

# 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<sup>1</sup>, 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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<sup>1</sup> 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"<sup>1</sup> 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.<sup>2</sup> 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.<sup>3</sup> 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.<sup>4</sup> 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<sup>5</sup>, 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.<sup>6</sup>

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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<sup>1</sup> 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.

<sup>2</sup> A.24.3.22-8.

<sup>3</sup> A.30.11.19-3.

<sup>4</sup> A.18.12.19-2.

<sup>5</sup> L.D.15.3.23-3.

<sup>6</sup> 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".<sup>1</sup>

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 <sup>1</sup> Greece (a) <sup>2</sup> Norway <sup>3</sup> Poland <sup>4</sup> Portugal <sup>5</sup>	Austria <sup>6</sup> Germany <sup>7</sup> Greece (a) <sup>2</sup> Rumania <sup>8</sup> Russia <sup>9</sup> Serb-Croat-Slovene Kingdom <sup>10</sup> Sweden <sup>11</sup>	Finland <sup>12</sup> Latvia <sup>13</sup> Lithuania <sup>14</sup>	Netherlands <sup>15</sup>	Belgium <sup>16</sup> Czechoslovakia <sup>17</sup> France <sup>18</sup> Italy <sup>19</sup> Spain <sup>20</sup>

(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".

<sup>1</sup> A.24.6.19.

<sup>2</sup> A.19.11/2.12.11; A.24.6.20. See note (a).

<sup>3</sup> A.11.7.19.

<sup>4</sup> A.18.12.19-2.

<sup>5</sup> A.7.5.19-1.

<sup>6</sup> A.17.12.19-1.

<sup>7</sup> O.14.4.27-1.

<sup>8</sup> A.8.4.28-34.

<sup>9</sup> Labour Code 9.11.22-98.

<sup>10</sup> A.28.2.22-7.

<sup>11</sup> A.4.6.26-4.

<sup>12</sup> A.27.11.17/16.8.18-2.

<sup>13</sup> A.24.3.22-14.

<sup>14</sup> A.30.11.19-4.

<sup>15</sup> D.21.7.22-31.

<sup>16</sup> A.14.6.21-2.

<sup>17</sup> A.19.12.18; Cir. 21.3.19.

<sup>18</sup> A.23.4.19; Labour Code-6.

<sup>19</sup> L.D.15.3.23-1.

<sup>20</sup> R.D.15.1.20-14.

<sup>1</sup> 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	Under-takings	Country	Under-takings	Country	Under-takings	Country	Under-takings	Country	Under-takings	Country	Under-takings
Denmark	Under-takings where work is continuous <sup>1</sup>	Austria	Bakeries <sup>4</sup>	Switzerland	Factories <sup>5</sup>	Germany	Bakeries and pastry-cooks <sup>6</sup>	Greece	Bakeries <sup>7</sup>	Luxemburg	Under-takings employing more than 20 workers or using motive power <sup>8</sup>
Netherlands	Stone-cutters <sup>3</sup> Bakeries <sup>9</sup>							Norway	Bakeries <sup>10</sup>	Netherlands	Dockers <sup>11</sup>

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

<sup>1</sup> A.12.2.19-2.<sup>2</sup> D.20.12.21.<sup>3</sup> D.21.7.22-40.<sup>4</sup> A.3.4.19-1.<sup>5</sup> A.27.6.19-42.<sup>6</sup> R.23.11.18/16.7.27.<sup>7</sup> D.14/27.9.12.<sup>8</sup> A.4.6.18-1.<sup>9</sup> O.14.12.18.<sup>10</sup> 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<sup>1</sup>, however, expressly excludes the dinner hour from hours of work. In the shipbuilding industry<sup>2</sup> the half-hour break allowed to workers on the night shift is not paid for. The agreement in the iron and steel industry<sup>3</sup>, 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<sup>4</sup> in Saxony, textiles in Bielefeld<sup>5</sup>, in Southern Bavaria<sup>6</sup>, and in Württemberg<sup>7</sup>, bookbinding (national agreement)<sup>8</sup>, wood-working in Berlin<sup>9</sup>, Eastern Prussia<sup>10</sup>, Bavaria<sup>11</sup>, and Saxony.<sup>12</sup>

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

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

# *Limits of Normal Hours of Work.*

## (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<sup>1</sup>.

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. <sup>1</sup> Germany (a) : 8 h. <sup>2</sup> Latvia (b) : 8 h. Saturday : 6 h. <sup>3</sup> Russia (a) : 8 h. ; Saturday : 6 h. <sup>4</sup>	Belgium : 8 and 48 h. <sup>5</sup> Greece : 8 and 48 h. <sup>6</sup> Lithuania : and 48 h. <sup>7</sup> Netherlands : 8½ and 48 h. <sup>8</sup> Norway : 8½ and 48 h. <sup>9</sup> Poland : 8 and 46 h. ; Sat- urday : 6 h. <sup>10</sup> Portugal (d) : 8 and 48 h. <sup>11</sup>	Bulgaria : 8 or 48 h. <sup>12</sup> Czechoslovakia : 8 or 48 h. <sup>13</sup> Italy : 8 or 48 h. <sup>14</sup> Rumania : 8 or 48 h. <sup>15</sup> Saar : 8 or 48 h. <sup>16</sup> Serb-Croat-Slo- vene Kingdom : Industry : 8 or 48 h. <sup>17</sup> Handicrafts (e) : 10 or 60 h. Spain : 8 or 48 h. <sup>18</sup> Sweden : 8 or 48 h. <sup>19</sup>	Finland : 8 and 96 h. <sup>20</sup>	France : 8 or 48 h. on average <sup>21</sup>

(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.

<sup>1</sup> A.17.12.19-1.

<sup>2</sup> O.14.4.27-1.

<sup>3</sup> A.24.3.22-1 and 4.

<sup>4</sup> Labour Code 9.11.22-94, 95, and 113.

<sup>5</sup> A.14.6.21-2.

<sup>6</sup> R.D.'s under A.19.11/2.12.11 and A.24.6.20.

<sup>7</sup> A.30.11.19-4.

<sup>8</sup> D.21.7.22-24.

<sup>9</sup> A.11.7.19.

<sup>10</sup> A.18.12.19-1.

<sup>11</sup> D.7.5.19-1; 20.5.25-5.

<sup>12</sup> R.O.24.6.19.

<sup>13</sup> A.19.12.18-1.

<sup>14</sup> L.D.15.3.23-1.

<sup>15</sup> A.8.4.28-34.

<sup>16</sup> O.3.11.24-1.

<sup>17</sup> D.28.2.22.

<sup>18</sup> D.3.4.19; 15.1.20.

<sup>19</sup> A.4.6.26-4.

<sup>20</sup> A.27.11.17-2.

<sup>21</sup> Labour Code-6.

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

<sup>1</sup> A.3.4.19.

<sup>2</sup> 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.

<sup>3</sup> Coal Mines Act, 1887-1926. (For reference only.)

<sup>4</sup> 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).

<sup>5</sup> Coal Mines Act, 1887-1919. (For reference.)

<sup>6</sup> O.14.12.18.

<sup>7</sup> D.5.9.16-3. For dockers time on duty may be as much as 12 hours. (D.5.9.16-2.)

<sup>8</sup> A.24.9.17-2.

<sup>9</sup> A.27.6.19-40.

<sup>10</sup> A.8.4.20-2.

<sup>11</sup> A.8.4.20-3.

<sup>12</sup> A.8.4.20-5.

<sup>13</sup> A.6.5.23-5.

<sup>14</sup> D.21.7.22-40.

<sup>15</sup> O.20.12.21-8.

<sup>16</sup> A.4.6.18.

<sup>17</sup> A.12.2.19-2.

<sup>18</sup> D.22.7.23. (For reference.)

<sup>19</sup> O.13.9.23-2. (For reference.)

<sup>20</sup> R.0.23.2.22. (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.

<sup>21</sup> D.28.8.22-2. (For reference.)

<sup>22</sup> 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

GERMANY, GERMANY, 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 <sup>1</sup>	National	8-48	Iron and steel (a) Rhine-land and Westphalia <sup>13</sup> Metal work-ing (a) Berlin <sup>14</sup> Bavaria (im-portant towns) <sup>15</sup> Saxony <sup>16</sup> Thuringia <sup>17</sup>	Regional Local Regional Regional Regional	48 48 48 48 8-48	52-57 54 (b) 54	Iron and steel <sup>30</sup> Engineering <sup>31</sup> Shipbuilding <sup>32</sup> Electrical trades <sup>33</sup>	Regional National National National	8 47 (i) 47 47	Tinsmiths and plumbers <sup>34</sup> Central heating <sup>44</sup> Watchmaking <sup>35</sup> Watch-case making <sup>36</sup> Jewellery <sup>47</sup>	National National Local National National	50, 52½ (n) or 54 48 48 48 (o) 48
Textiles <sup>2</sup>	National	48	Textiles Bielefeld and Gladbach <sup>18</sup> Aix-la-Cha-pelle <sup>19</sup> Southern Bavaria <sup>20</sup> Eastern Saxony <sup>21</sup> Württemberg <sup>22</sup>	Local Local Regional Regional Regional	48 48 48 48 48	54 (c) 54 (d) 54 51 (e) 54 (f)	Wool <sup>34</sup> Cotton <sup>35</sup> Dyeing, bleach-ing, finishing, etc. <sup>36</sup>	National National National	48 48 47-48	Embroidery <sup>45</sup>	Regional	48 (p)
Clothing (bespoke) <sup>3</sup>	Local	48	Clothing (ready made) <sup>23</sup> Clothing (ready made) (ladies); City of Berlin and Province of Brandenburg <sup>24</sup>	Regional Regional	48 48	56				Clothing <sup>46</sup>	National	51 (q)
Leather <sup>4</sup>	National	8	Leather <sup>25</sup>	Regional	48	53						
Boots and shoes <sup>5</sup>	National	8	Boots and shoes <sup>26</sup>	National	48	54 (c)						
Cement <sup>6</sup> , tiles, and quarries <sup>7</sup>	National	8					Building <sup>48</sup>	National	44-46 ½ (b)	Building <sup>49</sup> Masons <sup>51</sup> Marble, granite, etc. <sup>52</sup>	Local Local National	7-9 7-9 48
Chemical industry <sup>8</sup>	Local	48	Chemical industry <sup>27</sup>	National	8	10 (max.) (a)	Chemical industry <sup>49</sup>	National	47 (t)			

Paper making <sup>8</sup>	National	8 a. shift	Printing <sup>23</sup>	National	8	1 hr. a day, 5 a wk. (max.) (h)	Paper making <sup>40</sup>	National	48 (m)	Bookbinding <sup>43</sup>	National	48
Shift workers		48 a week					Paper-box mak- ing <sup>41</sup>		48	Typography <sup>44</sup>		48
Day workers	National	48	Bookbinding <sup>28</sup>	National	48	53 (c)	Printing <sup>42</sup>	National	48			
Lithography <sup>10</sup>	Regional	48										
Printing <sup>11</sup>												
Wood-work- ing <sup>12</sup>	National	48	Wood work- ing <sup>14</sup>									

(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 46th 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 23.3.24.

7 2.4.25.

8 May 1922.

9 1924.

10 6.11.22.

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 23.3.26.

18 17.6.25.

19 30.7.24.

20 5.4.27 (award).

21 17.7.27.

22 19.4.27 (award).

23 1.8.26.

24 16.2.27.

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 10.19.

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<sup>1</sup>.

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<sup>2</sup>, France<sup>3</sup>, and Sweden<sup>4</sup>, and 10 hours in Rumania<sup>5</sup>. In the Serb-Croat-Slovene Kingdom<sup>6</sup> 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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<sup>1</sup> 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."

<sup>2</sup> Orders under A.14.6.21-10.

<sup>3</sup> Decree under Labour Code, 6.

<sup>4</sup> A.4.6.26-4.

<sup>5</sup> A.8.4.28-37.

<sup>6</sup> 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 <sup>1</sup> : Work ceases at 6 p.m. in handicrafts; 5 p.m. in industrial undertakings and building.	France <sup>7</sup>	Austria	Rumania <sup>14</sup>
Latvia <sup>3</sup> : Reduction of 2 hours	Germany <sup>8</sup>	Belgium (a) <sup>12</sup>	Serb.-Croat-Slovene Kingdom <sup>15</sup>
Netherlands <sup>5</sup> : Work ceases at 1 p.m.	Norway <sup>9</sup> (mines and foundries)	Czechoslovakia (b) <sup>13</sup>	
Poland <sup>4</sup> : 6 hours	Sweden <sup>10</sup>	Rumania <sup>14</sup>	
Russia <sup>6</sup> : 6 hours	Switzerland <sup>11</sup> (factories)	Serb.-Croat-Slovene Kingdom <sup>15</sup>	
Switzerland <sup>6</sup> (factories): Work ceases at 5 p.m.		Spain (b) <sup>16</sup>	

(a) The agreement must be sanctioned by Royal Order.

(b) By simple agreement between employers and workers.

<sup>1</sup> A.22.11.21.

<sup>2</sup> A.24.3.22-4.

<sup>3</sup> D.21.7.22-23.

<sup>4</sup> A.18.12.19-1.

<sup>5</sup> Labour Code, 109-113.

<sup>6</sup> A.27.6.19-43.

<sup>7</sup> Labour Code, 8.

<sup>8</sup> A.14.4.27-1.

<sup>9</sup> A.11.7.19-1, § 23.

<sup>10</sup> A.4.6.26-4.

<sup>11</sup> A.27.6.19-40; 0.7.9.23-135.

<sup>12</sup> A.14.6.21-2.

<sup>13</sup> A.19.12.18-3; Circ. 21.3.19.

<sup>14</sup> A.8.4.28-37.

<sup>15</sup> A.28.2.22-II, 8.

<sup>16</sup> 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<sup>1</sup>, hydraulic flour mills<sup>2</sup>) and the Netherlands (glue factories<sup>3</sup>), and with a maximum of 9½ hours in Norway (foundries<sup>4</sup>).

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.<sup>5</sup>

<sup>1</sup> D. 12.12.19-2: (a) textiles, (b) clothing.

<sup>2</sup> O. 11.9.23-20.

<sup>3</sup> D. 31.12.20.

<sup>4</sup> A. 11.7.19.

<sup>5</sup> 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<sup>1</sup>, 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.<sup>2</sup>

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<sup>3</sup>, 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.<sup>4</sup>

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<sup>5</sup> 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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<sup>1</sup> 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.

<sup>2</sup> Articles 2 and 5 of the Washington Convention provide for similar variations. See note (a) to table XI, and note (a) to table XII.

<sup>3</sup> A.14.6.21-5.

<sup>4</sup> For these industries, see table XIII.

<sup>5</sup> 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"<sup>1</sup>: "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.<sup>2</sup>

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.<sup>3</sup>

The consent of the majority of the workers concerned is sufficient in Switzerland<sup>4</sup>, 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<sup>5</sup> and in Poland.<sup>6</sup> It is also so in certain instances in Belgium<sup>7</sup>, 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<sup>8</sup> 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<sup>9</sup> for establishing a different distribution of hours of work.

Lastly, in Spain<sup>10</sup> and in France<sup>11</sup>, 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.*

<sup>1</sup> D.10.9.23-8.

<sup>2</sup> A.8.4.28-39.

<sup>3</sup> A.4.6.26-5 (1) and (5).

<sup>4</sup> O.7.9.23-181.

<sup>5</sup> A.17.12.19-6.

<sup>6</sup> A.18.12.19-3.

<sup>7</sup> A.14.6.21-14.

<sup>8</sup> A.11.7.19-23.

<sup>9</sup> O.14.4.27-6a.

<sup>10</sup> R.D.5.1.20-16.

<sup>11</sup> 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 <sup>1</sup>	—
	France	Flour mills (technicians): 144 hours in 18 days <sup>2</sup>	10
		Automatic glass works, 3 shifts: 144 hours in 18 shifts <sup>3</sup>	—
		Gas industry, production and distribution of electricity: 144 hours <sup>4</sup>	—
	Latvia	Undertakings where for technical reasons work is done in shifts: 48 hours on an average <sup>5</sup>	—
	Netherlands	Certain operations in milk product factories, newspaper printing works, plate glass factories, auxiliary workers in bakeries: 144 hours <sup>6</sup>	—
	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 <sup>7</sup>	—
	Serb-Croat-Slovene Kingdom	Undertakings where work is done in shifts, but is periodically suspended, on condition that normal weekly hour of work are not exceeded (48 hours, and 60 hours for handicrafts <sup>8</sup> )	8, 9 or 10
4 weeks	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 <sup>9</sup>	—
		Work in shifts in certain groups of undertakings: 192 hours <sup>10</sup>	—
		Undertakings for the production and distribution of electric power (Paris region): 192 hours <sup>11</sup>	—
1 year	Italy	Automatic glass works, 4 shifts: 192 hours in 24 shifts <sup>12</sup>	9
		To meet technical or seasonal requirements, provided the average of 48 hours a week is not exceeded <sup>13</sup>	—

(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 8 weeks or less does not exceed 8 per day and 48 per week."

<sup>1</sup> R.28.7.20-8.

<sup>2</sup> D.31.12.20.

<sup>3</sup> D.4.11.26-2.

<sup>4</sup> D.30.1.24.

<sup>5</sup> A.24.3.22-13.

<sup>6</sup> O.16.10.26-§14 (33, 34, and 36).

<sup>7</sup> A.8.4.28-38.

<sup>8</sup> A.28.2.22-8.

<sup>9</sup> A.4.6.26-4.

<sup>10</sup> A.19.12.18-1 (5). The list of these operations is given in the Order of 11 January 1919, section 1.

<sup>11</sup> D.30.8.20.

<sup>12</sup> D.4.11.26-2.

<sup>13</sup> 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 <sup>1</sup> , dis-illing <sup>2</sup> , breweries <sup>3</sup> , hydraulic flour mills (producing more than 100 kg. per week): 96 hours in 2 weeks <sup>4</sup>	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 <sup>5</sup>	—
	France	Undertakings for the production and distribution of electric power, work on overhead and underground lines <sup>6</sup> ; phototypy, photography, photo-engraving, heliogravure <sup>7</sup> ; transformation of paper, manufacture of cylinders and plates for printing wallpaper <sup>8</sup>	9
	Germany	Hours of work may be distributed over a 48-hour week or a 96-hour fortnight <sup>9</sup>	—
3 weeks	Austria	Hydraulic flour mills (producing not more than 100 kg. per week) <sup>10</sup>	—
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) <sup>11</sup>	—
	Finland Norway	Motor-car and carrying undertakings <sup>12</sup> Loading and unloading operations: 192 hours <sup>13</sup>	— —
6 weeks	Austria Netherlands Norway	Peat industries: 288 hours <sup>14</sup> Draining <sup>15</sup> Undertakings dependent on the season <sup>16</sup>	— 12 —
Period not fixed	Germany	Undertakings with considerable pressure of work during certain periods of the year <sup>17</sup>	—
	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 <sup>18</sup>	—
	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) <sup>19</sup>	—

(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.

<sup>1</sup> R. 28.7.20-6.

<sup>2</sup> R. 28.7.20-6.

<sup>3</sup> R. 28.7.20-7.

<sup>4</sup> R. 28.7.20-10.

<sup>5</sup> A. 27.11.17.

<sup>6</sup> D. 30.8.20.

<sup>7</sup> D. 30.8.19; D. 5.8.27.

<sup>8</sup> D. 5.9.26-2; D. 7.8.27.

<sup>9</sup> R. 17.4.24-1.

<sup>10</sup> R. 28.7.20-10.

<sup>11</sup> O. 11.1.19-1.

<sup>12</sup> A. 27.11.17-2.

<sup>13</sup> A. 11.7.19-31.

<sup>14</sup> R. 28.7.20-9.

<sup>15</sup> D. 21.7.22-25.

<sup>16</sup> A. 11.7.19-23.

<sup>17</sup> O. 14.4.27-6a.

<sup>18</sup> A. 8.4.28-39.

<sup>19</sup> 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<sup>1</sup>  
(Section 5 of the Act of 14 June 1921)

(Continued from the end of the last page of 12 Date 1924)

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 per day	Maxi- mum 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. <sup>2</sup> in each	—	—	—	—	—	—	—	—	—	—	—	—	—
15.5.23	(a) Automobile and cycle industries (b) Upholsterers.	—	—	9 7	9 7	9 8	8 9	8 9	7 9	7 9	7 8	7 8	8 8	8 7	9 7
22.5.23	Hand manufacture of firearms	1.4 to 30.9: 150 h. of over-time <sup>3</sup>	10	—	—	—	—	—	—	—	—	—	—	—	—
26.6.23	(a) Building and public works, private undertakings in civil engineering, quarries <sup>4</sup>	Year (1.11 to 31.10): average 8 h. a day	10	—	—	—	—	—	—	—	—	—	—	—	—
20.0.24, sec.8 <sup>5</sup>	(b) Brick works: (1) Rural	2 half- (15.4 to 15.10, years 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 <sup>6</sup>	15.4 to 15.10: maximum 108 h. a fortnight <sup>7</sup>	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 (b) Hat making (shapes) (c) Millinery (d) Furs (e) Embroidery (f) Pleating and cleaning (g) Dyeing and cleaning	2½ months { 2½ months { — — — — —	9 — — — — — —	7 7 8 8 7*8 7 7	7 8 8 8 8 8 7	— 8 9 9 8 8 8	— 9 9 8 8*7 8 8 8	— 8 8 7 8 8 9	7 8 8 7 8 8 9	7 8 8 7 8 8 9	7 8 8 8 8 8 7	— 8 8 8 8*9 8 8 8	— 9 9 9 9 9 9 9	— 8 8 8 8 8 8 8	— 8 8 8 8 8 8 8
3.8.23	Food industries: (a) Syrups, jams, preserved fruit (b) Cheese making (c) Manufacture of artificial ice (d) Breweries	— — 2 half-years: average 8 h. a day in each	— — 9	7 7 7½ 9	7 7 7½ 9	7 7 7½ 9	7 7 7½ 9	7 7 7½ 9	7 9 9 9	7 9 9 9	7 8 8 9	7 8 8 9	9 7½ 9	9 7½ 9	7 8 7½ 9

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

<sup>1</sup> 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.

<sup>2</sup> No limit per day.

<sup>3</sup> The hours utilised must be compensated by an equivalent reduction during the period from 1 October to 31 March.

<sup>4</sup> Lost time may not be made up in advance.

<sup>5</sup> In brick works the working day may fall between 5 a.m. and 7 p.m.

<sup>6</sup> Lost time may not be made up in advance nor by isolated individuals.

<sup>7</sup> 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.

<sup>8</sup> The "first" period runs from the beginning of the fortnight before Easter and the second from 15 September.

<sup>9</sup> 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.

<sup>10</sup> 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<sup>1</sup> 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<sup>2</sup>, 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<sup>3</sup> and the building industry<sup>4</sup> 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<sup>5</sup> 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-

<sup>1</sup> D. 21.7.22-28 (7).

<sup>2</sup> 22.9.26.

<sup>3</sup> 2.5.25.

<sup>4</sup> 2.5.25.

<sup>5</sup> 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.<sup>1</sup>

*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<sup>2</sup>, Latvia<sup>3</sup>, Lithuania<sup>4</sup>, and the Netherlands<sup>5</sup>, these provisions relate to the alteration 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<sup>6</sup> the hours of work may be fixed by agreement between

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<sup>1</sup> 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.

<sup>2</sup> O. 23.11.18-IV.

<sup>3</sup> A. 21.7.22-28 (7).

<sup>4</sup> A. 24.3.22-13.

<sup>5</sup> R.D. 15.1.20-8.

<sup>6</sup> A. 30.11.19-12.

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

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

In glass works, except plate glass and automatic glass } Prolongation by not more than half the  
works (D.19.2.25-5); paper making (D.18.12.24-5); } normal hours on the day of change of  
pottery (D.15.8.23-5): } 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.

<sup>1</sup> L. D. 15.3.23-4; D.10.9.23-8.

<sup>2</sup> O. 16.10.26-14: hours of work and distribution of hours vary according to the industry.

<sup>3</sup> A. 11.7.19-31.

<sup>4</sup> A. 4.6.26-4.

<sup>5</sup> A. 19.12.18-4.

<sup>6</sup> A. 28.2.22-8.

<sup>7</sup> A. 12.2.19-1.

<sup>8</sup> R. 28.7.20-1.

<sup>9</sup> A. 14.6.21-4.

<sup>10</sup> Res. 22.12.27-1.

<sup>11</sup> A. 18.12.19-6.

<sup>12</sup> A. 8.4.28-40.

<sup>13</sup> 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<sup>1</sup>, 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<sup>2</sup> 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 way the making up of time lost as the result of an unforeseen and non-periodic interruption.

In Lithuania and Sweden the regulations, 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<sup>3</sup> 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<sup>4</sup>, 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.

<sup>1</sup> 7.5.19-11.

<sup>2</sup> Code, 1922-102.

<sup>3</sup> A.30.11.19-9.

<sup>4</sup> 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)	<i>Force majeure</i>
Austria <sup>1</sup> France <sup>2</sup> Spain <sup>3</sup>	Italy <sup>4</sup>	France <sup>5</sup> Italy <sup>6</sup>	Austria <sup>7</sup> France <sup>8</sup> Spain <sup>9</sup>	France <sup>10</sup>	Austria (b) <sup>11</sup> France (c) <sup>12</sup> Spain (d) <sup>13</sup> Switzerland (e) <sup>14</sup>	France <sup>15</sup> Italy <sup>16</sup> Spain <sup>17</sup>

(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.

<sup>1</sup> R. 28.7.20-11.

<sup>2</sup> Decrees, sec. 3.

<sup>3</sup> D. 15.1.20-10.

<sup>4</sup> D. 10.9.23-5.

<sup>5</sup> Decrees, sec. 3.

<sup>6</sup> D. 10.9.23-5.

<sup>7</sup> R. 28.7.20-11.

<sup>8</sup> Decrees, sec. 3.

<sup>9</sup> D. 15.1.20-10.

<sup>10</sup> Decrees, sec. 3.

<sup>11</sup> R. 28.7.20-11.

<sup>12</sup> Decrees, sec. 3.

<sup>13</sup> D. 15.1.20-9.

<sup>14</sup> O. 7.9.23-135.

<sup>15</sup> Decrees, sec. 3.

<sup>16</sup> D. 10.9.23-5.

<sup>17</sup> 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 excessive 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<sup>1</sup>, 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<sup>2</sup> it is authorised

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<sup>1</sup> Some Decrees also include stocktaking.

<sup>2</sup> R. 28.7.20-11 (d).

for public holidays, in Spain<sup>1</sup> for two consecutive public holidays, and in Switzerland<sup>2</sup> 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<sup>3</sup> lost time must be made up during the same week; in Germany<sup>4</sup> during the same or the following week; in Spain<sup>5</sup> 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<sup>6</sup> either in the same week or the preceding week or the following week. The French legislation<sup>7</sup> 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)<sup>8</sup>; for building and public works (interruption for various reasons)<sup>9</sup>;

(b) Within a fortnight in case it is impossible during the week (work on overhead or underground electric lines)<sup>10</sup>;

(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<sup>11</sup>;

(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<sup>12</sup>, the iron and steel industry<sup>13</sup>, and wholesale boot and shoe making<sup>14</sup>, where one week has to be made up;

(g) Within 60 days in the textile industries<sup>15</sup>, and production and distribution of electric energy and gas<sup>16</sup>, 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.<sup>17</sup>

<sup>1</sup> D. 15.1.20-9.

<sup>2</sup> O. 7.9.23-135.

<sup>3</sup> R. 28.7.20-11 (d)

<sup>4</sup> O. 14.4.27-1.

<sup>5</sup> D. 15.1.20-9.

<sup>6</sup> O. 7.9.23-135.

<sup>7</sup> Decrees, sec. 3.

<sup>8</sup> D. 30.1.24.

<sup>9</sup> D. 11.2.24-3.

<sup>10</sup> D. 30.1.24.

<sup>11</sup> D. 12.12.19-3.

<sup>12</sup> D. 13.8.25-3.

<sup>13</sup> D. 2.4.26-3.

<sup>14</sup> D. 13.11.19-3.

<sup>15</sup> D. 12.12.19-3.

<sup>16</sup> D. 12.12.19-3.

<sup>17</sup> D. 29.4.21.

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

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<sup>5</sup>, in the construction and repair of agricultural machinery<sup>6</sup>, in the earthenware and porcelain industry<sup>7</sup>, in the wholesale boot and shoe trades<sup>8</sup>, etc.

Collective agreements rarely contain clauses relating to the making up of lost time. In Great Britain, in the dyeing industry<sup>9</sup>, 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<sup>10</sup> and paper-box<sup>11</sup> 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.<sup>12</sup>

<sup>1</sup> R.D.15.1.20-11.

<sup>2</sup> A.17.12.19-4.

<sup>3</sup> 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.

<sup>4</sup> D.10.9.23-5.

<sup>7</sup> D.15.5.23-3.

<sup>10</sup> 4.11.20.

<sup>5</sup> D.12.12.19-3.

<sup>6</sup> D.13.11.19.

<sup>11</sup> 1.10.19.

<sup>8</sup> D.9.8.20-3.

<sup>9</sup> 25.6.21.

<sup>12</sup> A.14.6.21-10.



In Bulgaria<sup>1</sup> 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<sup>2</sup>, 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<sup>3</sup>

### THE SCHOOL SYSTEM

The volume entitled "Economic Prospects of the U.S.S.R. for the Financial Year 1927-1928"<sup>4</sup> 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:

<sup>1</sup> D.2.8.19-8.

<sup>2</sup> D.4.6.18.

<sup>3</sup> 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.

<sup>4</sup> *Controlnyé tsifry narodnogo khoziaistva SSSR na 1927-1928 god*, pp. 575-586. Moscow, 1928.

## DEVELOPMENT OF SECOND-GRADE SCHOOLS, 1924-1927

Course	1924-1925		1925-1926		1926-1927	
	Number of schools	Number of pupils	Number of schools	Number of pupils	Number of schools	Number of pupils
1st course :						
Towns	1,618	630,000	1,994	731,000	1,917	649,000
Villages	2,246	239,000	2,362	276,000	2,917	354,000
Total	3,864	869,000	4,356	1,007,000	4,834	1,003,000
2nd course :						
Towns	1,276	126,000	1,216	124,000	1,195	115,000
Villages	438	21,000	424	19,000	416	21,000
Total	1,714	147,000	1,640	143,000	1,611	136,000

It will be seen from this table that for the first course the number of schools and pupils has increased in the villages, while in the towns, after a considerable advance in 1925-1926, an appreciable diminution in the number of pupils took place in 1926-1927. For the second course, the diminution in the number of schools and in the number of pupils has been continuous both in the towns and the villages. These statistics should be read in connection with the statement made by Mr. Lunacharsky at the October sitting of the Central Executive Committee of the Soviets, namely, that this form of education "remained for some time rather outside the sphere of activity" of the Commissariat of Education, but that every endeavour is now being made to remedy the situation.<sup>1</sup>

As regards the workers' faculties, which are open to workers of at least eighteen years of age, and in which the courses last for three years<sup>2</sup>, their position has remained practically stationary, as the following figures show :

	1924-1925	1925-1926	1926-1927
Number of faculties	113	108	109
Number of professors	4,500	4,100	4,200
Number of pupils	43,300	46,100	44,600

The real system of specialised vocational education begins with the industrial schools (*fabzavooch*), the vocational courses (*profshkola*), and the apprenticeship workshops. The following table shows the development of these :

<sup>1</sup> *Pravda*, 18 Oct. 1927.

<sup>2</sup> In view of the importance of these faculties as a means of facilitating the access of the workers to higher education, the question of increasing the duration of the courses to four years is at present under consideration. (*Pravda*, 18 Oct. 1927.)

**DEVELOPMENT OF INDUSTRIAL SCHOOLS, VOCATIONAL COURSES, AND  
APPRENTICESHIP WORKSHOPS, 1924-1927**

Branch of activity and class of institution	1924-1925			1925-1926			1926-1927		
	Institu- tions	Teachers	Pupils	Institu- tions	Teachers	Pupils	Institu- tions	Teachers	Pupils
Industry :									
Industrial schools	782	9,200	69,700	719	9,800	76,400	799	10,000	85,100
Vocational courses	368	4,400	38,500	411	4,400	39,800	396	4,400	40,200
Apprenticeship workshops	177	980	10,700	230	1,300	17,700	207	990	11,300
Total <sup>1</sup>	1,327	14,580	118,900	1,360	15,500	133,900	1,402	15,390	136,600
Transport :									
Industrial schools	94	1,200	9,900	155	2,000	14,600	181	1,900	17,400
Vocational courses	31	500	3,300	33	660	4,400	26	470	2,700
Total <sup>1</sup>	125	1,700	13,200	188	2,660	19,000	207	2,370	20,100
Agriculture :									
Vocational courses	137	1,000	10,000	135	950	10,200	145	900	11,109
Other branches :									
Vocational courses	139	1,700	14,600	131	1,500	14,500	153	1,400	13,700

<sup>1</sup> In this and the following tables the totals, which in the volume referred to are given in round figures, have been corrected.

As will be seen, the progress realised for industry and transport relates almost exclusively to the industrial schools. For the other branches (agriculture, administration, etc.) the system of vocational courses has remained almost stationary.

For agriculture, "schools for young peasants" have also recently been created and are at present attended by 50,000 pupils. In the other branches certain institutions of the "industrial school" type should also be mentioned, which are attended by 6,000 pupils.

Altogether this first category, intended for the training of workers of medium qualifications, which in 1924-1925 had about 1,950 schools and 174,000 pupils, comprised in 1926-1927 some 2,700 schools with 240,000 pupils, an increase largely due to the development of the "industrial schools".<sup>1</sup>

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<sup>1</sup> It is to be observed that this development of industrial schools is thought useless by a certain section of opinion, which considers that the worker's task tends more and more to be limited to the mere tending of machines. The Commissariat of Education, however, continues to favour this form of vocational instruction. (*Pravda*, 18 Oct. 1927.)

*Advanced Qualifications*

The system of schools for the training of workers of "advanced qualifications" comprises vocational courses, "technicums", and pedagogic schools.

The following table shows the development of this system in the various branches of economic activity :

DEVELOPMENT OF VOCATIONAL COURSES, TECHNICUMS, AND PEDAGOGIC SCHOOLS, 1924-1927

Branch of activity and class of institution	1924-1925			1925-1926			1926-1927		
	Insti- tutions	Teach- ers	Pupils	Insti- tutions	Teach- ers	Pupils	Insti- tutions	Teach- ers	Pupils
Industry :									
Vocational courses	117	1,720	14,600	128	1,680	15,900	170	1,610	18,800
Technicums	151	4,100	33,600	155	4,000	37,800	168	4,600	39,000
Total	268	5,820	48,200	283	5,680	53,700	338	6,210	57,800
Transport :									
Vocational courses	3	49	224	13	221	1,535	18	223	1,730
Technicums	47	1,350	8,560	45	1,230	8,320	48	1,280	8,773
Total	50	1,399	8,784	58	1,451	9,855	66	1,503	10,500
Agriculture :									
Vocational courses	150	1,240	10,720	173	1,250	12,580	204	1,030	14,780
Technicums	173	2,770	21,830	182	2,610	23,970	186	2,840	23,920
Total	323	4,010	32,550	355	3,860	36,550	390	3,870	38,700
Other branches :									
Vocational courses	80	1,110	12,170	92	1,430	16,260	128	1,780	21,150
Technicums	229	5,450	50,130	243	5,700	54,270	247	6,300	50,900
Pedagogic schools	319	5,680	60,150	354	5,620	55,930	373	5,980	51,000
Total	628	12,240	122,450	689	12,750	126,460	748	14,060	123,050

In this system of secondary vocational education (except in the pedagogic schools, where the number of pupils has continually decreased, in spite of the increase in the number of schools and teachers) more or less general progress is found. From 1924-1925 to 1926-1927 the total number of schools and of pupils increased in round figures from 1,270 to 1,540 and from 210,000 to 230,000 respectively<sup>1</sup>.

<sup>1</sup> According to the report of Mr. Lunacharsky already quoted, the number of technicums is, however, far from sufficient to meet the requirements, and the Commissariat of Education proposes to open a certain number of others.

*Higher Qualifications*

The number of schools and institutions for the training of persons of "higher qualifications" varied as follows from 1924 to 1927:

## DEVELOPMENT OF HIGHER SCHOOLS AND TECHNICAL COURSES, 1924-1927

Branch	1924-1925			1925-1926			1926-1927		
	Institutions	Teachers	Pupils	Institutions	Teachers	Pupils	Institutions	Teachers	Pupils
Industry	24	3,700	32,000	25	3,500	34,500	26	3,700	37,400
Transport	5	400	4,700	6	500	4,500	6	500	4,400
Agriculture	38	2,000	24,400	35	2,200	27,200	36	2,400	27,300
Economic and social sciences	17	900	17,200	18	1,000	17,600	18	1,000	17,600
Pedagogy	41	1,700	27,000	41	2,000	28,200	41	2,000	28,200
Medicine	28	3,400	36,600	28	3,700	29,600	28	3,700	29,600
Various	40	2,200	21,600	42	2,400	24,100	42	2,400	24,100
Total	193	14,300	163,500	195	15,300	165,700	197	15,700	168,600

Here the variations are generally inconsiderable. The most regular increase is in the schools for training industrial workers, while in certain branches, such as medicine, there has been a distinct diminution in the number of students.

A recapitulation of the various statistics for 1926-1927 shows the following totals for vocational education properly so called as a whole (in round figures)<sup>1</sup>:

<sup>1</sup> Appreciably different figures are furnished by the enquiry of 15 December 1926 conducted by the Central Statistical Department ("Public education in the U.S.S.R. for the school year 1926-1927"; Moscow, 1927), according to which the pupils are distributed as follows:

Higher education	163,171
Technicums	180,475
Industrial schools	109,403
Vocational schools	117,355
Apprenticeship workshops	11,695
Courses for adults	162,659
Total	744,758

If the number of pupils in the courses for adults is deducted, the result is a total of 582,099, which is less by about 50,000 than that given above, the difference relating exclusively to the number of technicums. It should be noted that the figures of the Central Statistical Department, which contain numerous interpolations, are less recent than those given in the text.

Qualifications	Number of institutions	Number of pupils
Medium	2,700	240,000
Advanced	1,540	230,000
Higher	200	170,000
Total	4,440	640,000

The following table shows the diminution in the number of pupils for each year of attendance (these numbers do not correspond exactly with the figures given above).

Qualifications	First year	Second year	Third year	Fourth year	Fifth year
Medium	117,000	77,000	39,000	8,000	—
Advanced	87,200	66,000	42,500	23,000	—
Higher	45,000	39,850	36,000	34,680	12,150

### THE RECRUITING OF PUPILS

No statistics are available as to the recruiting of the various branches of vocational education, except for the R.S.F.S.R. (higher schools and university education)<sup>1</sup>, and it is not proposed to give here the information as to the intellectual level of the pupils admitted.

#### *Technicums*

The total number of pupils admitted in 1926 was about 30,000. These pupils mostly came from second-grade schools, as the following table shows :

#### PERCENTAGE DISTRIBUTION OF PUPILS ADMITTED TO VARIOUS KINDS OF TECHNICUMS, BY NATURE OF PREVIOUS STUDIES

Branch of instruction	Nature of previous studies				
	Vocational course	Workers' faculties	Peasant schools	Second-grade schools	Various
Pedagogy	1.1	0.3	2.5	91.7	4.4
Agriculture	4.5	0.5	1.8	90.2	3.0
Industry	4.8	6.4	0.3	82.8	5.7
Medicine	0.3	1.5	0.1	96.7	1.4
Pharmacy	0.8	1.1	—	86.6	1.5
Industrial economics	1.1	2.9	0.6	94.7	0.7
Average	2.5	1.9	1.4	90.3	3.9

A considerable increase is noted in the proportion of pupils who had finished the first course of the second-grade school. This proportion increased from 17 per cent. in 1924 to 38.7 per cent. in 1926.

<sup>1</sup> *Narodnoï Prosveshcheniï* (organ of the Commissariat of Education,) 1927, No. 2 and Nos. 11-12.

The percentage distribution by social origin of the pupils admitted was as follows :

Origin	1924	1925	1926
Workers and workers' children	21.5	21.8	21.8
Peasants and peasants' children	36.8	39.6	37.1
Various	41.7	38.6	41.4

There was an appreciable increase in the proportion of members of the Union of Communist Youth, which was 22.5 per cent. in 1924, 30.7 per cent. in 1925, and 34.2 per cent. in 1926. In 1926, 14.5 per cent. of the pupils admitted were members of trade unions.

The percentage distribution by age at the time of entry was as follows :

Age at entry	1924	1925	1926
Under 15 years	9.0	2.5	0.5
15 to 21 years	67.5	82.9	88.0
Over 21 years	23.5	14.6	11.5

These proportions vary considerably in different technicums.

PERCENTAGE DISTRIBUTION BY AGE AT ENTRY OF PUPILS IN VARIOUS KINDS OF TECHNICUMS

Branch of instruction	Age at entry				
	Under 15 years	15-18 years	18-21 years	21-24 years	Over 24 years
Pedagogy	1.2	61.6	32.0	4.5	0.7
Agriculture	0.3	43.1	47.4	7.3	1.9
Industry	—	37.8	43.3	11.7	7.2
Medicine	—	13.7	61.3	18.4	6.6
Pharmacy	—	43.5	38.6	16.0	1.9
Industrial economics	0.2	52.8	40.0	4.8	2.2
Average	0.5	46.2	41.8	8.4	3.1

The two sexes are almost equally distributed in the technicums, the percentages of boys and girls being respectively 54 and 46 in 1924, 56.1 and 43.9 in 1925, 53 and 47 in 1926. The percentage distribution in 1926 in the various technicums was as follows :

Branch of instruction	Boys	Girls
Pedagogy	35.0	65.0
Agriculture	81.3	18.7
Industry	88.3	11.7
Medicine	2.9	97.1
Pharmacy	10.9	89.1
Industrial economics	48.0	52.0
Average	53.0	47.0

Pupils are admitted after examinations, the programme of which generally corresponds to the first course of the second-grade school.

The proportion of admissions to the number of candidates (percentages) was as follows from 1924 to 1926 :

Branch of instruction	1924	1925	1926
Pedagogy	58.4	53.3	57.0
Agriculture	43.4	37.1	39.0
Industry	40.0	32.6	25.6
Medicine	35.5	29.6	43.0
Pharmacy	—	19.1	22.6
Industrial economics	46.6	39.9	38.8

### *Higher Vocational Education*

In 1926 the number of candidates for institutions of higher vocational education was 82,810, of whom 18,370 were admitted (5,713 in Moscow, 4,793 in Leningrad, and 7,864 in the provinces). The distribution by social origin of the candidates and of those admitted was as follows :

#### SOCIAL ORIGIN OF CANDIDATES AND OF THOSE ADMITTED TO HIGHER VOCATIONAL EDUCATION

Origin	Candidates		Admitted	
	Total	Per cent.	Total	Per cent.
Workers and workers' children	15,438	18.6	6,166	33.5
Peasants and peasants' children	12,956	15.7	4,307	23.7
Employees and employees' children	33,602	40.8	4,445	24.2
Children of specialised workers	9,502	11.5	2,488	13.5
Various	11,312	13.4	964	5.1
Total	82,810	100	18,370	100

Among the students admitted in 1927, 46.4 per cent. came from second-grade schools, 28.7 per cent. from workers' faculties, 9.4 per cent. from technicums, 5 per cent. from the former secondary schools, and 2.7 per cent. from evening courses for adults. It is to be noted that the pupils of the workers' faculties are not sufficiently trained to fill all the places reserved for them. Out of 5,830 vacancies placed at their disposal, only 5,124 were filled. Generally the proportion of former pupils of workers' faculties admitted to higher education tends to diminish, as the following figures show (percentages) :

Branch of instruction	1925	1926	1927
Industry	66.3	45.6	47.7
Agriculture	36.7	24.2	18.2
Pedagogy	15.2	10.2	8.3
Economic and social sciences	50.0	43.3	51.1
Medicine	20.8	13.5	15.2
Fine arts	6.2	7.6	2.4
Average	38.5	28.3	28.7



The "worker" group and the "peasant" group were represented as follows in the various branches in 1927 :

PERCENTAGE DISTRIBUTION OF PUPILS OF THE "WORKER" AND "PEASANT" GROUPS IN THE VARIOUS BRANCHES OF HIGHER VOCATIONAL EDUCATION IN 1927

Branch of instruction	Adult workers	Work-ers' children	Un-spectified	Total	Peas-ants	Peas-ants' children	Un-spectified	Total
Industry	46.7	8.5	1.2	56.4	8.6	6.5	0.5	15.6
Agriculture	11.7	10.4	2.1	24.2	14.6	20.6	2.4	37.6
Medicine	5.5	18.4	2.9	26.8	3.6	22.0	2.0	27.6
Social and economic sciences	29.7	7.3	5.4	42.4	15.2	8.3	1.6	25.1
Pedagogy	5.3	10.5	2.3	18.1	4.2	16.4	3.0	23.6
Fine arts	2.6	14.1	—	16.7	0.2	13.2	—	13.4
Average	23.1	11.6	—	34.7	10.5	13.8	—	24.3

The children of specialised and intellectual workers are represented chiefly in the pedagogic faculties, while the "employee" group continually diminishes in numbers, except in the fine-art schools.

From the point of view of the political opinions of the pupils, there is a majority of Communists and members of the Union of Communist Youth, as appears from the following figures :

Branch of instruction	Communist	Union of Communist	No party
	Party	Youth	
Industry	27.4	35.1	37.5
Agriculture	16.3	29.1	54.6
Medicine	12.3	28.0	59.7
Social and economic sciences	45.7	34.6	20.0
Pedagogy	10.8	33.6	55.6
Fine arts	2.0	14.3	83.7
Average	22.0	32.2	45.8

Finally, it appears that the proportion of students belonging to national minorities has continually increased, as the following percentages show :

Racial group	1925	1926	1927
Russians	80.4	77.6	77.3
Jews	7.5	10.9	9.4
Ukrainians	2.6	2.9	3.0
Chuvashes	0.8	0.8	0.8
Tatars	1.1	1.2	1.5
Various	7.6	7.0	8.0

## Unemployment in Scandinavian Countries

### THE SWEDISH UNEMPLOYMENT CENSUS OF 5 MAY 1927

In connection with the appointment in 1926 of a Swedish Government Committee to study the problem of unemployment insurance and other measures to combat unemployment, the Government, on 11 March 1927, appointed a committee of experts to make a supplementary investigation into the nature and causes of unemployment. This committee decided that on 5 May 1927 a general unemployment census should be taken throughout the country.<sup>1</sup> The results of the census have now been published, and a summary, from which the following information has been drawn, appears in the Labour Gazette of the Swedish Social Board.<sup>2</sup>

The enquiry covered 878 communes in all, comprising 113 towns, 39 market towns, and 726 other communes (industrial and rural), with an aggregate population of about four million, or two-thirds of the total population of Sweden. According to the census 64,075 persons, or 62,095 men and 1,980 women, were unemployed. It was found, however, that a certain number had to be eliminated because their unemployment could be attributed to incapacity to work, or because they were casually employed or involved in a dispute at the date of the census, etc. The final results therefore covered 59,922 unemployed persons (58,066 men and 1,856 women).

The enquiry showed that unemployment was spread over some thirty trades. It was highest in the building, metal, forestry, and wood industries, with 17, 14.3, 12.9, and 10 per cent. respectively of the workers covered by the census. Leaving aside the somewhat mixed group of "young workers without a special trade", agriculture and commerce came next with 6.7 and 6.2 per cent. The forestry workers occupy a special position, as their unemployment is in the main purely seasonal. The fact that the census was taken at a date when the winter work in the forests had come to an end, while timber floating and other summer work was only just beginning, meant that, at least in certain parts of North Sweden, practically all the forestry workers were registered as unemployed. Among the industries where there was least unemployment were the electrical industry, hotel and restaurant industry, public services and professions, domestic service, and the printing industry, with 0.1, 0.5, 0.5, 0.7, and 0.8 per cent. respectively of the workers covered by the census.

#### *Causes of Unemployment*

In classifying the unemployed by the causes of unemployment, the system followed on the occasion of previous censuses, of distinguishing between the original cause of unemployment and its immediate cause

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<sup>1</sup> Cf. *Industrial and Labour Information*, Vol. XXII, No. 7, 16 May 1927, p. 271.

<sup>2</sup> *Sociala Meddelanden*, 1928, No. 4, pp. 243-251.

at the date of the census, was again adopted. It has already been explained that only those persons were included whose unemployment was apparently due to the lack of work. On the other hand, the fact that a person had originally lost his employment owing to past sickness or a labour dispute since settled did not mean his exclusion from the enquiry.

If the unemployed are classified by the original cause of unemployment, the following percentages are obtained, which are compared with those for the 1909 and 1910 enquiries :

Original cause of unemployment	1909	1910	1927
Reduced employment in the undertaking } Closing down of undertaking }	90.9	62.4	59.2 9.9
Notice given by worker	2.4	3.7	6.2
Sickness	2.7	2.2	2.5
Military service	0.6	1.8	2.9
Labour disputes	2.8	28.2	0.3
Other causes	—	—	1.1
Cause not given :			
Unemployed who have never had a job }	0.6	1.7	5.8
Others }			11.4
Total	100.0	100.0	100.0

The figures for the groups "notice given by worker", "sickness", "military service", and "labour disputes" are directly comparable for the three enquiries. The 1927 census introduced a new group, that of "other causes", covering persons who reported that they had been given notice for other reasons than lack of work or sickness. In the earlier enquiries no distinction was made between reduced employment in the undertaking and the closing down of the undertaking, the figures being combined under the heading "lack of work". This heading probably also included many of the causes placed under "cause not given" in the 1927 census. Several of the unemployed in that group were seasonal workers, in particular agricultural and forestry workers whose unemployment can largely be attributed to the cessation of their work for climatic reasons. This group also includes young persons who have not yet had a job; these were not mentioned in the former unemployment censuses, their number at the earlier dates undoubtedly being not so large as now.

### *Duration of Unemployment*

Much difficulty was experienced in obtaining at all exact replies as to the duration of unemployment. This was largely due to the fact that many of the unemployed had had several periods of unemployment since their last permanent work, separated by more or less casual jobs. It would be misleading to reckon the duration of unemployment from the date at which the "more permanent" job ceased, especially as in many cases the unemployed themselves appeared uncertain as to what was to be called a permanent or casual job. The only way to obtain an at all useful measure of the duration of unemployment was therefore

to add up the separate periods of unemployment since the last so-called more permanent job. With this calculation the percentage distribution of the unemployed by the duration of unemployment is as follows :

Period of unemployment	Men	Women	Total
Under one week	1.2	1.6	1.2
1-5 weeks	7.7	8.3	7.7
5-9 weeks	7.1	4.6	7.0
9-13 weeks	3.4	5.1	3.5
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Under 3 months	19.4	19.6	19.4
3-6 months	15.2	17.2	15.3
6-9 months	12.4	10.7	12.3
9-12 months	4.2	4.6	4.2
1-2 years	11.4	8.4	11.4
2-3 years	5.9	4.1	5.8
Over 3 years	9.9	5.5	9.8
Uncertain	21.6	29.9	21.8
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Total	100.0	100.0	100.0

The group "uncertain" includes not only the cases in which there was no means of estimating the duration of unemployment, but also those in which the date when the last permanent job ceased was known, but there was no information on the duration of any subsequent casual jobs. The group also includes all unemployed who stated that they had never had a job.

Leaving this last group out of account, the average period of unemployment was 15.5 months. The highest average — 27.8 months of unemployment — was found in the chemical industry, being the result of an average unemployment of four years among workers in the match industry (200 cases of unemployment). Other occupations with a high average were mining with 32.6 months, the tobacco industry, 31.2 months, and the railway and tramway industry, 29.1 months. The most favourable figure was that for forestry workers (4.5 months); about half the unemployed in this group stated that they had not been unemployed for more than 9 weeks, which probably corresponds to their normal seasonal unemployment.

### *Age of the Unemployed*

The percentage distribution of the unemployed in the various age groups is shown in the following table :

Age group	Men	Women	Total
14-20 years	19.2	32.2	19.6
21-30 "	36.2	30.1	36.0
31-40 "	16.9	13.4	16.8
41-50 "	11.8	12.8	11.9
51-60 "	9.3	8.0	9.2
Over 60 years	6.1	3.1	6.0
Age not stated	0.5	0.4	0.5
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Total	100.0	100.0	100.0

The average age of the unemployed covered by this census was 32.8 years, that for men being 32.9 and for women 30.0 years. The average for men was thus much the same as that obtained from the 1909 general unemployment census (33 years). For women, on the other hand, the 1909 average was 38 years, suggesting that at that date unemployment among young women workers was comparatively rare. The 1910 unemployment census also gave an average age of 38 years for women, the corresponding age for men being 36 years, which is evidently to be ascribed to the after-effects of the general strike.

The younger age groups (under 30 years) form a larger proportion in 1927 than at the earlier dates, the position being the reverse for the 30-60 year groups. The group 60 years and over was as large as in 1910, but larger than in 1909. It should be remembered, however, that the comparability of the figures is slightly affected by the fact that the censuses were taken at different times of the year.

### *Marital Condition and Family Responsibilities of the Unemployed*

The following table shows the percentage distribution of the unemployed by marital condition, the percentage results of the 1909-1910 censuses being shown for purposes of comparison :

	Men			Women		
	1909	1910	1927	1909	1910	1927
Unmarried	44.6	40.9	60.2	54.2	55.6	80.4
Married	51.7	55.6	36.2	21.0	20.4	7.7
Widowers or widows	{	3.7	3.0	{	24.8	7.9
Divorced						
			0.6		24.0	4.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

A comparison with the earlier figures shows a marked increase in the relative number of unmarried unemployed, both for men and for women. This is obviously connected with the fact that the younger age groups were larger in 1927 than at the two earlier dates.

The differences with respect to marital condition are also brought out by the figures relating to dependants. Here the percentage distribution is as follows :

Dependants	Men	Women
Wife and child	26.1	—
Wife (or husband) only	10.2	0.1
Children only	3.7	16.4
Other relatives only	6.5	5.2
No dependants	53.5	78.3
Total	100.0	100.0

The number of persons to be supported by the unemployed was 73,159 in all, including 21,064 wives (or husbands incapable of work), 41,683 children under age, and 10,412 other relatives. The data relating to the liability to support other relatives than wife and children may be

described as very uncertain. Certain enquiries undertaken as a check showed that in various cases unemployed persons, who stated, for instance, that they had parents or parents-in-law to support, were actually entirely dependent upon these relatives for their own support. It would therefore be more correct to consider only those persons whom the unemployed were bound to support (wife, or children under age). If only these groups are taken into account, it is found that on an average every unemployed man has 1.07 dependants, and every woman 0.27. If the average is taken for the heads of families, the result for men is 2.68 dependants and for women 1.64. Among the chief occupational groups, that of forestry workers comes first with an average of 3.33 dependants per breadwinner. The high birth-rate in this group is also shown by a classification of the unemployed according to size of family. It was found that of the 46 breadwinners who stated that they had at least 10 dependants (wife and more than 8 children), no fewer than 20 belonged to the forestry group, which, however, comprised only about one-eighth of the total number of unemployed.

### *Miscellaneous*

In addition to the subjects mentioned above, the census cards also give certain information on the place of origin of the unemployed, their education, capacity for work, ownership of property, membership of organisations, relation to the poor law authorities, etc. Statistics have been compiled from these data as well, but although they may give a fairly good idea of the composition of the unemployed group from various points of view, it is clear that these data, being supplied by the unemployed themselves, are not sufficient to answer all the questions arising out of this kind of enquiry, especially those relating to their personal qualifications and the consequent likelihood of their obtaining work. Nor is it possible with the data available to determine to what extent the unemployed took part in the census or refrained from doing so. With a view to obtaining more detailed information on the nature and causes of unemployment in these and other respects, the Social Board organised a series of local enquiries in the summer of 1927 and partly also in the following winter. These were carried out in communes differing in economic structure and situated in different parts of the country. The information obtained from the unemployment census was thus supplemented by such particulars of the personal circumstances and qualifications of the unemployed as could be obtained from various local authorities and institutions. The results have been used to classify the workers in question according to their presumed qualifications and the likelihood of their obtaining work, the system of classification being similar to that used for the English unemployment censuses of 1923 and 1924.

## AN ENQUIRY INTO THE CONDITIONS OF THE UNEMPLOYED IN DENMARK

An enquiry into the conditions of the unemployed on 24 September 1927 was carried out by the Danish Statistical Department.<sup>1</sup> The material was obtained in the form of replies to questionnaires issued to the members of the various unemployment funds who were unemployed on the date in question. The enquiry covered 37,000 unemployed workers, or about 82 per cent. of the number notified as unemployed by the funds to the employment exchanges on 23 September (45,000). In addition, the Department estimates that a few thousand members of the funds were unemployed who were not registered with the exchanges.

According to the results of the enquiry, unemployment was about as widespread among men as among women. The relation between unemployment and age varied considerably in the different trades. For engineers and smiths and for members of the General Workers' Unemployment Fund the percentage distribution of all members and of unemployed members over the various age groups was as follows :

Category and age group	All members	Unemployed members
Engineers and smiths :		
Under 25 years	32	46
25-49 years	56	43
50-59 „	8	7
60 years and over	4	4
Total	100	100
General workers :		
Under 25 years	17	9
25-49 years	66	67
50-59 „	13	17
60 years and over	4	7
Total	100	100

As regards the payment of unemployment benefit, it is stated that of the 37,000 unemployed covered by the enquiry, 40 per cent. received ordinary benefit, 36 per cent. extraordinary benefit, and 24 per cent. were without benefit. If the unemployed members of the funds not covered by the enquiry are taken into account, the Department estimates that about one-third of the total, or 15,000 to 16,000 unemployed, were not in receipt of benefit.

As regards the duration of unemployment, the enquiry supplied information both on the length of time that had elapsed since the unemployed last had permanent work, and on the number of days of unemployment in the past year. Forty per cent. of the men and 43 per cent. of the women had been unemployed for the last half-year or more. There were considerable differences, however, in age, marital condition, and residence. The number of unemployed who had been

<sup>1</sup> Cf. *Statistiske Efterretninger*, No. 35, 28 Nov. 1927.

without work for the last half-year or more rose with the age, both for men and women. Among men, the figure was smaller for the married than for the unmarried, but the reverse was the case for women. The Department states that this is probably due to the fact that unemployed married women do not find it so essential to find work as unmarried women, for they can occupy themselves at home. For both men and women it was found that the number who had been unemployed for half a year or more was relatively highest in provincial towns, somewhat smaller in the capital and the suburbs of the various towns, and lowest in rural districts.

The average number of days of unemployment in the past year was 173 for men and 175 for women. In other respects, the conditions were much the same as for the duration of unemployment since the last permanent job. The figures showing the duration of unemployment indicate that unemployment has concentrated, more or less, on certain workers, while others are apparently altogether free, and that this applies to both men and women.