# REPORTS AND ENQUIRIES

## The Regulation of Hours of Work in European Industry: II

### Normal Hours of Work

It is now proposed — and this is the most important part of the study — to analyse the contents of the regulations whose nature and scope have been defined[1], that is to say, the provisions relating to actual hours of work and the methods adopted for adapting the regulations to the particular requirements of the various industries affected.

The problem of hours of work will be treated under the two following aspects : normal hours of work, and exemptions necessitated by particular conditions where the application of the normal system is practically impossible.

The provisions relating to normal hours of work fix maximum hours distributed over a specified period : day, week, fortnight, month, or year. The periods most frequently employed, in some cases simultaneously, are the day and the week. Distribution over other periods usually relates to particular industries or cases. One class of undertaking, those requiring to be carried on continuously day and night, Sundays and week-days, also calls for special treatment. Finally, it may happen that, within the limits of normal hours of work, particular circumstances require a shifting of working hours or rest periods from one day to another ; this raises the question of making up lost time and compensation for overtime.

In any case, before entering upon a detailed study of the various cases mentioned, it is indispensable to ascertain the meaning attributed by the national regulations to the expressions relating to hours of work.

#### *Terminology*

It should be noted, in the first place, that collective agreements only state what the " hours of work " should be, as in Great Britain, or the " hours of actual work ", as in Denmark, or sometimes one and sometimes the other, as in Germany, but they do not define the meaning of these various expressions.

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[1] Cf. *International Labour Review*, Vol. XVIII, No. 1, July 1928, pp. 58-74.

On the other hand, some legislations give an idea of what is to be understood by " hours of work ". No account will be taken here of the expressions peculiar to transport undertakings and mines, in which the force of the terms employed, which are usually clearly defined, is of primary importance. In industry generally the only notions taken into consideration are " hours of work " and " hours of actual work ".

" Hours of work "[1] are defined in the Latvian, Lithuanian, and Polish general Acts. In Latvian industry " hours of work " mean the time during which workers must attend at the workplace to carry out the orders of the management or foremen in pursuance of an agreement or the rules of employment of the undertaking or establishment.[2] In Lithuania they are the time during which the workers are exclusively at the disposal of the employer or manager and which they are not permitted to use for their own purposes.[3] In Poland " hours of work " mean the number of hours during which a worker is bound under his contract to be at the orders of the manager either in the establishment or outside it.[4] Under the general Italian legislation " actual work " means any work requiring assiduous and continuous attention. This does not cover occupations which, owing to their nature or the special circumstances of the case, require only discontinuous work or mere being in attendance or watching[5], or (1) time employed in going to the workplace; (2) rest periods, whether spent inside or outside the undertaking; (3) breaks lasting not less than ten minutes and not exceeding two hours in all, which are included between the beginning and end of every period of the working day, during which the wage-earning or salaried employees are not required to do any work. Nevertheless, breaks, even if lasting longer than fifteen minutes, which are allowed to workers employed on very heavy work are included. In order that normal breaks may be deducted in calculating actual working hours, the time at which such breaks begin and end must be fixed in advance and specified in the time-table.[6]

In the general Acts of other countries introducing the notion of " actual work " the meaning assigned to this expression appears to be less strict than in Italy and to be directed chiefly to the exclusion of the rest periods accorded during hours of work. In France, for instance, the circular of 27 May 1919 confirms this interpretation. In Rumania, by the Act of 8 April 1928, normal hours of actual work are fixed at 8 in the day or 48 in the week after deduction of rest periods. In Czecho-

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[1] The Washington Convention uses the expression " working hours ". The Conference of Ministers in London interpreted this expression as follows: " It is agreed that working hours are the time during which the persons employed are at the disposal of the employer; they do not include rest periods posted in accordance with Article 8, during which the persons employed are not at the disposal of the employer. " Article 8 of the Convention provides in effect that the employer must notify by means of the posting of notices such rest intervals accorded during the period of work as are not reckoned as part of the working hours.

[2] A.24.3.22–8.

[3] A.30.11.19–3.

[4] A.18.12.19–2.

[5] L.D.15.3.23–3.

[6] R.D.10.9.23–5.

slovakia the circular of 21 March 1919 states that the Act provides for " 8 hours of actual work, so that the statutory breaks provided for in section 3 are not to be reckoned in the duration of work ". In this case there is no difference between the Acts limiting " hours of work exclusive of breaks " and those limiting " hours of actual work ".

It is clear from the foregoing that, where the provisions refer to " actual work ", rest periods are not included. Where, on the other hand, the provisions refer simply to " hours of work ", rest periods may or may not be included.

The two following tables show the countries in which general or special Acts limit either " hours of work " or " hours of actual work ". Where the legislation expressly mentions this, either positively or negatively, the tables indicate whether or not rest periods and meal-times are included in " hours of work ".[1]

TABLE V. PROVISIONS RELATING TO BREAKS, IN GENERAL LEGISLATION

| Hours of work or normal hours of work | | | | Hours of actual work |
|---|---|---|---|---|
| No provision as to breaks | With provision as to breaks | | | Breaks not included |
| | (Breaks not included) | Breaks not included where the worker is free to leave the workplace | Breaks not included if exceeding quarter of an hour | |
| Bulgaria[1]<br>Greece (*a*)[2]<br>Norway[3]<br>Poland[4]<br>Portugal[5] | Austria[6]<br>Germany[7]<br>Greece (*a*)[2]<br>Rumania[8]<br>Russia[9]<br>Serb-Croat-Slovene Kingdom[10]<br>Sweden[11] | Finland[12]<br>Latvia[13]<br>Lithuania[14] | Netherlands[15] | Belgium[16]<br>Czecho-slovakia[17]<br>France[18]<br>Italy[19]<br>Spain[20] |

(*a*) In Greece the fundamental regulations, i.e. the provisions of the Act of 19.11/2.12.11 relating to the health and safety of the workers and to hours of work and of the Act of 24.6.20 ratifying the Washington Convention, like the Convention itself, contain no indication as to breaks. A certain number of Decrees issued in pursuance of these Acts and dealing with particular industries fix only " hours of work ", while others lay down " actual hours of work not including rest periods or interruptions of work ".

[1] A.24.6.19.
[2] A.19.11/2.12.11; A.24.6.20. See note (*a*).
[3] A.11.7.19.
[4] A.18.12.19–2.
[5] A.7.5.19–1.
[6] A.17.12.19–1.
[7] O.14.4.27–1.
[8] A.8.4.28-34.
[9] Labour Code 9.11.22–98.
[10] A.28.2.22–7.
[11] A.4.6.26–4.
[12] A.27.11.17/16.8.18–2.
[13] A.24.3.22–14.
[14] A.30.11.19–4.
[15] D.21.7.22–31.
[16] A.14.6.21–2.
[17] A.19.12.18; Cir. 21.3.19.
[18] A.23.4.19; Labour Code–6.
[19] L.D.15.3.23–1.
[20] R.D.15.1.20–14.

[1] As regards the Washington Convention, see note (1) on the preceding page.

TABLE VI. PROVISIONS RELATING TO BREAKS, IN SPECIAL LEGISLATION

| Hours of work or normal hours of work | | | | | | | | | | Hours of actual work | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| No provision as to breaks | | With provision as to breaks | | | | | | | | Breaks not included | |
| | | Breaks not included | | Breaks not included where the worker is free to leave the workplace | | Breaks not included if exceeding quarter of an hour | | Breaks for technical reasons, meals, or any other cause, included | | | |
| Country | Undertakings | Country | Undertakings | Country | Undertakings | Country | Undertakings | Country | Undertakings | Country | Undertakings |
| Denmark | Undertakings where work is continuous[1] | Austria | Bakeries[4] | Switzerland | Factories[5] | Germany | Bakeries and pastrycooks[6] | Greece | Bakeries[7] | Luxemburg | Undertakings employing more than 20 workers or using motive power[9] |
| Netherlands | Stonecutters[2] Bakeries[3] | | | | | | | Norway | Bakeries[8] | Netherlands | Dockers[10] |

*(a)* Breaks exceeding quarter of an hour not included.

[1] A.12 2 19–2.
[2] D.20.12.21.
[3] D.21.7.22–40.
[4] A.3.4.19-1.
[5] A.27.6.19-42.
[6] R.23.11.18/16.7.27.
[7] D.14/27.9.12.
[8] A.4.6.18–1.
[9] O.14 12.18.
[10] D.5.9.16–3.

Collective agreements are less explicit on the question of breaks.

In England few agreements contain any provision on the subject. The national agreement for the cotton industry[1], however, expressly excludes the dinner hour from hours of work. In the shipbuilding industry[2] the half-hour break allowed to workers on the night shift is not paid for. The agreement in the iron and steel industry[3], on the other hand, provides that the two quarter-hour breaks allowed to each shift are included in the normal hours of work.

In Germany breaks rarely form the subject of special provisions. Only a few agreements expressly exclude them from hours of work. This is the case for metal-working[4] in Saxony, textiles in Bielefeld[5], in Southern Bavaria[6], and in Württemberg[7], bookbinding (national agreement)[8], wood-working in Berlin[9], Eastern Prussia[10], Bavaria[11], and Saxony.[12]

In Denmark and Switzerland collective agreements containing provisions on breaks are the exception. Examples are the Swiss national agreement for the bookbinding industry[13] and certain agreements in the building industry[14], which do not include breaks in hours of work.

[1] 9.7.19.
[2] 22.3.23.
[3] 19.2.19; 16.11.19.
[4] 30.4.26.
[5] 17.6.25.
[6] 14.10.25.
[7] 12.4.27.
[8] 15.7.26.
[9] 24.3.25.
[10] 12.6.26.
[11] 3.2.25.
[12] 16.12.24.
[13] 1.4.26.
[14] 2.5.25.

## (*a*) *Day and Week.*

Certain legislations adopt the day as the basic period for the calculation of hours of work; others the day and the week; others the day or the week; others, again, the day and a period other than the week[1].

The following tables show the countries with general or special legislation, classified according to these criteria, and indicate the hours corresponding to the basic periods.

TABLE VII. DISTRIBUTION OF HOURS OF WORK IN COUNTRIES WITH GENERAL LEGISLATION

| Distribution by the day | Distribution by the day and week | Distribution by the day or week | Distribution by the day and fortnight | Distribution by the day, week or longer period |
|---|---|---|---|---|
| Austria : 8 h.[1]<br>Germany (*a*) : 8 h.[2]<br>Latvia (*b*): 8 h. Saturday: 6 h.[3]<br>Russia (*a*): 8 h.; Saturday: 6 h.[4] | Belgium : 8 and 48 h.[5]<br>Greece : 8 and 48 h.[6]<br>Lithuania : and 48 h.[7]<br>Netherlands : 8½ and 48 h.[8]<br>Norway : 8½ and 48 h.[9]<br>Poland : 8 and 46 h.; Saturday : 6 h.[10]<br>Portugal (*d*) : 8 and 48 h.[11] | Bulgaria : 8 or 48 h.[12]<br>Czechoslovakia: 8 or 48 h.[13]<br>Italy : 8 or 48 h.[14]<br>Rumania : 8 or 48 h.[15]<br>Saar : 8 or 48 h.[16]<br>Serb-Croat-Slovene Kingdom : Industry : 8 or 48 h.[17]<br>Handicrafts (*e*) : 10 or 60 h.<br>Spain : 8 or 48 h.[18]<br>Sweden : 8 or 48 h.[19] | Finland : 8 and 96 h.[20] | France : 8 or 48 h. on average[21] |

(*a*) Under the Administrative Regulations of 17 April 1924 the Order fixes no maximum daily hour of work, within the limit of the 48-hour working week or the 96-hour working fortnight.

(*b*) The working day for intellectual workers is 6 hours.

(*c*) The working day is 6 hours for persons working in offices or engaged in an intellectual occupation, except those whose work is directly connected with production.

(*d*) The normal working day for salaried employees is 7 hours. The Decree of 7 May 1919 fixes hours of work at 8 a day *and* 48 a week, while the Decree of 20 May 1925, issued to ensure the better carrying out of the Decree of 7 May 1919, limits hours of work to 8 a day *or* 48 a week.

(*e*) Under the Decree of 25 September 1924 issued under section 6 of the Act of 28 February 1922, hours of work must not exceed 8 a day or 48 a week in the following undertakings: blacksmiths, locksmiths', coppersmiths', and scalemakers' workshops; printing establishments; ironing undertakings and establishments for the chemical cleaning and dyeing of clothing and linen; tanners' yards; workshops for the grinding of edge tools; and work in tunnels and caissons. They must not exceed 9 hours a day or 54 a week in undertakings in which wood is worked up, except basket-work undertakings; undertakings in which hides or metals are worked up, except those specified above; and undertakings in which bread is manufactured or meat handled, or in which sausages are manufactured (butchers' and pork butchers' establishments). An Order of 16 January 1925, however, has postponed the coming into force of this Decree.

[1] A.17.12.19–1.
[2] O.14.4.27–1.
[3] A.24.3.22–1 and 4.
[4] Labour Code 9.11.22-94, 95, and 113.
[5] A.14.6.21–2.
[6] R.D.'s under A.19.11/2.12.11 and A.24.6.20.
[7] A.30.11.19–4.
[8] D.21.7.22–24.
[9] A.11.7.19.
[10] A.18.12.19–1.
[11] D.7.5.19–1; 20.5.25–5.
[12] R.O.24.6.19.
[13] A.19.12.18–1.
[14] L.D.15.3.23–1.
[15] A.8.4.28–34.
[16] O.8.11.24–1.
[17] D.28.2.22.
[18] D.3.4.19; 15.1.20.
[19] A.4.6.26–4.
[20] A.27.11.17–2.
[21] Labour Code–6.

[1] The Washington Convention takes as the basic period the day and the week, and prescribes, as a general rule, 8 hours in the day and 48 hours in the week.

TABLE VIII. DISTRIBUTION OF HOURS OF WORK IN COUNTRIES WITH SPECIAL LEGISLATION

| Distribution by the day | | | Distribution by the week | | | Distribution by the day and week | | | Average distribution over given period | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Country | Undertakings | Hours | Country | Undertakings | Hours | Country | Undertakings | Hours | Country | Undertakings | Hours |
| Austria | Bakeries[1] | 8 | Estonia[8] | Railways | 47 | Netherlands | Bakeries[14] | 8 and 48 | Denmark[17] | Undertakings where work is continuous | 8 a day; 160 in 3 weeks |
| Germany | Bakeries[2] | 8 | Switzerland[9] | Factories | 48 | | Stone cutters[15] | 8 and 45 | | | |
| Great Britain | Mines[3] (underground) | 8 | Basle-Town | General Bakers[10], confectioners[11] | 48 51 | Norway | Bakeries[16] | 8 and 48 | Italy[18] | Railways | 8 a day/; 48 a week |
| Greece | Bakeries[4]: Summer Winter | 11 12 | | Caretakers, home workers[12] | 60 | | | | Latvia[19] | Railways | 8 a day or 208 a month |
| Irish Free State | Mines[5] (underground) | 7 | | | | | | | Netherlands[20] | Railways | 208 a month |
| Luxemburg | Undertakings employing more than 20 persons[6] | 8 | Glarus | General Bakers, confectioners, butchers[13] | 55 60 | | | | Sweden[21] | Railways | 208 a month |
| Netherlands | Dockers[7] | 10 | | | | | | | Switzerland[22] | Transport and communications | 8 |

[1] A.3.4.19.
[2] R.23.11.18/16.7.27. The weekly hours, including periods of simple attendance, may be increased to 54 by collective agreement or by decision of the Minister of Labour after consulting the economic associations of employers and workers concerned.
[3] Coal Mines Act, 1887-1926. (For reference only.)
[4] D.27.9.12. In fancy bakeries and biscuit bakeries hours of work are 8 in the day (R.D.24.12.14/6.1.15).
[5] Coal Mines Acts,1887-1919. (For reference.)
[6] O.14.12.18.
[7] D.5.9.16–3. For dockers time on duty may be as much as 12 hours. (D.5.9.16-2.)
[8] A.24.9.17–2.
[9] A.27.6.19–40.
[10] A.8.4.20–2.
[11] A.8 4.20–3.
[12] A.8.4.20–5.
[13] A.6.5.23–5.
[14] D.21.7.22–40.
[15] O.20.12.21–8.
[16] A.4.6.18.
[17] A.12.2.19–2.
[18] D.22.7.23. (For reference.)
[19] O.13.9.23–2. (For reference.)
[20] R.O.28.2.22. (For reference.) The Dutch regulations on hours of work in railway undertakings only limit time on duty, which varies for different categories of the staff.
[21] D.28.8.22–2. (For reference.)
[22] A.6.3.20–3. (For reference.) Transport and communications: average of 8 hours over a period of 14 days.

It will be seen that the average of eight hours per day is adopted as a standard in almost all the legislations. It is only in the handicrafts in the Serb-Croat-Slovene Kingdom, in those of the Canton of Glarus, and in certain handicrafts in Basle-Town, for Dutch dockers, and Greek bakers that average hours are more than eight a day.

As regards the distribution of working hours under collective agreements, it is impossible with the inadequate collection available to undertake a complete study of hours of work in industrial undertakings where this method of regulation is in force. Moreover, many agreements are of purely local application, and in this case they are only useful as an indication.

TABLE IX. DISTRIBUTION OF HOURS OF WORK UNDER COLLECTIVE AGREEMENTS IN DENMARK, GERMANY, GREAT BRITAIN, AND SWITZERLAND

| Denmark | | | Germany | | | | Great Britain | | | Switzerland | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Industry | Scope of agreements | Normal hours of work | Industry | Scope of agreements | Normal hours of work | "Additional" work | Industry | Scope of agreements | Normal hours of work | Handicrafts | Scope of agreements | Normal hours of work |
| Metal-working[1] | National | 8-48 | Iron and steel (*a*) | | | | Iron and steel[30] | Regional | 8 | Tinsmiths and plumbers[43] | National | 50, 52½ (*n*) or 54 |
| | | | Rhineland and Westphalia[13] | Regional | 48 | 52-57 | Engineering[31] | National | 47 (*j*) | Central heating[44] | National | 48 |
| | | | Metal working (*a*) | | | | Shipbuilding[32] | National | 47 | Watchmaking[45] | Local | 48 |
| | | | Berlin[14] | Local | 48 | 54 (*b*) | Electrical trades[33] | National | 47 | Watch-case making[46] | National | 48 (*o*) |
| | | | Bavaria (important towns)[15] | Regional | 48 | 54 | | | | Jewellery[47] | National | 48 |
| | | | Saxony[16] | Regional | 48 | 52 (*c*) | | | | | | |
| | | | Thuringia[17] | Regional | 8-48 | 54 (*c*) | | | | | | |
| Textiles[2] | National | 48 | Textiles | | | | Wool[34] | National | 48 | Embroidery[48] | Regional | 48 (*p*) |
| | | | Bielefeld and Gladbach[18] | Local | 48 | 54 (*c*) | Cotton[35] | National | 48 | | | |
| | | | Aix-la-Chapelle[19] | Local | 48 | 54 (*d*) | Dyeing, bleaching, finishing, etc.[36] | National | 47-48 | | | |
| | | | Southern Bavaria[20] | Regional | 48 | 54 | | | | | | |
| | | | Eastern Saxony[21] | Regional | 48 | 51 (*e*) | | | | | | |
| | | | Würtemberg[22] | Regional | 48 | 54 (*f*) | | | | | | |
| Clothing (bespoke)[3] | Local | 48 | Clothing (ready made)[23] | National | 48 | | | | | Clothing[49] | National | 51 (*q*) |
| | | | Clothing (ready made) (ladies): City of Berlin and Province of Brandenburg[24] | Regional | 48 | 56 | | | | | | |
| Leather[4] | National | 8 | Leather[25] | Regional | 48 | 53 | | | | | | |
| Boots and shoes[5] | National | 8 | Boots and shoes[26] | National | 48 | 54 (*c*) | Boots and shoes[37] | National | 48 | | | |
| Cement[6], tiles, and quarries[7] | National | 8 | | | | | Building[38] | National | 44-46½ (*k*) | Building[50] | Local | 7-9 |
| | | | | | | | | | | Masons[51] | Local | 7-9 |
| | | | | | | | | | | Marble, granite, etc.[52] | National | 48 |
| Chemical industry[8] | Local | 48 | Chemical industry[27] | National | 8 | 10 (max.) (*g*) | Chemical industry[39] | National | 47 (*l*) | | | |

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Paper making[9] | National | 8 a shift | Printing[28] | National | 8 | 1 hr. a day, 5 a wk. (max.) (*h*) | Paper making[40] | National | 48 (*m*) | Bookbinding[53] | National | 48 |
| Shift workers | | | | | | | Paper-box making[41] | National | 48 | | | |
| Day workers | | 48 a week | | | | | | | | Typography[54] | National | 48 |
| Lithography[10] | National | 48 | Bookbinding[29] | National | 48 | 53 (*c*) | Printing[42] | National | 48 | | | |
| Printing[11] | Regional | 48 | | | | | | | | | | |
| Wood-working[12] | National | 48 | Wood working (*i*) | | | | | | | | | |

(*a*) The Order of 16 July 1927 extends section 7 of the Order relating to hours of work of 21 December 1923 to workers in blast furnaces and tube-casting foundries, open hearth, Thomas Bessemer, electric, and crucible steel works, puddling works, rolling mills, forges, and stamping works. Section 7 provides that exceptions from the 8-hour day may only be authorised if urgently necessary in the public interest, and that they must not exceed half an hour a day for workers engaged in occupations specially dangerous to life and health or who are exceptionally exposed to heat, dust, poisonous substances, etc.

(*b*) Where an hour's overtime is worked after a prolonged period of work the reason for this must be notified to the works council.

(*c*) After consultation of the works council.

(*d*) These 6 hours are paid for at 10 per cent. over ordinary rates.

(*e*) The first 3 hours are worked at the order of the management of the undertaking and are paid for at 25 per cent. over ordinary rates.

(*f*) Overtime is paid for from the 49th to the 54th hour at 25 per cent. over ordinary rates.

(*g*) 9 hours a day may be worked after consultation of the works council. In exceptional cases, and for a specified period, hours of work may be increased to 10 a day in undertakings which have not adopted the shift system.

(*h*) During periods of special pressure of work and after consultation of the works council, 1 hour a day of overtime may be worked, with a maximum of 5 hours a week; for typographers the maximum is 3 hours a week.

(*i*) Under the model agreement for the German wood-working industry, dated 1 July 1927, hours of work are 48 a week. The management may require 3 hours' overtime a week, but beyond that number the consent of the representative bodies in the undertaking must be obtained. Regional collective agreements have been concluded on this basis.

(*j*) An agreement dated 9 December 1920 makes the following arrangements for workers in shifts: first shift: 43 hours with 47 hours' pay; second shift: 37½ hours with 47 hours' pay; third shift: 37½ hours with 50 hours' pay.

(*k*) 46½ hours a week in summer and 44 hours in winter.

(*l*) 8 hours a shift for shift workers.

(*m*) 48 hours a week for day workers; 132 hours in 3 weeks for shift workers, or 136 hours if the 4 hours' overtime are paid for at special rates.

(*n*) According to locality.

(*o*) In special cases the joint committee may increase weekly hours of work to 54.

(*p*) The hours of work may be increased by agreement.

(*q*) Subject to other regulation under Cantonal legislation.

[1] 8.6.25.
[2] 26.5.25.
[3] 31.3.25.
[4] 1.4.25.
[5] 2.4.25.
[6] 28.3.24.
[7] 2.4.25.
[8] May 1922.
[9] 1924.
[10] 6.1.22.
[11] 1.7.22.
[12] 16.12.25.
[13] 1. 8.27 (agreement).
[14] 1.6.27.
[15] 1.7.27.
[16] 30.4.26.
[17] 23.8.26.
[18] 17.6.25.
[19] 30.7.24.
[20] 5.4.27 (award).
[21] 17.7.27.
[22] 12.4.27 (award).
[23] 1.8.26.
[24] 15.2.27.
[25] 23.4.26.
[26] 11.3.28.
[27] 31.7.24; 1.7.27 (agreement).
[28] 31.1.25.
[29] 15.7.26.
[30] 19.2.19; 16.11.19 (North of England and Cleveland).
[31] 19.11.19; 30.9.20; 9.12.20.
[32] 22.3.23.
[33] 24.2.21.
[34] 3.2.19.
[35] 1919.
[36] 25.6.21.
[37] 12.12.22.
[38] 22.9.26.
[39] 8.2.18; 15.1.19.
[40] 4.11.20.
[41] 1.10.19.
[42] 30.1.19; 3.12.19.
[43] 3.3.19.
[44] 1.10.19.
[45] 21.10.19 (Canton of Berne).
[46] 7.4.25.
[47] 4.11.19.
[48] 15.7.20 (Eastern Switzerland).
[49] 22.4.22.
[50] 2.5.25 (Zurich).
[51] 2.5.25 (Zurich).
[52] 15.3.25.
[53] 1.4.26.
[54] 6.6.19.

The hours of work laid down in the most important collective agreements in the four countries already mentioned (Denmark, Germany, Great Britain, and Switzerland) are shown in table IX. In some cases it is the day, in others the week, and frequently both, which serve as the basic period for the calculation of hours of work. The German collective agreements have a somewhat special structure. Many of them allow, in certain conditions, not only overtime such as is possible in most countries, but also hours of work which are called " additional " and are authorised in view of the economic situation. For the sake of clearness particulars of these " additional " hours are given in a separate column.

Connected with the distribution of hours of work by the week is the question of the Saturday half-holiday (the " English week ") and the five-day week or eleven-day fortnight.

The principle of the Saturday half-holiday, or at least of the reduction of hours of work on Saturday, is embodied in certain legislations and collective agreements which fix shorter hours on Saturday, with or without an increase on the other days of the week. Other regulations make such a reduction possible by prescribing " 8 hours a day *or* 48 hours a week ". Moreover, the limitation to " 8 hours a day *and* 48 hours a week " does not usually prevent the granting of a Saturday afternoon rest. As a matter of fact most legislations and numerous collective agreements provide ample facilities in this respect[1].

Table X shows the provisions of the national legislations on this point.

The reduction of hours of work on Saturday has for its consequence in several countries an extension of hours on the other days of the week, with a daily maximum of 9 hours in Belgium[2], France[3], and Sweden[4], and 10 hours in Rumania[5]. In the Serb-Croat-Slovene Kingdom[6] the extension must not exceed one hour.

Extension of the provisions allowing a reduction of hours of work on Saturday may lead to the complete suspension of work on that day, or on another day of the week, subject to the hours so lost being carried over to the five remaining working days. This condition will be realised if the regulations only fix weekly hours of work, or daily or weekly hours or if they authorise the increase of the daily working hours to 10.

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[1] The introduction of the Saturday half-holiday is covered by the following provision in the Washington Convention (Article 2 (*b*)) : " Where by law, custom, or agreement between employers' and workers' organisations, or, where no such organisations exist, between employers' and workers' representatives, the hours of work on one or more days of the week are less than 8, the limit of 8 hours may be exceeded on the remaining days of the week by the sanction of the competent public authority, or by agreement between such organisations or representatives ; provided, however, that in no case under the provisions of this paragraph shall the daily limit of 8 hours be exceeded by more than one hour. "

[2] Orders under A.14.6.21–10.

[3] Decree under Labour Code, 6.

[4] A.4.6.26–4.

[5] A.8.4.28–37.

[6] A.28.2.22-II, 8.

TABLE X. LEGISLATION PROVIDING FOR A HALF-HOLIDAY OR SHORTER HOURS OF WORK ON SATURDAY

| Countries with legislation providing for shorter hours on Saturday | Countries with legislation providing for the possibility of a Saturday half-holiday | | |
|---|---|---|---|
| | Method not specified | By collective agreement | By custom |
| Bulgaria[1] : Work ceases at 6 p.m. in handicrafts ; 5 p.m. in industrial undertakings and building. | France[7] | Austria | Rumania[14] |
| Latvia[2] : Reduction of 2 hours | Germany[8] | Belgium (*a*)[12] | Serb-Croat-Slovene Kingdom[15] |
| Netherlands[3] : Work ceases at 1 p.m. | Norway[9] (mines and foundries) | Czechoslovakia (*b*)[13] | |
| Poland[4] : 6 hours | Sweden[10] | Rumania[14] | |
| Russia[5] : 6 hours | Switzerland[11] (factories) | Serb-Croat-Slovene Kingdom[15] | |
| Switzerland[6] (factories) : Work ceases at 5 p.m. | | Spain (*b*)[16] | |

(*a*) The agreement must be sanctioned by Royal Order.
(*b*) By simple agreement between employers and workers.

[1] A.22.11.21.
[2] A.24.3.22–4.
[3] D.21.7.22–23.
[4] A.18.12.19–1.
[5] Labour Code, 109-113.
[6] A.27.6.19–43.
[7] Labour Code, 8.
[8] A.14.4.27–1.
[9] A.11.7.19–1, § 23.
[10] A.4.6.26–4.
[11] A.27.6.19–40; O.7.9.23–135.
[12] A.14.6.21–2.
[13] A.19.12.18–3; Circ. 21.3.19.
[14] A.8.4.28–37.
[15] A.28.2.22–II, 8.
[16] D.15.1.20.

Table VII (page 220) shows in what countries the establishment of the five-day week is possible.

As a matter of fact, the weekly hours of work may be distributed over five working days, with a daily maximum of 10 hours, in France (textile dyeing, laundry work[1], hydraulic flour mills[2]) and the Netherlands (glue factories[3]), and with a maximum of 9½ hours in Norway (foundries[4]).

The distribution may also be over eleven days in a fortnight (one week of six days and one week of five days), if the regulations provide that the weekly average may be calculated over a fortnight with power to increase the daily hours to 9, or if the limitation of hours of work is fixed only for a fortnight.[5]

[1] D. 12.12.19–2 : (*a*) textiles, (*b*) clothing.
[2] D. 31.12.20.
[3] O. 11.9.23–20.
[4] A. 11.7.19.
[5] The Washington Convention allows for these two methods of distribution of hours of work, by the operation of Article 5 (see below, note (*a*) to table XII). The Conference of Ministers in London defined the position in the following terms : " A table fixing hours of work over a longer period than the week may be drawn up in a manner similar to that provided for in Article 5, in order to distribute the hours of work in each week over five days, or in two weeks over eleven days, it being understood that the average working hours may in no case exceed 48 per week."

It may be noted that in Great Britain the five-day week is common, and that the distribution of work over eleven days in a fortnight has been adopted in the collieries of Northumberland, where the workers work for five days in one week and six days in the following week, with a reduction of one hour on Saturday in addition.

(*b*) *Distribution over a Different Period.*

The normal distribution of hours of work on the basis of the day and the week, as provided for in most systems of regulation, is for various reasons not applicable to all industries. Some require a more elastic system, better adapted to the necessities of the technical processes or special needs which the head of the undertaking has to satisfy. In such cases, while maintaining the average normal hours of work, it is necessary to adopt a different distribution which will make it possible under conditions fixed permanently in advance, with a definite time table, to allow for the special needs which prevent a particular industry from observing the normal distribution of working hours. Such other methods of distribution invariably cover a period longer than a week.

Thus under most of the systems of regulation, where work is done in shifts[1], hours of work may be extended beyond the normal daily or weekly limit, provided the average number of hours calculated over a specified period does not exceed these maxima. Similarly, in other exceptional cases in which the normal limit is also recognised as inapplicable, many systems of regulation permit distribution over a specified number of weeks, subject to certain conditions, and provided the average working hours do not exceed the normal limit fixed for a week.[2]

The details of the conditions for the grant of these authorisations for the distribution of hours of work over a period other than a week differ under the various national legislations.

Some make the previous consent of the organisations concerned an indispensable condition of the authorisation. In Belgium[3], for example, in such exceptional circumstances as render the normal limitations inapplicable, the consent of the organisations concerned must be obtained in industries other than seasonal industries, undertakings where the sole motive force employed is the wind, and those where the sole motive force employed is water and which may be brought to a standstill by drought or inundation.[4]

In Italy, Rumania, and Sweden a different distribution may be carried out, if authorised by the competent Minister, or if an agreement is concluded between the parties concerned. The Italian legislation[5] provides that "in all . . . work where such action is necessary owing to technical or seasonal requirements, the 8-hour day or the 48-hour week may be exceeded, provided that the average duration of work during a specified period shall not exceed the limits fixed by Royal Decree on the recommendation of the Minister of Labour and Social Welfare, after consultation with the other Ministers concerned and the Council of

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[1] The work in this case is work that is done in shifts but can be interrupted on Sundays. Work carried on continuously during the seven days of the week and also carried on in shifts forms the subject of special provisions. See below, p. 232.

[2] Articles 2 and 5 of the Washington Convention provide for similar variations. See note (*a*) to table XI, and note (*a*) to table XII.

[3] A.14.6.21–5.

[4] For these industries, see table XIII.

[5] L.D.15.3.23–4.

Ministers, or by an agreement concluded between the parties concerned. " The following definition is given of the expression " agreement "[1]: "The agreements between the parties . . . shall mean the agreement concluded between associations of employers and associations of workers or, in default of associations, between representatives of employers and representatives of workers. "

In Rumania, the number of weeks over which the distribution can be made is fixed by agreement between the parties.[2]

In Sweden, for certain occupations dependent in a material degree upon the seasons or the weather, or where hours are of varying length by reason of any other conditions, the Labour Council may, to such extent as may be found necessary, authorise a different distribution of working hours. The Council may also authorise exceptions where it is shown by statements made by an association or associations of workers that the great majority of the workers who would be affected by such exceptions consider the same desirable, and provided the hours of work are not unduly lengthened.[3]

The consent of the majority of the workers concerned is sufficient in Switzerland[4], where the legislation, by way of exception, allows slight deviations from the normal regulations where these would give rise to special difficulties in the organisation of the work.

Consultation of the organisations concerned is necessary in Austria[5] and in Poland.[6] It is also so in certain instances in Belgium[7], where the Orders authorising special distributions for seasonal industries, and for undertakings in which the sole motive force employed is water or wind, are issued after consultation of the associations of employers and workers concerned.

In Norway[8] longer hours may be worked in summer than in winter in industries dependent on the season, climate or other natural circumstances, subject to the simple consent of the Crown, provided that where the employers or workers concerned belong to national trade organisations, such organisations shall be given an opportunity of expressing their views.

Consultation of the workers in the undertaking is the only condition prescribed in Germany[9] for establishing a different distribution of hours of work.

Lastly, in Spain[10] and in France[11], the authorisation may be granted on the application of the employers' or workers' organisations concerned addressed to the competent authorities. In Spain employers' and workers' organisations which have deduced from experience the necessity for introducing any partial modifications of the regulation of working hours or the list of exemptions, may apply to the joint councils or to the organisations replacing them. In France, on the demand of the employers' or workers' organisations, an equivalent arrangement based on a different period may be authorised by means of a ministerial order

*Continued on page 232.*

[1] D.10.9.23–8.
[2] A.8.4.28–39.
[3] A.4.6.26–5 (1) and (5).
[4] O.7.9.23–181.
[5] A.17.12.19–6.
[6] A.18.12.19–3.
[7] A.14.6.21–14.
[8] A.11.7.19–23.
[9] O.14.4.27–6*a*.
[10] R.D.5.1.20–16.
[11] Decrees, section 2.

TABLE XI. DISTRIBUTION OF HOURS OF WORK FOR WORK DONE IN SHIFTS WITH INTERRUPTION ON SUNDAYS (*a*)

| Period | Country | Special system | Hours a day |
|---|---|---|---|
| 3 weeks | Austria | For pig iron manufactories and forges, provided hours of work do not exceed 144 in 3 weeks[1] | — |
| | France | Flour mills (technicians): 144 hours in 18 days[2] | 10 |
| | | Automatic glass works, 3 shifts: 144 hours in 18 shifts[3] | — |
| | | Gas industry, production and distribution of electricity: 144 hours[4] | — |
| | Latvia | Undertakings where for technical reasons work is done in shifts: 48 hours on an average[5] | — |
| | Netherlands | Certain operations in milk product factories, newspaper printing works, plate glass factories, auxiliary workers in bakeries: 144 hours[6] | — |
| | Rumania | Average hours of actual work calculated over a period of not more than 3 weeks must not exceed 8 a day or 48 a week[7] | — |
| | Serb-Croat-Slovene Kingdom | Undertakings where work is done in shifts, but is periodically suspended, on condition that normal weekly hours of work are not exceeded (48 hours, and 60 hours for handicrafts[8]) | 8, 9 or 10 |
| | Sweden | Undertakings where work is organised in successive shifts, provided total hours of work during a period of not more than 3 weeks are equivalent to 48 hours a week on the average[9] | — |
| 4 weeks | Czechoslovakia | Work in shifts in certain groups of undertakings: 192 hours[10] | — |
| | France | Undertakings for the production and distribution of electric power (Paris region): 192 hours[11] | — |
| | | Automatic glass works, 4 shifts: 192 hours in 24 shifts[12] | 9 |
| 1 year | Italy | To meet technical or seasonal requirements, provided the average of 48 hours a week is not exceeded[13] | — |

(*a*) Article 2 of the Washington Convention provides that "where persons are employed in shifts it shall be permissible to employ persons in excess of 8 hours in any one day and 48 hours in any one week, if the average number of hours over a period of 3 weeks or less does not exceed 8 per day and 48 per week."

[1] R.28.7.20–8.
[2] D.31.12.20.
[3] D.4.11.26–2.
[4] D.30.1.24.
[5] A.24.3.22–13.
[6] O.16.10.26–§14 (33, 34, and 36).
[7] A.8.4.28–38.
[8] A.28.2.22–8.
[9] A.4.6.26–4.
[10] A.19.12.18–1 (5). The list of these operations is given in the Order of 11 January 1919, section 1.
[11] D.30.8.20.
[12] D.4.11.26–2.
[13] L.D.10.9.23–8.

TABLE XII. DISTRIBUTION OF HOURS OF WORK FOR OTHER CLASSES OF WORK IN WHICH THE WEEKLY LIMITATION IS ALSO RECOGNISED AS NOT SUFFICIENTLY ELASTIC (*a*)

| Period | Country (*b*) | Special system | Hours a day |
|---|---|---|---|
| 2 weeks | Austria | Malting[1], distilling[2], breweries[3], hydraulic flour mills (producing more than 100 kg. per week): 96 hours in 2 weeks[4] | 12 |
| | Finland | Hours of work may be distributed over a maximum period of 2 weeks, except in certain specified cases (*c*), provided they do not exceed 96 hours[5] | — |
| | France | Undertakings for the production and distribution of electric power, work on overhead and underground lines[6]; phototypy, photography, photo-engraving, heliogravure[7]; transformation of paper, manufacture of cylinders and plates for printing wallpaper[8] | 9 |
| | Germany | Hours of work may be distributed over a 48-hour week or a 96-hour fortnight[9] | — |
| 3 weeks | Austria | Hydraulic flour mills (producing not more than 100 kg. per week)[10] | — |
| 4 weeks | Czechoslovakia | For occupations in which hours of work are extremely long at certain periods of the year so that the 48 hours cannot conveniently be spread over one week, and in agriculture and occupations connected therewith (*d*)[11] | — |
| | Finland | Motor-car and carrying undertakings[12] | — |
| | Norway | Loading and unloading operations: 192 hours[13] | — |
| 6 weeks | Austria | Peat industries: 288 hours[14] | — |
| | Netherlands | Draining[15] | 12 |
| | Norway | Undertakings dependent on the season[16] | — |
| Period not fixed | Germany | Undertakings with considerable pressure of work during certain periods of the year[17] | — |
| | Rumania | Occupations limited by the nature of the undertaking to certain seasons or dependent on certain atmospheric or agricultural conditions, and occupations to which the normal limitations are considered inapplicable. Average hours of work calculated over a number of weeks fixed by agreement between the parties must not in any case exceed 48 a week[18] | — |
| | Sweden | Certain occupations in which the hours are dependent in a material degree upon the seasons or the weather or are of varying length by reason of other conditions (*e*)[19] | — |

(*a*) Article 5 of the Washington Convention provides that "in exceptional cases where it is recognised that the provisions of Article 2 cannot be applied, but only in such cases, agreements between workers' and employers' organisations concerning the daily limit of work over a longer period of time may be given the force of regulations, if the Government, to which these agreements shall be submitted, so decides. The average number of hours worked per week over the number of weeks covered by any such agreement shall not exceed 48."

(*b*) For Belgium, see table XIII.

(*c*) Where the technical character of the work or other unavoidable circumstances require the same, provided the weekly hours of work are not in any case increased.

(*d*) A list of these occupations is given in the Order of 11 January 1919, section 1.

(*e*) Decisions in this matter and also the fixing of the period are within the competence of the Labour Council.

[1] R.28.7.20–6.
[2] R.28.7.20–6.
[3] R.28.7.20–7.
[4] R.28.7.20–10.
[5] A.27.11.17.
[6] D.30.8.20.
[7] D.30.8.19; D.5.8.27.
[8] D.5.9.26–2; D.7.8.27.
[9] R.17.4.24–1.
[10] R.28.7.20–10.
[11] O.11.1.19–1.
[12] A.27.11.17–2.
[13] A.11.7.19–31.
[14] R.28.7.20–9.
[15] D.21.7.22–25.
[16] A.11.7.19–23.
[17] O.14.4.27–6*a*.
[18] A.8.4.28–39.
[19] A.4.6.26.

TABLE XIII. SUMMARY OF METHODS OF DISTRIBUTION OF HOURS OF WORK IN BELGIUM, FOR SEASONAL INDUSTRIES, UNDERTAKINGS WHERE THE SOLE MOTIVE FORCE EMPLOYED IS WATER OR WIND, AND INDUSTRIES WHERE THE ORDINARY LIMITATIONS ARE RECOGNISED AS INAPPLICABLE[1]

*(Section 5 of the Act of 14 June 1921)*

| Date of R.O. | Nature of undertaking | Number of hours to which actual hours of work may be increased during: | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Period, with maximum or average | Maximum per day | Jan. | Feb. | March | April | May | June | July | Aug. | Sept. | Oct. | Nov. | Dec. |
| 25.2.23 | Undertakings where the sole motive force employed is water or wind | Year: 2,400 h. | 10 | — | — | — | — | — | — | — | — | — | — | — | — |
| 5.3.23 | Hiring of horse and motor vehicles | 2 half-years: 1,200 h.[2] in each | — | 1,200 h. | | | | | | 1,200 h. | | | | | |
| 15.5.23 | (a) Automobile and cycle industries | — | — | 9 | 9 | 9 | 8 | 8 | 7 | 7 | 7 | 7 | 8 | 8 | 9 |
| | (b) Upholsterers. | — | — | 7 | 7 | 8 | 9 | 9 | 9 | 9 | 8 | 8 | 8 | 7 | 7 |
| 22.5.23 | Hand manufacture of firearms | 1.4 to 30.9: 150 h. of overtime[3] | 10 | — | — | — | 150 h. overtime | | | | | | — | — | — |
| 26.6.23 | (a) Building and public works, private undertakings in civil engineering, quarries[4] | Year (1.11 to 31.10): average 8 h. a day | 10 | — | — | — | — | — | — | — | — | — | — | — | — |
| 20.6.24, sec.8[5] | (b) Brick works: (1) Rural | 2 half-years (15.4 to 15.10, 16.10 to 14.4): average 8 h. a day in each | — | 9 | 9 | 9 | 9-10 | 10 | 10 | 10 | 10 | 10 | 18-9 | 9 | 9 |
| | (2) Mechanical[6] | 15.4 to 15.10: maximum 108 h. a fortnight[7] | 10 | 7 | 7 | 7 | 7*10 | 10 | 10 | 10 | 10 | 10 | 10*7 | 7 | 7 |
| 1.8.23 | Clothing and subsidiary industries: | | | | | | | | | | | | | | |
| | (a) Clothing, bespoke and ready made | 2½ months [8] 2½ months | 9 | 7 | 7 | — | — | — | 7 | 7 | 7 | — | — | — | — |
| | (b) Hat making (shapes) | — | — | 7 | 8 | 8 | 9 | 8 | 8 | 8 | 8 | 8 | 9 | 8 | 7 |
| | (c) Millinery | — | — | 8 | 8 | 8 | 9 | 8 | 7 | 7 | 8 | 8 | 9 | 8 | 8 |
| | (d) Furs | — | — | 8 | 8 | 8 | 8 | 8*7 | 7 | 7 | 8 | 8*9 | 9 | 9 | 8 |
| | (e) Embroidery | — | — | 7*8 | 8 | 8 | 8 | 8 | 8 | 8 | 8 | 8*9 | 9 | 8 | 7 |
| | (f) Pleating | — | — | 7 | 8 | 8 | 8*9 | 9 | 9*8 | 8 | 7 | 8 | 9 | 8 | 7 |
| | (g) Dyeing and cleaning | — | — | 7 | 7 | 8 | 8 | 9 | 9 | 9 | 7 | 7 | 9 | 8 | 8 |
| 3.8.23 | Food industries: | | | | | | | | | | | | | | |
| | (a) Syrups, jams, preserved fruit | — | — | 7 | 7 | 7 | 7 | 7 | 7 | 9 | 9 | 9 | 9 | 9 | 7 |
| | (b) Cheese making | — | — | 7 | 7 | 8 | 9 | 9 | 9 | 8 | 8 | 8 | 8 | 8 | 7 |
| | (c) Manufacture of artificial ice | — | — | 7½ | 7½ | 7½ | 7½ | 7½ | 9 | 9 | 9 | 9 | 7½ | 7½ | 7½ |
| | (d) Breweries | 2 half-years: average 8 h. a day in each | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 |

| | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 15.1.24<br>29.8.26, sec. 16 | Flax retting in streams<br>(Hours actually worked to be recorded daily for each worker in a special register.) | 15.4 to 15.10: 1,200 h. | 9 | 8 | 8 | 8 | 8*9 | 9 | 9 | 9 | 9 | 9 | 9*8 | 8 | 8 |
| 16.1.24 | (a) Biscuit works<br>(b) Manufacture of gingerbread and marzipan | — | — | 9*8 | 8 | 8 | 8 | 8*7 | 7 | 7 | 7*8 | 8 | 8*9 | 9 | 9 |
| 21.6.24<br>29.8.26, sec. 16 | Flax retting in ponds<br>(Hours actually worked to be recorded daily for each worker in a special register) | 15.4 to 15.10: 1,200 h. | 9 | 8 | 8 | 8 | 8*9 | 9 | 9 | 9 | 9 | 9 | 9*8 | 8 | 8 |
| 15.2.26 | Seasonal industries:<br>(a) Temporary saw-mills or saw-mills situated not more than 2 km. from outskirts of forest | 2 half-years: average 8 h. a day in each | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 |
| | (b) Straw-hat making (shapes) by manufacturers, valley of the Geer | — | — | 8 | 8 | 8*9 | 9 | 9*8 | 8 | 8*7 | 7 | 7*8 | 8 | 8 | 8 |
| 29.8.26 | (1) .....<br>(2) .....<br>(3) Workers of the works department of the Electricity Office<br>(4) ..... | 6 weeks: average 48 h. a week and 8 h. a day | 10 | — | — | — | — | — | — | — | — | — | — | — | — |
| 8.11.26 | Preservation of eggs by cold | — | — | 8*7½ | 7½ | 8*8½ | 8½ | 8½ | 7½ | 7½ | 7½ | 7½ | 8½ | 8½ | 8½ |
| 27.6.27 | (a) Manufacture of lemonade and aerated waters | — | — | 7 | 7*8 | 8 | 8 | 8 | 8*9 | 9 | 9 | 9*8 | 8 | 8*7 | 7 |
| | (b) Laundries in holiday resorts<br>(c) .....<br>(d) Pastrycooks, Bruges and the coast[9] | —<br><br>Easter to 31.7 | —<br><br>9 | 7<br><br>— | 7<br><br>— | 8<br><br>— | 8<br><br>— | 8<br><br>— | 8<br><br>— | 9<br><br>— | 10<br><br>10 | 9<br><br>9 | 8<br><br>— | 8*7<br><br>— | 7<br><br>— |
| 20.9.27 | Workers normally employed on the whole system of telegraphic or telephonic lines, or on a technical section, a system, or a district | 3 weeks, average 48 h. a week and 8 h. a day | 10 | — | — | — | — | — | — | — | — | — | — | — | — |
| 28.1.28 | Food industries:<br>Confectioners, ice cream, chocolate manufacture | Year: 100 h. of overtime[11] | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 |

* The asterisk denotes that the change is made on the 15th of the month.

[1] Adapted from *Revue du Travail*, 31 July 1927. Transport undertakings are not given in this table. Further, under section 6 of the Act of 14 June 1921 (industries or branches of industry in which the time necessary for the completion of the processes cannot, by reason of their nature, be precisely determined, or in which the materials in course of treatment are subject to rapid deterioration), the Royal Order of 29 June 1924 (section 2) provides that the hours of actual work of persons employed in the making of chemically gilded mouldings for picture framing may be increased to 9 a day provided they do not exceed 96 hours a fortnight.

[2] No limit per day.

[3] The hours utilised must be compensated by an equivalent reduction during the period from 1 October to 31 March.

[4] Lost time may not be made up in advance.

[5] In brick works the working day may fall between 5 a.m. and 7 p.m.

[6] Lost time may not be made up in advance nor by isolated individuals.

[7] From 16 October to 14 April the maximum hours are 84 a fortnight and 7 a day. The starting point for calculating fortnights is the first Monday in January.

[8] The first period runs from the beginning of the fortnight before Easter and the second from 15 September.

[9] Subject to a corresponding reduction of hours of work, so as not to exceed, over the exceptional period, the number of hours allowed by the Act.

[10] Subject to a corresponding reduction of hours of work, so as not to exceed, over the whole year, the number of hours allowed by the Act.

issued after consultation with all the organisations concerned and reference (where necessary) to agreements already in existence. Such arrangements shall not be binding unless confirmed by public administrative regulations.

In the Netherlands[1] the legislation in force contains somewhat similar provisions. Where the workers' and employers' associations in an industry, or, in default thereof, suitable representatives of employers and workers in any industry, consider that a deviation from the provisions of section 24 fixing the normal limit of the daily and weekly hours of work is desirable for any undertaking or group of undertakings carrying on the industry, the Minister may grant a permit for the same conditionally or unconditionally.

The systems of distribution adopted under these authorisations are very varied. They are arranged here in two tables, corresponding to the two cases already indicated, i.e. the case where work done in shifts is interrupted on Sunday (table XI, page 228), and the case where by reason of other technical conditions the weekly limitation is recognised as not sufficiently elastic (table XII, page 229).

A third table (table XIII, page 230-231) deals with the Belgian system. This is of particular interest owing to the fact that Belgium has ratified the Washington Convention and has given the necessary elasticity to its application by distributing the hours of work over a period longer than a week in certain industries, whereas in similar circumstances other countries have allowed an extension of hours.

In industries in which the legislation permits a special system of distribution of hours of work it is to be assumed that collective agreements adopt a similar system or simply refer to the legal provisions. Very little information, however, has been secured on this point. Merely by way of example, reference may be made to the agreement for the British building industry[2], which provides for a week of 46½ hours during "statutory summer time", and 44 hours during the winter months, and the agreements applicable to masons[3] and the building industry[4] in Zurich (Switzerland), which, following similar lines, fix the daily hours of work at 9 from 15 March to 14 October, 8 from 15 October to 14 November and from 15 February to 14 March, and 7 hours from 15 November to 14 February.

### (c) *Special Provisions for Undertakings where Work is Continuous.*

A distinction must be made between work that is continuous during the six days of the week[5] and work that cannot be interrupted even on the seventh day, that is to say, on Sunday. Continuous operation may be due either to technical requirements, such as the use of furnaces which must not be allowed to go out (continuous processes) or other circum-

[1] D.21.7.22-28 (7).
[2] 22.9.26.
[3] 2.5.25.
[4] 2.5.25.
[5] See above, p. 226.

stances making uninterrupted working a condition of the success of the operations, or else to public wants that must be satisfied, such as the supply of water, electricity, etc., to the population. While the average working week of the wage earner employed in shifts on processes that can be interrupted on Sunday is, as has been seen, maintained at 48 hours, it frequently exceeds that limit in the case of work that must be carried on on Sunday also.[1]

*Classes of Work Provided for.* An examination of the texts of Acts and regulations and explanatory memoranda shows that Finland alone gives a definition of work that is necessarily continuous. According to the legislation of this country, work necessarily continuous must be deemed to be that " in which the technical conditions of the work require that the same should be carried on without interruption on every day of the week, both day and night ". Other legislations have recourse to an enumeration of occupations. Thus, in Czechoslovakia, Finland, the Netherlands, and Switzerland, the Acts limiting hours of work are accompanied by lists of occupations considered as having necessarily to be carried on continuously. The legal regulations on the weekly rest give similar particulars in Austria, France, Germany, and Italy. In most other countries the legislation contains provisions of a general character in regard to industries in which the Sunday rest may be abrogated, but does not specify explicitly the occupations to which this applies. Finally, the countries which have ratified the Washington Convention are under an obligation to communicate to the International Labour Office a list of the processes which are classed as being necessarily continuous in character.

It will be found that in all the countries mentioned above the following industries are always included: iron and steel trades and metal working; chemical products; paper; food trades, brewing, sugar manufacture, distilling; lime, pottery, glass works; water, gas, and electricity.

Not all processes or operations in these industries are, however, necessarily continuous.

*Limits of Hours of Work.* All the legislations applicable to industry, with the exception of the Luxemburg regulations, contain special provisions for processes which must necessarily be carried on continuously day and night, Sundays and week-days. In Germany[2], Latvia[3], Lithuania[4], and the Netherlands[5], these provisions relate to the alternation of shifts and are intended to prevent the workers from being employed for an excessive number of hours on the day of the change of shift (a maximum of 16 in Germany and Lithuania and 18 in the Netherlands).

In Spain[6] the hours of work may be fixed by agreement between

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[1] For such processes Article 4 of the Washington Convention provides for working hours of 56 in the week on the average over a period of three weeks.

[2] O.23.11.18–IV.

[3] A.24.3.22–13.

[4] A.30.11.19–12.

[5] A.21.7.22–28 (7).

[6] R.D.15.1.20–8.

TABLE XIV. HOURS OF WORK IN UNDERTAKINGS WHERE WORK IS NECESSARILY CONTINUOUS DAY AND NIGHT, SUNDAYS AND WEEKDAYS

| | |
|---|---|
| *48 hours a week:*<br>On an average without possible extension:<br>Italy (*a*)[1]<br>Netherlands (*b*)[2]<br>Norway[3]<br>With possible extension:<br>Without payment at overtime rates:<br>Sweden (*c*)[4]<br>With payment at overtime rates:<br>Czechoslovakia (*d*)[5]<br>Serb-Croat-Slovene Kingdom (*e*)[6]<br>*52 hours a week on an average:* (156 *hours in three weeks):*<br>Netherlands[2] | *53 hours 20 minutes a week on an average (160 hours in three weeks):*<br>Denmark[7]<br>*56 hours a week on an average:*<br>Distributed over three weeks:<br>Austria (*f*)[8]<br>Belgium (*g*)[9]<br>Finland (*f*)[10]<br>Netherlands (*f*)[11]<br>Without limitation of period:<br>Poland (*h*)[11]<br>Rumania[12]<br>Switzerland[13]<br>*48 to 50 hours a week on an average:*<br>France (*i*) |

(*a*) One week in three the hours may be increased to 56, the average hours not exceeding 48.
(*b*) 144 hours in three weeks or 192 hours in four weeks.
(*c*) With authorisation of the Superior Labour Council.
(*d*) Up to 56 hours.
(*e*) Up to a maximum of 60 hours.
(*f*) 168 hours in three weeks.
(*g*) With compensatory rest of at least 26 full days a year. The Crown may authorise the taking of this average over a period other than three weeks.
(*h*) Payment of two hours' overtime on Saturday (hours of work 8 instead of 6) at overtime rates. Where the limit of 8 hours a day is exceeded on one day a week for one or two successive shifts of workers, the work must be so distributed that every worker has a rest period of 24 hours at least twice in each period of three weeks.

| | |
|---|---|
| (*i*) In undertakings for the production and distribution of electric power (D.30.1.24–5); gas works (D.30.1.24–5); lime (D.21.5.25–5); chemical products (D.10.5.25–5); filtering, raising, and distributing water (D.31.7.26–2); sugar refining and breaking (D.23.9.26–5): | 48 hours on an average distributed over ten weeks, or prolongation by not more than half the normal hours of work on the day of change of shift. |
| In glass works, except plate glass and automatic glass works (D.19.2.25–5); paper making (D.18.12.24–5); pottery (D.15.8.23–5): | Prolongation by not more than half the normal hours on the day of change of shift. |
| For the chief oven man, or oven man acting as such: | Hours unlimited while fire is at full blast, until the furnace is stopped. |
| Plate glass works and automatic glass works (D.4.11.26–2): | 144 hours in three weeks (18 shifts) or 192 hours in four weeks (24 shifts). |
| Factories with continuous furnaces (iron and steel) (D.9.8.20–5): | 56 hours a week on an average. |

[1] L.D.15.3.23–4; D.10.9.23–8.
[2] O.16.10.26–14: hours of work and distribution of hours vary according to the industry.
[3] A.11.7.19–31.
[4] A.4.6.26–4.
[5] A.19.12.18–4.
[6] A.28.2.22–8.
[7] A.12.2.19–1.
[8] R.28.7.20–1.
[9] A.14.6.21–4.
[10] Res.22.12.27-1.
[11] A.18.12.19–6.
[12] A.8.4.28–40.
[13] R.7.9.23–169.

employers and workers at 48 per week. Overtime, to be paid for as such, may be worked up to 12 hours a week.

In Portugal[1], when work is organised in shifts no shift may work beyond the regulation number of hours : 8 hours a day and 48 hours a week.

In Russia[2] legislation fixes the length of the shift at 8 hours, without defining the normal weekly maximum hours of work.

For other countries table XIV shows the hours of work in undertakings where work is carried on continuously.

(*d*) *Making up Lost Time.*

In all industries circumstances of a purely temporary and exceptional character may produce irregularities in the time-table and involve a stoppage of the undertaking for some hours or even for one or several days. These stoppages result in a loss of time to the prejudice of the employer, who naturally desires to utilise all the hours allowed him by the regulations. With this object, several legislations authorise him to increase the hours of work on certain days of the week in order to " make up " lost time. This means, as will be seen, a simple shifting of hours of work within the limits fixed by the regulations.

Six countries — Austria, France, Germany, Italy, Spain, and Switzerland — authorise in this wa the making up of time lost as the result of an unforeseen and non-peri ic interruption.

In Lithuania and Sweden th egulations, without directly introducing the idea of making up lost time, nevertheless make it possible to recover time lost through a stoppage of the work of an undertaking.

The Lithuanian legislation[3] allows overtime to be worked in such cases. It contains the following provisions :

The working of overtime without the previous procuring of a permit from the Inspector of Labour, but subject to his subsequent notification, shall be authorised :

(*c*) If such work is temporarily necessary in any department of an undertaking because the work in this department has been interrupted or completely stopped owing to unforeseen circumstances and this hinders work in the other departments of the undertaking.

In Sweden[4], the arrangement in question is allowed by the following provision :

If any natural event or accident or other circumstance which could not be foreseen causes an interruption in any undertaking or involves imminent danger of such interruption or of injury to life, health or property, workers may be employed beyond the working hours prescribed by section 4 or fixed in virtue of section 5, so far as the aforesaid circumstances require. It shall be the duty of the employer to notify the Labour Council of any such work, together with its cause, extent and duration, within not more than two days from the beginning thereof.

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[1] 7.5.19–11.
[2] Code, 1922–102.
[3] A.30.11.19–9.
[4] A.4.6.26–6.

The making up of lost time is permitted under different conditions in each country. In Germany the law does not require any special notification. In Austria a mere notice to the political authorities of first instance is sufficient. In Spain and Italy such work is authorised in pursuance of an agreement between the parties, which in Italy must take the form of a collective agreement. In France the authorisation is given by the departmental inspector when the time to be made up exceeds one week or is the result of a collective interruption of work on a day other than that of the weekly rest, owing to statutory public holidays, stock-taking, local holidays or other local events, after consulting the employers' and workers' organisations concerned.

The French legislation provides that making up lost time must be collective. In Germany it must affect the whole or a department of an undertaking.

The causes for which making up lost time may be allowed in various countries are shown in table XV.

TABLE XV. CAUSES FOR WHICH MAKING UP LOST TIME MAY BE ALLOWED IN VARIOUS COUNTRIES

| Stoppage in the undertaking; interruption of power supply or lack of materials | Interruption of the normal timetable decided by agreement | Accidental or unforeseen causes | Bad weather | Slack seasons, lack of work | Public holidays and festivals (a) | *Force majeure* |
|---|---|---|---|---|---|---|
| Austria[1]<br>France[2]<br>Spain[3] | Italy[4] | France[5]<br>Italy[6] | Austria[7]<br>France[8]<br>Spain[9] | France[10] | Austria (b)[11]<br>France (c)[12]<br>Spain (d)[13]<br>Switzerland (e)[14] | France[15]<br>Italy[16]<br>Spain[17] |

(a) On the subject of making up time lost by reason of local festivals the Conference of Ministers in London reached the following conclusion: "It is agreed that in cases where a State allows hours to be worked in excess of 48 per week in order to make up time lost by reason of holidays (other than national holidays or holidays with pay), such hours must be included in the maximum number of hours' overtime fixed in virtue of Article 6, and must be paid for at the overtime rates laid down in the said Article." This shifting of hours therefore appears to be made under the system of exceptions rather than under that of making up lost time as above defined.

(b) It is not stated whether statutory or local public holidays are in question. The law allows public holidays to be made up if they cause loss of time.

(c) Statutory and local public holidays under all the public administrative regulations, except in the iron and steel industry, in which the public administrative regulations of 2 April 1926 abolished the making up of statutory public holidays.

(d) Customary public holidays.

(e) Holidays which are not treated as Sundays, and local festivals.

[1] R.28.7.20-11.
[2] Decrees, sec. 3.
[3] D.15.1.20-10.
[4] D.10.9.23-5.
[5] Decrees, sec. 3.
[6] D.10.9.23-5.
[7] R.28.7.20-11.
[8] Decrees, sec. 3.
[9] D.15.1.20-10.
[10] Decrees, sec. 3.
[11] R.28.7.20-11.
[12] Decrees, sec. 3.
[13] D.15.1.20-9.
[14] O.7.9.23-135.
[15] Decrees, sec. 3.
[16] D.10.9.23-5.
[17] D.15.1.20-10.

The German legislation does not explicitly state the cases in which lost time may be made up. Section 1 of the Order of 14 April 1927 provides that:

Hours of work lost in an undertaking or a branch of an undertaking on particular working days may, after the views of the statutory representatives of the workers in the undertaking have been heard, be made up by overtime on the remaining working days of the same or the following week.

The administrative regulations of 17 April 1924 contain the following provisions :

The inspection authorities shall see that execessive hours are not worked in consequence of the authorisation to make up lost time. The making up of lost time shall be permitted only for a whole establishment or a whole department thereof, not for individual workers.

Few countries allow lost time to be made up in advance. Although the texts are not always very explicit on the subject, the making up of lost time in advance does not appear to be authorised to any considerable extent, except in France. The administrative regulations under the Act of 23 April 1919 on the eight-hour day provide in the third section common to them all that " in the event of a general stoppage of work on any day other than the weekly rest day, on account of a public holiday or a local fair or other local event[1], the making up of time so lost may be sanctioned by the departmental inspector of labour after consultation with the organisations of employers and workmen concerned ". Two circulars have explained the circumstances in which lost time may be made up in advance. The first, issued by the Minister of Labour, states that " it should be observed that the authorisation to be given by the departmental inspector of labour is not necessarily limited to a specified public holiday, that it may be given each year with a view to allowing the making up of public holidays expressly named, or that it may even allow such making up until further order, without the need for a special authorisation each year. It is clear that this system can only operate in the case of public holidays, local fairs, or other local events which can be foreseen. In the case of unforeseen local events a special authorisation relating to such event is necessary. "

The second circular states that " the utilisation of the power to make up lost time may be regulated by an authorisation given by the inspector in advance and available for the whole year, and may even in some cases apply until further order, without the necessity of being renewed each year ". In the same circular the Minister issued an instruction to the divisional inspectors of labour " to give heads of undertakings applying for a general authorisation to make up lost time the option of choosing from the two systems (presentation in advance of a time-table showing the distribution of hours worked to make up lost time, or notification of the utilisation of each portion of the time allowed), the one they consider most suitable to their conditions of production. "

In some other countries the making up of lost time in advance appears to be very limited, even where it is possible. In Austria[2] it is authorised

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[1] Some Decrees also include stocktaking.
[2] R.28.7.20-11 (*d*).

for public holidays, in Spain[1] for two consecutive public holidays, and in Switzerland[2] when a working day comes between a Sunday and a public holiday. Under the various legislations, therefore, apart from the making up of time lost on public holidays, only France authorises the making up of lost time in advance.

In France lost time can be made up in advance in all industries in which the Act of 23 April 1919 is at present in force, on the conditions laid down in the respective public administrative regulations. In the other countries mentioned above time lost through public holidays may be made up in all industries without distinction.

Several legislations fix a time-limit within which lost time may be made up. In Austria[3] lost time must be made up during the same week; in Germany[4] during the same or the following week; in Spain[5] during the following week, when only one day is to be made up, and during the following week and the preceding week, when two consecutive days have to be made up; in Switzerland[6] either in the same week or the preceding week or the following week. The French legislation[7] allows a half-day to be made up during the same week by suspending the Saturday half-holiday.

The French system of making up lost time contains a number of other variations, a brief survey of which is given by way of example.

An employer may make up lost time:

(*a*) During the week as a general rule, in case of work on overhead or underground electric lines (interruption by bad weather)[8]; for building and public works (interruption for various reasons)[9];

(*b*) Within a fortnight in case it is impossible during the week (work on overhead or underground electric lines)[10];

(*c*) Within 15 days dating from the time when work is resumed if the stoppage does not exceed one day, in the majority of the regulations;

(*d*) Within 30 days in the clothing trades[11];

(*e*) Within 50 days, in the majority of the regulations, when the stoppage does not exceed one week;

(*f*) Within 45 days in furniture manufacture[12], the iron and steel industry[13], and wholesale boot and shoe making[14], where one week has to be made up;

(*g*) Within 60 days in the textile industries[15], and production and distribution of electric energy and gas[16], when one week has to be made up;

(*h*) Within a period fixed by the inspector of labour, after consulting the organisations concerned, in the great majority of the regulations, where the stoppage exceeds one week.

In loading and unloading undertakings in ports, when workers are engaged by the week or month, time lost as a result of lack of work during the week or month may be made up either during the same week or month, or during the following week or month.[17]

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[1] D.15.1.20–9.
[2] O.7.9.23–135.
[3] R.28.7.20–11 (*d*)
[4] O.14.4.27–1.
[4] D.15.1.20–9.
[6] O.7.9.23–135.
[7] Decrees, sec. 3.
[8] D.30.1.24.
[9] D.11.2.24–3.
[10] D.30.1.24.
[11] D.12.12.19–3.
[12] D.13.8.25–3.
[13] D.2.4.26–3.
[14] D.13.11.19–3.
[15] D.12.12.19–3.
[16] D.12.12.19–3.
[17] D.29.4.21.

Some legislations also fix the daily hours of work that must not be exceeded. These are 9 hours in Spain[1], 10 hours in Austria[2] and France[3]. In Italy the extension of the normal hours of work must not exceed one hour a day.[4]

Several French Decrees fix the maximum number of hours that may be made up. This is 100 hours a year (for slack seasons) in the bleaching, dyeing, and finishing trades and in textile printing, whether on piece goods, spun goods, or yarn, and in the sorting process in connection with combing[5], in the construction and repair of agricultural machinery[6], in the earthenware and porcelain industry[7], in the wholesale boot and shoe trades[8], etc.

Collective agreements rarely contain clauses relating to the making up of lost time. In Great Britain, in the dyeing industry[9], overtime may be worked in the busy months to make up for short time in the quiet months, provided the overtime so worked does not exceed 32 hours in any half-year.

It is to be observed that the British collective agreements sometimes allow the making up of time lost by the individual worker through his own default, and not through sickness or regular leave, while in general the legislations, as has been seen, only authorise the collective making up of lost time. This is the case in the paper[10] and paper-box[11] industries.

(*e*) *Compensation.*

The question of making up lost time has as its corollary that of "compensation". This arises when the work of an undertaking is prolonged for equally temporary and exceptional reasons, the result being a loss of rest by the workers. It is legitimate that "compensation" should be allowed them for the prolongation of their work. This compensation may take the form of special remuneration or an equivalent rest period on other days of the week. It is the second system which constitutes compensation properly so called.

It may also happen that a continuous rest period of several days is allowed at certain periods of the year in compensation for permanent extensions of hours of work.

In Belgium persons engaged in preparatory or accessory work for two hours a day in excess of the normal working hours of the undertaking and those engaged in processes that are necessarily carried on continuously day and night, Sundays and week days (56 hours a week), are entitled to 26 full days of compensatory holidays in the year.[12]

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[1] R.D.15.1.20–11. [2] A.17.12.19–4.

[3] Decrees, 30.8.19–3. This limitation does not apply to industries subject to weather conditions, such as the production of plaster, lime, cement and the quarries connected therewith; production of ochre, whiting and similar materials; treatment of all colouring matters; workshops and works for the crushing, grinding, or powdering of ores or other mineral products or residues, and all operations connected therewith.

[4] D.10.9.23–5. [7] D.15.5.23–3. [10] 4.11.20.

[5] D.12.12.19–3. [8] D.13.11.19. [11] 1.10.19.

[6] D.9.8.20–3. [9] 25.6.21. [12] A.14.6.21–10.

In Bulgaria[1] an equivalent rest period is allowed to workers who have worked overtime for a short period owing to technical requirements, or for the purpose of finishing a job, or preventing damage or loss.

In other countries an exceptional extension of working hours during one or more days in the week must be compensated by an equivalent rest period within a longer or shorter interval. In Norway[2], in bakeries, the compensation must be double the length of the extension of hours for work done between 6 p.m. and 8 p.m.

*(To be continued.)*

# Vocational Education in Russia from 1924 to 1927 [3]

## The School System

The volume entitled "Economic Prospects of the U.S.S.R. for the Financial Year 1927-1928"[4] contains detailed information on the development of public education in Soviet Russia. According to this information the total number of pupils or students in 1926-1927 was 12,677,000, divided into four grades according to their qualifications: lower, 10,825,000; medium, 1,440,000; advanced, 244,000; higher, 168,000. It is proposed to give here only the statistics relating to the last three classes of education, leaving out the category "lower qualifications" which merely corresponds to elementary schools.

### *Medium Qualifications*

As regards the category "medium qualifications", second-grade schools and workers' faculties (*rabfaki*) must be considered separately, as these do not, properly speaking, give specialised vocational education.

The instruction given in second-grade schools is divided into two courses, the first lasting three years and the second two years. The following table shows the development of these schools:

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[1] D.2.8.19-8. [2] D.4.6.18.

[3] As regards the organisation of vocational education and its working up to 1924, cf. *International Labour Review*, Vol. XII, Nos. 3 and 4, Sept. and Oct. 1925: "Vocational Education in Soviet Russia", by B. A. Nikolsky.

[4] *Controlnyé tsifry narodnogo khoziaistva SSSR na 1927-1928 god*, pp. 575-586. Moscow, 1928.