workers by sector;
(g) number of workers involved per 100 workers in the establishments involved.

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LABOUR STATISTICS CONVENTION, 1985 (No. 160)

I. GENERAL PROVISIONS

Article 1

Each Member which ratifies this Convention undertakes that it will regularly collect, compile and publish basic labour statistics, which shall be progressively expanded in accordance with its resources to cover the following subjects:

(a) economically active population, employment, where relevant unemployment, and where possible visible underemployment;

(b) structure and distribution of the economically active population, for detailed analysis and to serve as benchmark data;

(c) average earnings and hours of work (hours actually worked or hours paid for) and, where appropriate, time rates of wages and normal hours of work;

(d) wage structure and distribution;

(e) labour cost;

(f) consumer price indices;

(g) household expenditure or, where appropriate, family expenditure and, where possible, household income or, where appropriate, family income;

(h) occupational injuries and, as far as possible, occupational diseases; and

(i) industrial disputes.

Article 2

In designing or revising the concepts, definitions and methodology used in the collection, compilation and publication of the statistics required under this Convention, Members shall take into consideration the latest standards and guidelines established under the auspices of the International Labour Organisation.

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Article 3

In designing or revising the concepts, definitions and methodology used in the collection, compilation and publication of the statistics required under this Convention, the representative organisations of employers and workers, where they exist, shall be consulted with a view to taking into account their needs and to ensuring their co-operation.

Article 5

Each Member which ratifies this Convention undertakes to communicate to the International Labour Office, as soon as practicable, the published statistics compiled in pursuance of the Convention and information concerning their publication, in particular -

(a) the reference information appropriate to the means of dissemination used (titles and reference numbers in the case of printed publications and the equivalent descriptions in the case of data disseminated in other forms); and

(b) the most recent dates or periods for which the different types of statistics are available, and the dates of their publication or release.

Article 6

Detailed descriptions of the source, concepts, definitions and methodology used in collecting and compiling statistics in pursuance of this Convention shall be -

(a) produced and updated to reflect significant changes;

(b) communicated to the International Labour Office as soon as practicable; and

(c) published by the competent body.

II. BASIC LABOUR STATISTICS

Article 15

Statistics of industrial disputes shall be compiled in such a way as to be representative of the country as a whole, covering, where possible, all branches of economic activity.
LABOUR STATISTICS RECOMMENDATION, 1985 (No. 170)

I. BASIC LABOUR STATISTICS

Statistics of industrial disputes

14. (1) Statistics of industrial disputes should be compiled at least once a year.

(2) These statistics should be classified at least according to branch of economic activity.

II. STATISTICAL INFRASTRUCTURE

16. For the purposes of collecting and compiling the labour statistics in pursuance of Part I of this Recommendation, Members should progressively develop the appropriate national statistical infrastructure. The major elements of such an infrastructure should include -

(a) a comprehensive and up-to-date register of establishments or enterprises for the purposes of surveys or censuses; such a register should be sufficiently detailed to permit the selection of samples of establishments or enterprises;

(b) a coordinated system for the implementation of such surveys or censuses of establishments or enterprises;

(c) a capability for the implementation of a continuous and coordinated series of national surveys of households or individuals; and

(d) access for statistical purposes, with appropriate safeguards for their confidential use, to administrative records (such as those of employment services, social security bodies, labour inspection services).

17. Members should establish appropriate national standard classifications, and should encourage and coordinate the observance as far as possible of these classifications by all bodies concerned.

18. Members should take the necessary steps to harmonise the statistics compiled in pursuance of this Recommendation from different sources and by different bodies.

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19. (1) In designing or revising the concepts, definitions and methodology used in the collection, compilation and publication of the statistics provided for in this Recommendation, Members should take into consideration the international Recommendations on labour statistics established under the auspices of the International Labour Organisation, and relevant Recommendations of other competent international organisations.

(2) Members should review and, if appropriate, revise or update the concepts, definitions and classifications used in compiling labour statistics in pursuance of this Recommendation when the relevant international standards and guidelines are revised, or when new ones are established.

20. In designing or revising the concepts, definitions and methodology used in the collection, compilation and publication of the statistics provided for in the Labour Statistics Convention, 1985, and in this Recommendation, Members might seek assistance from the International Labour Office.
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