

REPORTS AND ENQUIRIES

The Regulation of Hours of Work in European Industry : III¹

EXEMPTIONS

General Survey

The nature of the regulations on normal hours of work and the limits of their application have been described in outline, but these form only one aspect of the question, however essential. Any system of national regulations, whether in the form of legislation or of collective agreements, provides for exemption from the normal system for obvious reasons arising out of the complexities and necessities of industrial work.² The special provisions relating to the distribution of hours of work over periods other than the week, continuous processes, the making up of lost time and compensation, which were studied in the previous part of this article³, constitute exceptions to the normal system. They are mentioned here only for reference, as the present subject is that of exceptions modifying hours of work properly so called, either by reducing or by increasing them. In this case, the exemption may be partial or total. Total exemption is equivalent to the total suspension of the enforcement of the regulations and will be discussed under a separate heading. Exemption is partial if only certain provisions of the regulations are not applied or if on certain points a different system is substituted for the normal system. In consequence the hours of work may be shortened or prolonged for specific kinds of work or in specific circumstances. A reduction in hours of work is as a rule provided for in the case of industries or undertakings where the conditions of work, the state of the premises, the nature of the operations, etc. are likely to injure the health of the workers ; such provisions are to be found, for instance, in the laws of Belgium⁴ (particularly unhealthy workshops and premises) and Rumania⁵ (undertakings where the work is classified as unhealthy or dangerous). It is not proposed, however, to discuss this case in detail here, and only exceptions allowing prolongation of hours will be examined.

¹ For Parts I and II of this article, cf. *International Labour Review*, Vol. XVIII, No. 1, July 1928, pp. 58-74, and No. 2, Aug. 1928, pp. 216-240.

² The Washington Convention also provides for exceptions from the normal system, which will be noted below.

³ See Part II.

⁴ A.14.6.21-11.

⁵ A.8.4.28-43.

Whatever the hours of work fixed by legislation or collective agreement, provision is always made for the possibility of prolonging them in certain circumstances. Most laws and agreements explicitly state the reasons that may justify this prolongation. Others specify only a few reasons, and allow a certain amount of overtime to be worked, as and when needed, by the use of such general formulae as prolongation "in exceptional circumstances", or for "special proved reasons". It may also happen that the only condition to be satisfied for obtaining a prolongation is the conclusion of a collective or other agreement. These last possibilities of prolongation (reason unspecified) generally correspond to several of the possibilities mentioned in detail in other regulations. There is therefore no close correlation between the reasons for exemption allowed by the various systems of regulation.

As a rule, the regulations also provide for supervision of the circumstances in which overtime is worked. They make prolongation subject to legal regulation (by decrees, public administrative regulations, etc.) or require certain conditions or formalities to be satisfied, such as previous authorisation by the competent authorities, notification of these authorities, etc., before hours may be prolonged.

A maximum is also fixed for overtime, and in many cases it is provided that such work must be paid at special rates¹.

Finally, there is the question whether overtime is authorised for the individual worker or for the undertaking as a whole. Details on this point are very seldom given in the laws; those of Lithuania and Germany are the only exceptions. In Lithuania, overtime is authorised both for "isolated workers" and for "small groups of workers". In Germany, on the contrary, it may only be worked collectively when the undertaking uses its credit of not more than two hours' overtime a day on 30 days in the year at the choice of the employer, or in cases of prolongation provided for by collective agreement. All other systems of regulation of overtime are in very general terms.

In order to facilitate detailed study and systematic comparison of the prolongations allowed in the different countries, we shall consider separately the regulations on the length of overtime and on the remuneration for overtime, in each case distinguishing between regulations made by law and those made by collective agreement.

Regulations on the Length of Overtime

(a) Legislation.

The question of the length of overtime is given an important place in the legal regulation of hours of work. The basis for the study of this question is the nature and classification of the reasons for exemption, and this will be dealt with first. After this, there are two possible

¹ This should not be confused with the question of "compensation" discussed in the previous section of the article; cf. *International Labour Review*, Vol. XVIII, No. 2, Aug. 1928, pp. 239-240.

alternatives : either to give a general view of each case of exemption, mentioning the most characteristic methods of application, or else to enter into full detail and examine how each country has used each possible exemption. In a technical study of this kind, which is intended to be used for purposes of international comparison, the second method has been thought the better, although it involves an accumulation of details and references that must inevitably prove dry reading.

For this reason, the comparative analysis of the provisions on the length of overtime allowed is given solely in tabular form. A first table (table XVI), giving a general survey, notes all the cases of prolongation and shows which of these cases are dealt with by national legislation. The following tables (tables XVII to XXXI) deal in turn with each of the cases of prolongation. They contain the provisions concerning exemption, stating the maximum prolongation allowed, the authority competent to authorise the prolongation, and the special remuneration, if any, fixed for overtime. For Belgium a special table (table XXIV)¹ is given dealing both with prolongations for technical reasons (cf. table XXII) and with the prolongations necessary for preventing the deterioration of perishable raw materials (cf. table XXIII).

¹ Taken from the *Revue du Travail*, 31 July 1927.

TABLE XVI. GENERAL TABLE OF EXCEPTIONS (a)

Country (b)	Exceptions for unspecified reasons		Exceptions for specified reasons											
	By collective agreement	Urgent necessity or exceptional circumstances	Preparatory or complementary work	Intermittent work	Accidents, actual or threatened, or urgent repairs	Technical reasons	To prevent deterioration of perishable raw materials	Seasonal industries	Force majeure	Pressure of work	To avoid serious interference with the working of the undertaking	Economic reasons	Public interest	National defence
Austria	—	—	—	×	×	×	—	×	—	×	×	—	—	—
Bakeries	—	—	—	—	×	×	×	—	—	×	×	—	—	—
Belgium	—	—	×	×	×	×	×	×	×	×	—	—	—	—
Bulgaria	—	—	—	—	×	×	—	—	—	—	—	—	—	—
Czechoslovakia	—	×	×	×	×	—	—	—	—	—	—	—	×	—
Denmark (continuous processes)	—	—	—	—	×	×	—	×	×	—	—	—	—	—
Finland	—	—	—	—	×	×	—	×	×	—	×	—	—	—
Bakeries	—	×	—	—	—	—	—	—	—	—	—	—	—	—
France	—	—	×	×	×	×	×	—	—	×	—	—	×	—
Germany	×	×	×	×	×	×	×	×	—	—	×	×	×	—
Bakeries	×	—	—	—	×	×	×	×	—	×	×	×	×	—
Greece	—	×	—	—	×	×	—	—	×	×	—	—	—	—
Bakeries	—	—	×	—	—	—	—	—	×	×	—	—	—	—
Italy	×	—	×	×	×	×	—	×	×	—	—	×	—	—
Latvia	×	—	—	×	×	×	—	—	×	×	—	×	×	—
Lithuania	—	×	×	×	×	×	×	—	×	—	×	—	×	—
Luxemburg	—	×	—	—	—	—	—	—	—	—	—	—	—	—
Netherlands	—	×	×	×	—	—	—	—	—	×	×	—	—	—
Bakeries	—	×	—	—	—	—	—	—	—	×	—	—	—	×
Dockers	—	×	—	—	—	—	—	—	—	—	—	—	—	—
Norway	—	—	×	—	×	—	×	—	×	×	—	—	×	—
Bakeries	—	—	—	—	—	—	—	—	—	×	—	—	—	—
Poland	—	×	×	×	×	—	×	—	—	—	×	—	×	—
Portugal	—	×	—	—	×	×	—	—	×	—	—	—	×	—
Rumania	—	—	×	×	×	×	—	—	×	—	—	×	—	—
Russia	—	—	—	—	×	×	—	×	—	—	—	—	×	×
Serb-Croat-Slovene Kingdom	×	—	×	—	—	—	×	×	×	×	—	—	—	—
Spain	—	—	—	×	×	—	—	×	×	×	—	×	—	—
Sweden	×	×	×	—	×	×	—	×	—	—	×	—	×	—
Switzerland	—	×	—	—	—	—	—	—	—	—	—	×	—	—
Basle Town	—	×	—	×	—	×	—	—	—	—	—	—	×	—
Glarus	—	×	—	—	—	—	—	—	—	—	—	—	—	—

(a) This table shows that in certain countries — Germany, Italy, Latvia, Serb-Croat-Slovene Kingdom, Sweden — hours of work can be prolonged by collective agreement for unspecified reasons. These provisions as to exemption are contained in the general legislation of the countries in question and therefore apply to all the industries covered by this legislation.

Where certain trades or occupations (dockers, bakeries, continuous processes) are mentioned separately in this table, it is because there are special regulations for them. It will be noted that there is no provision for prolongation by agreement in these industries (except for bakeries in Germany).

(b) Where there is special legislation for particular trades or occupations, these are mentioned separately.

TABLE XVII (*continued*)

Country	Nature of exception	Hours	Rate of remuneration
Latvia	The normal working day may be extended by not more than two hours on the basis of an agreement between employers and workers. ⁷ (Approval by the labour inspectorate.) ⁷	2 a day	—
Serb-Croat-Slovene Kingdom	If the workers in an undertaking agree, the working day may be extended by not more than two hours' overtime. The prolongation must be decided by a secret ballot of at least four-fifths of the workers. The agreement is valid for not more than three months, but may be renewed. ⁸	2 a day	o. r. ⁸
Sweden	The Labour Council may authorise an exception if it can be shown by the statements made by one or more workers' associations or in any other way that the great majority of the workers affected regard it as desirable, provided that hours of work are not extended unreasonably. ⁹	—	—

⁷ A.24.3.22-6.⁸ A.23.2.22-6.⁹ A.4.6.26-5.

TABLE XVIII. PROLONGATION IN CASES OF URGENT NECESSITY OR IN EXCEPTIONAL CIRCUMSTANCES

Country	Nature of exception	Hours	Rate of remuneration
Czechoslovakia	Prolongations other than those allowed for accidents, in the public interest, or in cases of <i>force majeure</i> ¹ :		
	Authorisation by administrative authorities of first instance. ¹	2 a day for 4 wks.	o. r. ¹
	Authorisation by administrative authorities of second instance. ¹	2 a day for 16 wks.	o. r. ¹

¹ A.19.12.14-6.

TABLE XVIII (continued)

Country	Nature of exception	Hours	Rate of remuneration
Finland	The workers may be employed on overtime subject to their consent. ²	24 in 2 wks. or 48 in 4 wks. according to industry; 200 a yr.	o. r. ²
	In cases of extreme urgency. ² (With the approval of the labour inspectorate.) ²	150 a yr.	o. r. ²
	Bakeries. ³	10 a wk., 100 a yr.	o. r. ³
Germany	At the discretion of the employer after notifying the legal representatives of the workers. ⁴	2 a day for 30 days.	—
Greece	Bakeries ⁵ (Notification of police authorities.) ⁵	2, 12 times a yr.	—
Lithuania	In exceptional and urgent cases ⁶ (Authorisation by the labour inspector.) ⁶	—	—
Luxemburg	For exceptional reasons exemption from the law may be obtained on the report of the labour inspector, either in a general way or for a specified period. ⁷	—	—
Netherlands	If an undertaking is faced with exceptional circumstances. ⁸ (Authorisation by the chief of the district, the approval of the Director-General of Labour being required for permits for over 14 days.) ⁸	Working week 62 h.	—
	Bakeries. ⁹ (Authorisation by the chief of the district, the approval of the Director-General of Labour being required for permits for over 14 days.) ⁹	2 a day, 12 a wk.	—
	Dockers : In special circumstances or for urgent reasons. ¹⁰	Max. period of duty 20 h. with 18 h. actual work	—
	Where the number of workers available is not sufficient to organise a double shift (except for Amsterdam and Rotterdam). (Conditional authorisation by the chief of the district.) ¹⁰	Max. period of duty 24 h. with 20 h. actual work	—
	In cases of proved urgent necessity. ¹¹ (Authorisation by the Ministry of Labour and Social Welfare.) ¹¹	4 a day, 120 a yr.	o. r. ¹¹

² A. 27.11.17 and 14.8.18-3.³ A. 20.1.23-6.⁴ O. 14.4.27-3.⁵ O. 14.9.12-7.⁶ A. 30.11.19-7.⁷ O. 14.12.18-4.⁸ D. 21.7.22-23.⁹ D. 21.7.22-42.¹⁰ D. 5.9.16-9.¹¹ A. 18.12.19-6 and 16.

TABLE XVIII (continued)

Country	Nature of exception	Hours	Rate of remuneration
Portugal	In cases of necessity if prolongation of hours is preferable to the organisation of shifts or if, shifts having been organised, the prolongation of the hours of work of the shifts or of the persons belonging to the shifts seems necessary for unforeseen reasons. ¹²	—	O. r. ¹²
Sweden	If the employer considers it necessary in special circumstances. ¹³	50 a m., 200 a yr.	—
	In urgent cases. ¹³ (Authorisation by the Labour Council.) ¹³	150 in addition	—
	For exceptionally light work of short duration. ¹⁴ (Authorisation by the Labour Council.) ¹⁴	—	—
Switzerland	In cases of duly proved necessity. ¹⁵ (Authorisation by the competent authority.) ¹⁵	2 a day (except in urgent cases) on 80 days a yr. (a)	O. r. ¹⁶
Basle Town	In exceptional cases ¹⁷ :		
	Without official authorisation. ¹⁷	1 a day, 26 a yr.	O. r. ¹⁷
	With official authorisation. ¹⁷	2 a day, 100 a yr.	O. r. ¹⁷
Glarus	In case of necessity ¹⁸ :	2 a day	O. r. ¹⁸
	Authorisation by the communal council. ¹⁸	10 days a yr.	
	Authorisation by the Executive Council. ¹⁸	40 days a yr.	O. r. ¹⁸

(a) Excluding Saturdays and the days before holidays, on which overtime is allowed only twice a year. As an exception to this rule the cantonal Governments may allow overtime more than twice a year in the following industries : plaiting for hat manufacture ; the manufacture, repair, and cleaning of clothing ; the manufacture of vegetable preserves ; printing and stereotype founding. In exceptional cases the maximum of 80 days may be exceeded if the earlier permits affected only a small proportion of the workers, or if the additional overtime is required, particularly in seasonal industries, owing to pressure of work, provided that an agreement to that effect has been concluded between the employers and workers.

¹² O. 20.6.25-2.¹³ A. 4.6.26-7.¹⁴ A. 4.6.26-5.¹⁵ A. 27.6.19-48 and 49.¹⁶ O. 3.10.19-149.¹⁷ A. 8.4.20-15.¹⁸ A. 6.5.28-6.

TABLE XIX. PREPARATORY OR COMPLEMENTARY WORK (a)

Country	Nature of exception	Hours	Rate of remuneration
Austria	Additional work to be performed before or after the ordinary work of the undertaking, e.g. cleaning, heating, etc. ¹	1 a day	o. r. (b) ¹
Belgium	Preparatory or complementary work.(c) ² (Royal Order issued after consultation of the associations of employers and workers and the Superior Councils of Public Health, Labour, and Industry and Commerce.) ⁴	2 a day (d)	o. r. ³
Czechoslovakia	Subsidiary operations necessarily preceding or following ordinary work, such as heating boilers, cleaning premises, handing over work to the next shift when continuous work is necessary. ⁵	—	o. r. ⁶
France	Preparatory or complementary work which must necessarily be performed outside the ordinary hours of work of the undertaking. (e) ⁶	1 to 2 (f)	Normal
Germany	Cleaning and maintenance work if necessary for the satisfactory working of the undertaking. ⁷ (After notification of the legal representatives of the workers.) ⁷ Preparatory or complementary work for which it is impossible to replace the worker by another worker in the undertaking, and for which the employer cannot be required to engage outside assistance. ⁸ (Authorisation by the industrial inspectorate after consultation of the legal representatives of the workers, or by the central State authorities or the Federal Minister of Labour after consultation of the economic associations of employers and workers concerned.) ⁹	2 a day —	— o. r. ¹⁰

(a) Article 6 of the Washington Convention provides that: "Regulations made by public authority shall determine for industrial undertakings: (a) the permanent exceptions that may be allowed in preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of an establishment, or for certain classes of workers whose work is essentially intermittent. . . . These regulations shall be made only after consultation with the organisations of employers and workers concerned, if any such organisations exist. These regulations shall fix the maximum of additional hours in each instance."

(b) Unless otherwise agreed for the building industry (R.28.7.20-11).

(c) This work is defined in the Royal Order of 10 August 1923.

(d) Workers who are required to work 2 hours' overtime a day must be given a compensatory holiday of 26 complete days.

(e) These exceptions are defined for each industry by public administrative regulations concerning the administration of the Act.

(f) In the china and pottery industry, 4 hours a day subject to a maximum working week of 66 hours. In warehouses and ports a maximum of 4 hours a day for delivery men, carters, lorry drivers, etc. In most industries where the work is performed in shifts if the substitute is absent, 4 hours or the period of such absence.

¹ A.17.12.19-7.

² A.14.6.21-9 and 10.

³ A.14.6.21-13.

⁴ A.14.6.21-14.

⁵ A.19.12.18-7.

⁶ A.23.4.19-8.

⁷ O.14.4.27-4.

⁸ O.14.4.27-9 and R.29.4.27.

⁹ O.14.4.27-9 and 6.

¹⁰ O.14.4.27-6a.

TABLE XIX (continued)

Country	Nature of exception	Hours	Rate of remuneration
Greece	Bakeries : For preparation of the yeast. ¹¹ Work of stokers and porters.	$\frac{1}{2}$ a day Allowed on Saturdays until 9 p. m. ¹²	— —
Italy	Preparatory or complementary work which must be performed outside the ordinary hours of the undertaking. ¹³	—	—
Lithuania	Accessory work. ¹⁴	—	—
Netherlands	To prepare workrooms, materials, tools, power plant, appliances, furnaces, boilers, or transmission apparatus for the general work of the undertaking before it begins, or to attend to, repair, or instal them before the general work of the undertaking begins, or after it ends, or during breaks.(g) ¹⁵	12 a wk.	—
Norway	When it is necessary for the working of the undertaking that some workers should begin work before the others and stop after them. ¹⁶ (Authorisation by the local supervisory authorities.) ¹⁶	10 a wk. (15 for isolated workers); 30 in 4 wks.	—
Poland	Work preceding or following productive work.(h) ¹⁷ (Authorised by Order of the Minister of Labour.) ¹⁷	1 to 2 a day ¹⁸	—
Rumania	Preparatory or complementary work which can only be performed before or after the ordinary working day. ¹⁹ (Regulations adopted after consultation of the employers' and workers' industrial associations, if any.) ¹⁹	—	o. r. ¹⁹
Serb-Croat-Slovene Kingdom	Operations that must be carried out in every undertaking in order that ordinary work may begin and end at the fixed hours (cleaning of workshops, cleaning and maintenance of machinery, etc.). ²⁰ (As determined by special regulations of the Minister of Social Affairs.) ²⁰	2 a day	o. r. ²⁰
Sweden	Indispensable preparatory and complementary work. ²¹	7 a wk.	—
Switzerland	Accessory work. ²²	Average minimum rest period of 11 h.	—

(g) The list of accessory work is given in the Order of 16 October 1926, section 42.

(h) The Decree of 15 January 1924 gives details on the subject of this work.

¹¹ O. 14. 9. 12-4.¹⁷ A. 18. 12. 19-4.¹² O. 14. 9. 12-3.¹⁸ D. 15. 1. 24.¹³ D. 15. 3. 23-6 and D. 10. 9. 23-10.¹⁹ A. 8. 4. 28-42.¹⁴ A. 30. 11. 19-5.²⁰ A. 28. 2. 22-8.¹⁵ D. 21. 7. 22-25.²¹ A. 4. 6. 26-7.¹⁶ A. 11. 7. 19-20 and 27.²² O. 3. 10. 19-178 and 180.

TABLE XX. PROLONGATION IN CASES OF ESSENTIALLY INTERMITTENT WORK (a)

Country	Nature of exception	Hours	Rate of remuneration
Austria	Porters, night watchmen, fire watchmen, persons employed in watching buildings and premises. ¹ Coachmen, drivers, chauffeurs, and all persons engaged in controlling and attending the means of transport. ¹	— 16 within 2 wks.	o. r. ¹ o. r. ¹
Belgium	Persons whose work is essentially intermittent. ² (By Royal Order issued after consultation of the associations of employers and workers and the Superior Councils of Public Health, Labour, and Industry and Commerce.) ⁴	12 a day for persons living at their place of work; 10 for others ⁵	o. r. ³
Czechoslovakia	Work of supervision and watching. ^{(b)6} In public utility undertakings, subject to agreement approved by the Ministry of Labour, for work not occupying more than 6 hours a day. ⁷	12 a day —	— o. r. ⁷
France	Persons whose work is essentially intermittent. ^{(c)8}	1 to 4 a day	—
Germany	Work which usually and largely involves mere attendance. ⁹ (Hours fixed by collective agreement or the Federal Minister of Labour.)	—	—
Italy	Discontinuous work, or work involving mere attendance or supervision. ^{(d)10}	—	—
Lithuania	Persons responsible for watching and fire protection. ¹¹	—	—
Netherlands	Work consisting wholly or mainly of supervision. ¹²	12 a day, 72 a wk.	—

(a) The Washington Convention provides for the granting of this exception (see table XIX, Note (a)). The Conference of Ministers of Labour (London, March 1926), after having studied the question of essentially intermittent work, came to the following conclusion: "The expression 'essentially intermittent work' should be interpreted in a restrictive sense. It applies only to occupations such as those of door-keepers, watchmen, works firemen and other workers, which are not concerned with production properly so called, and which, by their nature, are interrupted by long periods of inaction during which these workers have to display neither physical activity nor sustained attention, and remain at their posts only to reply to possible calls."

(b) The Ministerial Circular of 21 March 1919, section 12, gives the list of these occupations.

(c) The amount of overtime is determined for each industry by the corresponding public administrative regulations.

(d) The Royal Decree of 6 December 1923 gives a list of the work in question.

¹ R. 28.7.20-1.

² A. 14.6.21-9.

³ A. 14.6.21-13.

⁴ A. 14.6.21-14.

⁵ R. O. 29.8.26.

⁶ A. 19.12.18-12.

⁷ A. 19.12.18-7.

⁸ A. 23.4.10-8.

⁹ O. 14.4.27-2.

¹⁰ D. 15.3.23-3.

¹¹ A. 30.11.19-5.

¹² D. 21.7.22-25.

TABLE XX (continued)

Country	Nature of exception	Hours	Rate of remuneration
Poland	The work of watchmen in industrial establishments, and of persons employed in watching over raw materials and fittings in such establishments.(e) ¹³	12 a day ¹⁴	—
Roumania	Occupations in which the work is by nature intermittent. ¹⁵ (Regulations issued after consultation of [the employers' and workers' organisations concerned, if any exist].) ¹⁶	—	—
Spain	The work of certain categories of house porters, messengers, etc. ¹⁶ Watchmen (if it is impossible to arrange shift work). ¹	— —	o. r. as agreed ¹⁶ o. r. as agreed ¹⁶
Switzerland	Watchmen, caretakers, porters, and messengers. ¹⁷	Average minimum rest period of 11 h. a day	
Basle Town	Watchmen. ¹⁸	60 a wk.	—

(e) The list of these occupations is given in the Decree of 26 January 1922.

¹³ A.18.12.19-4.

¹⁴ D.26.1.22-2.

¹⁵ A.8.4.23-42.

¹⁶ D.15.1.20-9.

¹⁷ O.3.10.19-178 and 180.

¹⁸ A.8.4.20-5.

TABLE XXI. PROLONGATION IN CASE OF ACCIDENT, ACTUAL OR THREATENED, OR OF URGENT WORK TO BE DONE TO MACHINERY OR PLANT (a)

Country	Nature of exception	Hours	Rate of remuneration
Austria	For unforeseen interruptions(b) ¹ Building trades: to prevent accidents. ² (Notification of the police authorities of first instance.) ¹	— —	o. r. ³ —
Belgium	To cope with an accident, actual or threatened; urgent repair of machinery or plant. ⁴	—	o. r. ⁵
Bulgaria	In exceptional or unforeseeable circumstances: fire, explosion, breaking machinery. ⁶	6 a day	—

(a) Article 3 of the Washington Convention provides for this exception in the following terms: "The limit of hours of work prescribed in Article 2 (8 a day and 48 a week) may be exceeded in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant."

(b) An extension of the same kind is possible under the Act of 3 April 1919 on work in bakeries (section 3).

¹ A.17.12.19-3.

² R.28.7.20-11.

³ A.17.12.19-8.

⁴ A.14.6.21-9.

⁵ A.14.6.21-13.

⁶ O.2.8.19-3.

TABLE XXI (continued)

Country	Nature of exception	Hours	Rate of remuneration
Czechoslovakia	In the case of natural events or accidents: ⁷ Authorisation by the industrial inspector. Authorisation by the political authorities of second instance. For repair work if life, health, or the public interest is at stake. ⁷ (Notification of the industrial inspector.) ⁷	2 a day for 4 wks. 2 a day for 16 wks. During the time strictly necessary	o. r. ⁷ o. r. ⁷
Denmark	For necessary alterations or repairs (undertakings with continuous processes.) ⁸	—	—
Finland	For natural causes, accidents, or other dangers. ⁹	Prolongation possible for not more than 4 wks.	o. r. ⁹
France	Work to prevent impending accidents, for salvage purposes, or to repair injuries to the machinery or plant or building of the undertaking. ¹⁰ (Previous notification of the departmental labour inspectorate.) ¹¹	Unlimited extension on any one day chosen by the employer; on subsequent days not more than 2 h. beyond the limits fixed for the ordinary work of the undertaking	—
Germany	For interruptions of work due to natural causes, accidents, or other inevitable disturbances. ¹² (Authorisation according to circumstances by the industrial inspectors after consultation of the legal representatives of the workers, or by the central State authorities or the Federal Minister of Labour after consultation of the economic associations of employers and workers. ¹²	10 a day (except in urgent cases)	o. r. ¹²
Greece	In case of accident, actual or threatened; in case of urgent work on machinery or plant. ¹⁴	So far as needed to avoid serious inconvenience	—
Italy	For the repair of equipment which cannot be done during the normal working hours without interfering with the working of the undertaking or causing danger to the workers. ¹⁵	—	—
Latvia	If indispensable repairs have to be carried out. ¹⁶ (Authorisation by the labour inspectorate for more than 6 days.) ¹⁶	—	o. r. ¹⁶

⁷ A.19.12.18-6.⁸ A.12.2.19-1.⁹ A.27.11.17/14.8.18-4.¹⁰ See the public administrative regulations for the separate industries.¹¹ See the public administrative regulations for the separate industries (section 7).¹² O.14.4.27-6.¹³ O.14.4.27-6a.¹⁴ D.8.9.25-4; D.5.1.25-2; D.21.10.25-3;

D.15.3.26-4.

¹⁵ D.10.9.23-10.¹⁶ A.24.3.22-7.

TABLE XXI (continued)

Country	Nature of exception	Hours	Rate of remuneration
Lithuania	To cope with calamities of all kinds; the repair of unforeseen damage which has led to complete or partial stoppage of work. ¹⁷ (Notification of the labour inspectorate.) ¹⁷	—	—
Norway	When unforeseen events interfere or threaten to interfere with the regular working of the undertaking. ¹⁸ (Authorisation by the local supervisory authorities.) ¹⁸	10 a wk. (15 for isolated workers); 30 in 4 wks.	—
Poland	In the event of actual or imminent disasters or accident necessitating prolongation of hours in order to maintain the safety of the workers, ensure the establishment against damage and keep up its normal working hours, as well as to prevent loss of materials or destruction of machinery. ¹⁹ (Immediate notification of the labour inspectorate.) ¹⁹	12 a day	o. r. ¹⁹
Portugal	In case of fire, flood, landslip, explosion, grave accident. ²⁰ (Notification of the competent authority.) ²²	—	o. r. ²¹
Rumania	Urgent work which is absolutely necessary to prevent an accident, or, if the accident has taken place, to counteract its effects and restore the normal working of the undertaking; urgent work on the repair of machinery. ²³ (Authorisation by the regional labour inspectorate.) ²⁴		
Russia	For effecting temporary repairs and adjustment of machinery or apparatus if the defect entails the interruption of the work of a large number of workers, or to prevent public disasters and dangers. ²⁵ (Authorisation by the local disputes committee.) ²⁵	Included in the total overtime of 120 h.	o. r. ²⁵
Spain	In cases of imminent danger or for repairs due to accidents. ²⁶	—	—
Sweden	If a natural event or accident causes an interruption in the work or involves imminent danger of such interruption or of injury to life, health, or property. ²⁷ (Notification of the Labour Council within two days.) ²⁷	As required by circumstances	—
Switzerland	For repairs of all kinds needed to prevent interference with the working. ²⁸	Average minimum rest period of 11 h. a day	—

¹⁷ A. 30.11.10-9.¹⁸ A. 11.7.19-26 and 27.¹⁹ A. 18.12.19-6 and 16.²⁰ D. 7.5.19-6.²¹ D. 20.5.25-21.²² D. 20.5.25-20.²³ A. 8.4.28-41.²⁴ A. 8.4.28-46.²⁵ O. 9.11.22-104.²⁶ D. 15.1.20-7.²⁷ A. 4.6.26-6.²⁸ O. 3.10.19-178 and 180.

TABLE XXII. PROLONGATION FOR TECHNICAL REASONS (a)

Country	Nature of exception	Hours	Rate of remuneration
Belgium	When the time needed to carry out the work cannot be definitely fixed owing to its nature.(b) ¹ (By Royal Order after consultation of the associations of employers and workers and the Superior Councils of Public Health, Labour, and Industry and Commerce.) ² Dockers: by agreement, in exceptional cases. ⁴	See table XXIV	o. r. ²
Denmark	For carrying out specified work (continuous processes.) ⁵	—	—
Finland	If, owing to the technical conditions of the work, it is impossible to enforce the Act in practice. ⁶ (By resolution of the Senate valid in each case for not more than a year, after consultation of the labour inspectorate).(c) ⁶	—	—
France	Prolongation for technical reasons. ⁷	—	—
Germany	Work on which on certain days only a small number of workers over 16 years of age are employed and which, if not carried out, would compromise the success of the operations, and for which the employer cannot be required to make other arrangements. ⁸ (Entry in a supervised register.) ¹⁰ Bakeries: indispensable work which cannot be carried out or completed during normal hours. ¹¹	—	o. r. ⁹
Italy	For technical reasons.(d) ¹² (By Royal Decree or agreement.) ¹²	10 a day, 60 a wk. during specified period; prolongation possible by agreement ¹³	—

(a) See also table XXV: "Seasonal Industries".

(b) This extension and that for industries or branches of industries in which the materials used are very perishable are covered by the same section of the Belgian Act. See the special table XXIV.

(c) In virtue of this provision the Senate took its decision of 21 December 1927 (valid for 1928) concerning hours of work in undertakings with furnaces that must be kept going continuously (cf. Part II of this article, *International Labour Review*, Vol. XVIII, No. 2, Aug. 1928, pp. 232-235: "Special Provisions for Undertakings where Work is Continuous").

(d) The list of industries covered is given in the Decree of 10 September 1923, amended and supplemented by the Decree of 7 August 1925.

¹ A. 14.6.21-6.

² A. 14.6.21-13.

³ A. 14.6.21-14.

⁴ R. O. 15.3.23-1.

⁵ A. 12.2.19-1.

⁶ A. 14.8.13-12.

⁷ See the public administrative regulations for the separate industries (section 5).

⁸ O. 14.4.27-10.

⁹ O. 14.4.27-6a.

¹⁰ R. 17.4.24-10 and 29.4.27.

¹¹ O. 23.11.19-3.

¹² D. 15.3.23-4.

¹³ D. 10.9.23-2.

TABLE XXII (continued)

Country	Nature of exception	Hours	Rate of remuneration
Lithuania	If interruption of the work may lead to deterioration of the material. ¹⁴ (Subsequent approval by the labour inspector is needed.) ¹⁴	—	—
Portugal	Industrial undertakings which in view of their nature must work outside statutory hours). ¹⁵	—	O. r. ¹⁶
Russia	To complete work that has been begun. ¹⁷ (Authorisation by the local disputes committee.) ¹⁷	Included in the total of 120 h.	O. r. ¹⁷
Switzerland	Technical reasons specified in the chapter of the Act concerning "subsidiary work". ¹⁸	—	—
Basle Town	For technical reasons. ¹⁹ (By declaration of the Council of State subject to agreement between the parties.) ¹⁹	—	O. r. ¹⁹

¹⁴ A. 30.11.19-9.¹⁵ D. 20.5.25-5.¹⁶ D. 20.5.25-21.¹⁷ O. 9.11.22-104.¹⁸ O. 3.10.19-178.¹⁹ A. 8.4.20-13.

TABLE XXIII. PROLONGATION TO PREVENT DETERIORATION OF PERISHABLE RAW MATERIALS

Country	Nature of exception	Hours	Rate of remuneration
Austria	Bakeries : to prevent loss of raw materials. ¹ (Notification of the authorities of first instance.) ¹	—	O. r. ²
Belgium	Industries or branches of industry in which the materials used are liable to very rapid deterioration. (a) ³ (By Royal Order issued after consultation of the associations of employers and workers and the Superior Councils of Public Health, Labour, and Industry and Commerce.) ⁵	See table XXIV	O. r. ⁴
France	Authorised under the head of preparatory and complementary work. ⁶	—	—

(a) See footnote (b) to table XXII.

¹ A. 3.4.19-3.² A. 3.4.19-7.³ A. 14.6.21-8.⁴ A. 14.6.21-13.⁵ A. 14.6.21-14.⁶ See the public administrative regulations for the separate industries (section 5).

TABLE XIII (*continued*)

Country	Nature of exception	Hours	Rate of remuneration
Germany	Temporary work undertaken in emergency or in exceptional circumstances independent of the control of the parties which cannot be dealt with in any other way; in particular to preserve raw materials or foodstuffs, or prevent deterioration of the products. ⁷ (Entry in a supervised register.) ⁸ Bakeries: to prevent deterioration of raw materials. ¹⁰ Bakeries: on Sundays and holidays very perishable materials may be delivered. (By permission of the central State authority.) ¹¹	— — —	o. r. ⁸ — —
Lithuania	If interruption of the work may lead to deterioration of raw materials or products. ¹² (Subsequent approval by the labour inspector.) ¹³	—	—
Norway	To prevent injury to raw materials or manufactured products. ¹⁴ (Authorisation by local supervisory authorities.) ¹⁵	10 a wk. (in exceptional cases 15 for isolated workers); 30 in 4 wks.	—
Poland.	To prevent the loss of materials. ¹⁶	Max. 4 a day	o. r. ¹⁵
Serb-Croat-Slovene Kingdom	In cases of absolute necessity to prevent the loss of raw materials. ¹⁶ (Notification of the labour inspectorate.) ¹⁶	2 a day on 35 days a yr.	o. r. ¹⁶

⁷ O.14.4.27-10.⁸ O.14.4.27-6 a.⁹ R.17.4.24-10 and 29.4.27.¹⁰ O.23.11.18-2.¹¹ O.23.11.18-6.¹² A.30.11.19-9.¹³ A.11.7.19-26 and 27.¹⁴ A.18.12.19-4.¹⁵ A.18.12.19-16.¹⁶ A.28.2.22-8.

TABLE XXIV. BELGIUM : SUMMARY OF EXCEPTIONS FOR INDUSTRIES IN WHICH THE TIME NEEDED FOR CARRYING OUT THE WORK CANNOT BY ITS VERY NATURE BE EXACTLY DETERMINED AND FOR INDUSTRIES WHERE THE MATERIALS USED ARE LIABLE TO RAPID DETERIORATION¹

(Section 6 of the Act of 14 June 1921)

Date of R. O.	Nature of undertaking or work	Overtime credit		Maximum hours of work	Remarks
		Period and amount	Maximum per day		
5.3.23	1. Removal firms (for workers employed on loading and unloading) 2. Taxi-cab firms 3. Carriers 4. Undertakings for conveyance by carriage, lorry, or cart	Year : 100 h. Year : 100 h. Year : 100 h. Year : 100 h.	2 h. 2 h. 2 h. 2 h.	— — — —	— — — —
15.3.23	Loading and unloading in ports : (a) Day and night work { Day shift Night shift (b) Day work only	Working day 8 a.m. to 8 p.m. Working day 9 p.m. to 6 a.m. Working day 8 a.m. to 5 p.m. Overtime authorised from 5 p.m. to 8 p.m.	— — — —	— — — —	Rest periods : noon to 1 p.m., 5 p.m. to 5.30 p.m. Rest period : 1 a.m. to 2 a.m. Rest period : noon to 1 p.m. In emergency or cases of <i>force majeure</i> (subject to agreement between employers' and workers' organisations)
	A second shift may be constituted for	Minimum 4 h. from 5 p.m.	—	—	75 per cent. increase on pay, and 1 h. rest if more than 4 h. is worked
	For passenger boats leaving or arriving : Prolongation authorised	Night : 9 p.m. to 8 a.m.	—	—	A second rest period with pay from 6 a.m. to 6.30 a.m. On arrival of boats only the night shift may unload passengers luggage
	Prolongation beyond the ordinary working day (8 a.m. to 5 p.m.) allowed in the following cases : 1. As an exception once only per ship or voyage to complete loading or unloading : 2. On ships where work must be continued night and day and where the night shift must begin at 9 p.m.	— 5 p.m. to 8 p.m.	— —	— —	Rest period : noon to 1 p.m. In these two cases half-an-hour's break with pay is allowed from 5 p.m. to 5.30 p.m.
	If night work is not performed, however, work may be done after 5 p.m.	—	—	—	Except for workers employed on preparatory or complementary work the actual working week may not exceed 56 hours. Except for workers half-an-hour's break with pay is allowed from 5 p.m. to 5.30 p.m. On condition that fresh shifts are engaged and paid for not less than 4 h. with a 75 per cent. increase for overtime

20.5.23	If it is considered necessary to complete the loading or unloading of ships these shifts may remain	After 9 p.m. until 2 a.m.	—	1 h. of rest with pay (9 p.m. to 10 p.m.)
	(c) Night work only	Working period 9 p.m. to 6 a.m.	—	Rest period with pay from 1 a.m. to 2 a.m.
	For overtime in addition to night work	—	—	75 per cent. increase for not less than 4 h. during the first period from 9 p.m. to 1 a.m. For the second 4 h. period the evening and night shifts receive 75 per cent. increase for hours of actual work, other hours being paid at ordinary rates
	Overtime may also be worked for loading or unloading vessels containing perishable goods: fish, frozen meat, game, fruit, live horned cattle or other animals, or for damage to vessel	—	—	Previous agreement of employers' and workers' organisations, 75 per cent. increase for night, and 100 per cent. increase for Sunday work
23.6.24	(d) Preparatory or accessory work (setting up scaffolding, carrying tools, shunting trucks, etc.)	Before or after working day	2 h.	Subject to the granting of compensatory rest periods for overtime attendance: 8, 14, 20, and 26 full days for $\frac{1}{2}$ h., 1 h., $1\frac{1}{2}$ h., and more than $1\frac{1}{2}$ h. respectively
	(a) Manufacture of preserved fish: 1. Salting and smoking 2. Sprat curing (b) Manufacture of preserved fruit and vegetables	Year: 50 h. Year: 100 h. Year: 200 h.	— — —	— — —
23.6.24	(a) Transportation, loading and unloading of goods, shunting of trucks, weighing of trucks and other vehicles, in so far as these operations are accessory to an industrial undertaking			This exception can be granted only between 1 May and 31 October
	(b) Plate-glass making			
	(c) Manufacture of artificial slates			
	(d) Manufacture of varnish: for workers employed in boiling gums and finishing varnishes			
	(e) Manufacture of gum, gelatine, and bone glue: for workers employed in emptying the moulds, cutting, placing on sieves, and carrying to the gelatine drying rooms	Year: 100 h.	2 h.	—
	(f) Vulcanising of rubber goods: for workers employed in vulcanising			
23.6.24	(g) Electroplating: for workers employed in connection with electrical oaths			
	(h) Galvanisation of iron and cast iron by a hot process (iron galvanising)			

¹ Taken from *Revue du Travail*, 31 July 1927.

TABLE XXIV (continued)

Date of E. O.	Nature of undertaking or work	Overtime credit		Maximum hours of work	Remarks
		Period and amount	Maximum per day		
	(i) Manufacture of artificial silk by the collodion process : for workers employed in denitrifying, bleaching, and drying (j) Glazing of powders (k) Manufacture of photographic requisites : for workers employed in coating and drying photographic plates, films, and papers, and in treating them with barytes (l) Workers employed in the manufacture of composition mouldings for frames	Year : 100 h. Day	2 h. 1 h.	— 96 a fortnight	—
8.4.25	(a) Glucose industry : for the main processes of manufacture (b) Cement and concrete block industries	Year : 100 h. Year : 100 h.	2 h. 2 h.	— —	(a) Exclusive of work performed by the workers employed on the charcoal kilns, in coopering, grinding, and degumming, and on the oil presses (a) and (b) The exception may be used only when hours of work cannot be fixed precisely and may not be used for one or more regular periods
29.4.26	Manufacture of artificial wool	Year : 100 h.	2 h.	—	In section 12 of the Royal Order of 23.6.24 this exception was granted for 1 year as an experiment
29.8.26	Workers employed by the Electricity Office : (a) Electricians of the Examining Board (b) Workers in the testing department of the Electricity Office	Year : 100 h. Year : 200 h.	— —	10 a day 10 a day	Railway journeys between the administrative residence and the place of work are counted as actual work —
23.5.27	Printing industry : printing, type-founding, stereotyping and electrotyping; bookbinding, board cutting, stitching, stationery, lithography, photogravure, heliogravure work, phototypography, colour printing, typography (except printing of daily newspapers)	Year : 52 h.	2 h.	—	Advantage shall not be taken of these exceptions except when an extension of ordinary working hours is justified owing to the impossibility of fixing hours of work precisely, and heads of undertakings may not make the said exceptions a pretext for increasing working hours regularly during either the whole year or a part thereof.

TABLE XXV. PROLONGATION FOR SEASONAL INDUSTRIES (a)

Country	Nature of exception	Hours	Rate of remuneration
Austria	For industries subject to seasonal influences. ¹ (Authorisation by the police authorities of first instance, after consultation of the industrial inspectors and the workers' associations.) ¹ In the sugar industry and beetroot distilleries. ² For rural artisans' workshops (with not more than 3 assistants) during ploughing and harvest. ⁴ For building during the building season. ⁵	10 a day on 60 days a yr. 12 a day during the season 60 a wk. 58 a wk. (by collective agreement)	— o. r. ³ o. r. after 54th hour ⁴ —
Denmark	In seasonal undertakings, or groups of such undertakings, in which work is continuous during not more than four months in the year. ⁶ (Granted by the Minister of the Interior.) ⁶	Fixed by the Minister of the Interior	—
Finland	If, owing to the season, it is impossible to enforce the Act in practice. ⁷ (By resolution of the Senate valid in each case for one year at most, after consultation of the industrial inspectorate.)(b) ⁷	—	—
Italy	For technical or seasonal reasons during the period fixed by Royal Decree for the various industries or occupations. (c) ⁸ (By Royal Decree or agreement.) ⁸	10 a day, 60 a wk.; prolongation possible by agreement ⁹	—
Russia.	For seasonal industries. ¹⁰ (Authorisation by the local disputes committee; above 120 hours a year, authorisation by the People's Commissariat of Labour) ¹¹	—	o. r. ¹⁰

(a) It should be recalled that in certain countries seasonal industries are altogether, or in part, subject to a distribution of hours of work over longer periods than a week, and not to a prolongation of hours of work — e.g. in Belgium, Germany, Rumania. Cf. Part II of this article, *International Labour Review*, Vol. XVIII, No. 2, pp. 228-232: "Distribution over a Different Period." In Germany, in industries which, by their nature, entail considerable pressure of work in certain periods of the year, the hours of work may be prolonged in excess of the normal either by reorganising the distribution during the year or by way of special remuneration for overtime (A.14.4.27-6a).

(b) By virtue of this provision, a decision of 22 December 1927, valid until the end of 1928, was taken for a certain number of industries, which are entirely exempt from the application of the Act. Cf. *International Labour Review*, Vol. XVIII, No. 1, July 1928, p. 64, footnote (10).

(c) The list of industries covered and the hours fixed are given in the Decree of 10 September 1923 amended and supplemented by the Decree of 7 August 1925.

¹ A.17.12.19-4.

² R.28.7.20-6 and R.9.11.20-1.

³ R.9.11.20-1.

⁴ R.28.7.20-17.

⁵ R.28.7.20-11.

⁶ A.12.2.19-1.

⁷ A.14.8.18-12.

⁸ D.15.3.23-4.

⁹ D.10.9.23-2.

¹⁰ O.9.11.22-106.

¹¹ O.9.11.22-104 and 106.

TABLE XXV (continued)

Country	Nature of exception	Hours	Rate of remuneration
Serb-Croat-Slovene Kingdom	For undertakings in which work is confined to particular seasons of the year, and which are exposed to the influence of the weather. ¹²	Subject to the restrictions laid down by the competent Minister. ¹²	—
Spain	In tile works. ¹³	66 a wk. during 8 weeks at most (by agreement)	o. r. after 48th hour ¹²
	For shoeing-smiths in rural districts at sowing and harvest times, if the same exemption applies in these districts to certain agricultural operations. ¹⁴ (Authorisation by the local delegations of the Labour Council.) ¹⁴	10 a day	—
Switzerland	For seasonal industries. ¹⁵	—	—

¹² A. 28.2.22-8.¹⁴ D. 15.1.20-7.¹³ D. 15.1.20-11.¹⁵ See note (b) to table XVIII.

TABLE XXVI. PROLONGATION IN CASES OF FORCE MAJEURE (SO FAR AS NEEDED TO PREVENT SERIOUS INTERFERENCE WITH THE NORMAL WORKING OF THE UNDERTAKING) (a)

Country	Nature of exception	Hours	Rate of remuneration
Belgium	In cases of <i>force majeure</i> or unforeseen necessity, to prevent serious interference with the normal working of the undertaking. ¹	—	o. r. ²
Denmark	For work which must be carried on continuously, in cases of illness. ³	—	—
Finland	If an interruption of the work may damage property, manufactured products, or raw materials. ⁴ (Notification of the labour inspectorate.) ⁴	Max. 4 wks.	o. r. ⁴
	When on account of compelling circumstances it is impossible to enforce the Act in practice. ⁵ (By resolution of the Senate, valid in each case for one year at most, after consultation of the industrial inspectorate.) (b) ⁵	—	—

(a) Article 3 of the Washington Convention provides for this exception in the following terms: "The limit of hours of work prescribed in Article 2 (8 a day and 48 a week) may be exceeded . . . in case of *force majeure*, but only so far as may be necessary to avoid serious interference with the ordinary working of the undertaking."

In France, the public administrative regulations allow collective interruptions of work due to accidents or reasons of *force majeure* (accidents to plant, failure of motive power, damage) to be made up under specified conditions.

(b) See note (b) to table XXV.

¹ A. 14.6.21-9.⁴ A. 27.11.17/14.8.18-4.² A. 14.6.21-13.⁵ A. 27.11.17/14.8.18-12.³ A. 12.2.19-1.

Country	Nature of exception	Hours	Rate of remuneration
Greece	In cases of <i>force majeure</i> , so far as needed to prevent serious inconvenience. ⁶	—	—
Italy	In cases of <i>force majeure</i> and if the stopping of the work at the normal hour would entail risk or damage to human beings or production. ⁷ (Notification of the labour inspector.) ⁷	—	—
Lithuania	If work in any department of an undertaking is interrupted or completely stopped owing to unforeseen circumstances, and thus hinders work in the other departments. (c) ⁸ Work needed to cope with disasters of all kinds. ⁸ (Subsequent notification of the labour inspector.) ⁸	—	—
Norway	When unforeseen occurrences or the absence of certain workers have interrupted, or threatened to interrupt, the working of the undertaking. ⁹ (Authorisation by the local supervisory authorities.) ⁹	10 a wk. (in exceptional cases 15 a wk.) ; 30 in 4 wks.	—
Portugal	In cases of <i>force majeure</i> . ¹⁰ (Authorisation by the competent authority.) ¹⁰	—	O. r. ¹¹
Rumania	In cases of <i>force majeure</i> , to prevent serious interference with the normal working of the undertaking. ¹² (Authorisation by the regional factory inspectorate.) ¹³	—	—
Serb-Croat-Slovene Kingdom	In cases of <i>force majeure</i> or emergencies, for the purpose of remedying any disturbance in the normal working of the undertaking. ¹⁴ (Notification of the competent authorities within 24 hours.) ¹⁴	—	—
Spain	If an agreement between employers and workers (signed by the employers' and workers' associations) for overtime in case of urgent necessity covers several establishments, including all similar establishments in a locality or district, and is based on a shortage of labour or other indisputable necessity affecting the whole industry or occupation. ¹⁵ (Copies of all agreements to be submitted to the labour inspector) ¹⁵	240 h. over-time a yr.	O. r. ¹⁶

(c) Already mentioned in Part II in the section on " Making up Lost Time ".

⁶ D.8.9.25-4, 5.1.25-2, 21.10.25-3, and 15.3.26-4.

⁷ D.15.3.23-7 and 10.9.23-11.

⁸ A.30.11.19-9.

⁹ A.11.7.19-26 and 27.

¹⁰ D.7.5.19-6 and 20.5.25-20.

¹¹ D.20.5.25-21.

¹² A.8.4.23-41b.

¹³ A.8.4.23-46.

¹⁴ A.28.2.22-8.

¹⁵ D.15.1.20-4.

¹⁶ D.15.1.20-6.

Country	Nature of exception	Hours	Rate of remuneration
Austria (b)	In cases of pressure of work. ¹ (Authorisation by the police authorities of first instance.) ¹	10 a day on 30 days a yr.	o. r. ²
	Bakeries. ³ (Notification of industrial authorities of first instance.) ³	On 20 days a yr.	o. r. ⁴
	Building: in cases of pressure of work. ⁵ (Consultation of the employers' and workers' organisations concerned.)	2 a day and 10 a wk. on 180 days a yr.	o. r. ²
	Lime kilns, quarries, and cement works, in cases of pressure of work. ⁶		
	Authorisation by authorities of first instance (at the joint request of the trade organisations of employers and workers). By collective agreement.	2 a day and 10 a wk. on 60 days a yr.	o. r. ²
Belgium	In cases of pressure of work due to unforeseen circumstances. ⁷ (Authorisation by the Minister of Labour after agreement between the head of the undertaking and the organisation or organisations to which the majority of his workers belong, or in the absence of such organisation the majority of the workers.) ⁷	58 a wk.	o. r. ²
		2 a day during 3 m. a yr. by agreement	o. r. ²
France	For urgent work (pressure of work.) ⁸ (Previous specific notification of the departmental labour inspector.) ⁸	60 to 150 a yr. (c)	In accordance with local custom
	Grain milling. ¹⁰	2 a day, 260 a yr.	—

(a) Article 6 of the Washington Convention provides for this exception in the following terms: "Regulations made by a public authority shall determine for industrial undertakings: ... (b) the temporary exceptions that may be allowed, so that establishments may deal with exceptional cases of pressure of work. These regulations shall be made only after consultation with the organisations of employers and workers concerned, if such organisations exist. These regulations shall fix the maximum of additional hours in each instance, and the rate of pay for overtime shall not be less than one and one-quarter times the regular rate."

The Conference of Ministers of Labour (London, March 1926) interpreted the first half of the last sentence quoted above as follows: "It is agreed that the maximum limit to the number of additional hours that may be worked under Article 6 (b) is within the competence of national law."

(b) See also table XXV: "Seasonal Industries".

(c) The public administrative regulations authorise the following prolongations for "pressure of work":

Less than 100 hours: hides and skins; manufacture of leather gloves; manufacture of footwear of all kinds (wholesale boot and shoe industry, and saddlery: 120 hours); marble working industry; and workshops for the manufacture of false hair.

100 hours: gas industry, undertakings for the purification, elevation and distribution of water (repairs of conduits: 150 hours); chemical industries (perfumes: 125 hours; fertilisers: 150 hours); metallurgical and metal-working trades, and farriery trade (possibility of 40 additional hours a year to make up for time lost as a result of a collective suspension of work due to a local holiday; farriery trade: 100 additional hours in localities with a population of under 3,000); manufacture of preserved and cooked meat, sausages, etc., edible fats (possibility of 40 additional hours to make up for time lost as a result of a collective suspension of work due to a local holiday, and a supplementary credit of 75 hours for certain operations intended to prevent the otherwise inevitable loss of raw materials or materials being worked up); manufacture of Italian paste (possibility of 40 additional hours to make up for time lost as a result of the collective suspension of work due to a local holiday); manufacture of preserved vegetables and fruits and other undertakings for the industrial working up of vegetable foodstuffs (possibility of 40 additional hours to make up for time lost as a result of local holidays, and a supplementary credit of 50 to 75 hours for work intended to prevent the otherwise inevitable loss of raw materials or materials being worked up which are liable to very rapid deterioration; the working day may be extended to 11 hours on not more than 25 days a year in factories for preserving green peas and factories for preserving soft fruits, which work on the one-shift system).

(Note continued on next page.)

¹ A.17.12.19-4.

² A.17.12.19-8.

³ A.17.12.19-3.

⁴ A.8.4.19-7.

⁵ R.28.7.20-11.

⁶ R.9.11.20-2.

⁷ A.14.6.21-7.

⁸ A.14.6.21-13.

⁹ See the public administrative regulations for the separate industries (sections 6 and 7).

¹⁰ D.31.12.20-6.

TABLE XXVII (continued)

Country	Nature of exception	Hours	Rate of remuneration
Germany (d)	Work of loading and unloading ships in ports; loading, unloading, and shunting railway trucks, if this supplementary work is needed to prevent congestion of traffic or the non-observance of statutory hours for loading. ¹¹ (After consultation of the legal representatives of the workers.) ¹¹ Bakeries : In cases of emergency. ¹² On local holidays, during fairs, etc. ¹³ (Authorisation by the labour inspector after consultation of the workers.) ¹³	2 a day On 20 days a yr. —	— — —
Greece	In cases of pressure of work Tobacco factories ¹³ , leather industry ¹⁴ , chocolate and sweet factories ¹⁴ , paper industry ¹⁵ , tile factories in which hydraulic presses worked by hand are used ¹⁶ , dye works. ¹⁷ Manufacture of lead piping and balls. ¹⁸ (Authorisation by the Minister of National Economy or the provincial governor after consultation of the factory inspector.) ^{13, 14, 15, 16, 17} Bakeries (on Christmas Eve, Easter Eve, New Year's Eve, the eves of holidays, and days of local fairs.) ¹⁸ (Authorisation by the police authorities.) ¹⁸	2 a day, 12 a wk. For 2 m. For 1 m. For 24 days	o. r. ^{13, 14, 15, 16, 17,} — — —

(Note (c), continued.)

120 hours : woodworking industry ; toy and fancy goods industry ; funeral wreaths and articles made of beads ; furniture trades (150 hours for packing-case factories) ; manufacture of jewellery, goldsmith's and silver smith's work, clocks and watches ; biscuit and chocolate industry ; paper and cardboard working industry, and manufacture of cylinders for wallpaper printing ; printing and allied industries ; wholesale boot and shoe industry ; saddlery and harness making ; clothing industry ; sugar refining and cutting (possibility of 40 additional hours to make up for a general stoppage of work due to a local holiday) ; malt manufacture ; factories and distilleries for alcoholic drinks, spirituous liquor factories (possibility of 40 additional hours to make up for time lost owing to a local holiday).

130 hours : paper factories.

150 hours : textile industry ; hat trades ; laundries, dyeing and cleaning industry ; tile and brick works (possibility of 40 additional hours to make up for collective suspension of work due to a local holiday) ; breweries, cider factories, mineral water and ice factories (180 hours for ice factories in fishing ports and the possibility of an additional 50 hours for ice factories not in fishing ports ; the working day may be extended to 11 hours on 30 days a year in ice factories in fishing ports and on 10 days a year in mineral water factories, but in the latter case the exception may not be used on more than 2 consecutive days) ; manufacture of glazed earthenware and china goods (2 hours a day to ensure loading or unloading within the time fixed if this prolongation is sufficient for the completion of this work within the time) ; glass manufacture.

In the building industry, public works, undertakings engaged in the manufacture of lime, plaster, ochre, Meudon and other whites, and the treatment of coloured earths, the total of overtime and time worked to make up for lost time may not exceed 250 hours a year.

For urgent work on the transport of goods in ports, the working day may be prolonged by 2 hours, and the competent authority may authorise additional overtime if, after consultation with the persons concerned, he considers this necessary in the public interest.

(d) See note (a) to table XXV.

¹¹ O. 14.4.27-4

¹² O. 23.11.18-7.

¹³ D. 8.9.25-5.

¹⁴ D. 5.1.25-2.

¹⁵ D. 21.8.25-4.

¹⁶ D. 21.10.25-5.

¹⁷ D. 15.3.26-5.

¹⁸ O. 14.9.12-5 and 6.

TABLE XXVII (*continued*)

Country	Nature of exception	Hours	Rate of remuneration
Latvia	To complete urgent work by the time fixed. ¹⁹ (Authorisation by the labour inspector for more than 6 days.) ¹⁹	—	o. r. ¹⁹
Netherlands	For pressure of work. ²⁰ (Authorisation by the district chief, or if for more than 14 days by the Director-General of Labour.) ²⁰	11 a day, 62 a wk.	—
	Florists and pastrycooks. ²¹	16 a day on 3 days a yr., max. 81 a wk.	—
	Bakeries. ²² (Authorisation by the district chief, or if for more than 14 days by the Director-General of Labour.) ²²	2 a day, 12 a wk.	—
Norway	For unforeseen pressure of work. ²³ (Authorisation by the local supervisory authorities.) ²³	10 a wk. (in exceptional cases 15 for isolated workers), 30 in 4 wks. (e) ²⁴	—
	Bakeries (on Christmas Eve and the day before Good Friday, and in case of unforeseen pressure of work). ²⁵ (Authorisation by the competent Government Department.) ²⁵	—	—
Serb-Croat-Slovene Kingdom	If pressure of work in an industry makes prolongation absolutely necessary. ²⁶ (Authorisation by the competent authorities.) ²⁶	2 a wk. for 4 wks. (renewable 3 times a yr. for 4 months each time)	o. r. ²⁶
Switzerland	For urgent pressure of work. ²⁷ (Authorisation by the competent authority.) ²⁷	Extension beyond 2 a day on 80 days a yr., subject to agreement	o. r. ²⁸

(e) For certain undertakings which must work a longer day at certain seasons, the 30 hours for 4 weeks may be averaged over a year.

¹⁹ A.24.3.22-7.

²⁰ D.21.7.22-28.

²¹ D.21.7.22-25; 16.10.26-54.

²² D.21.7.22-42.

²³ A.11.7.19-26.

²⁴ A.11.7.19-27.

²⁵ A.4.6.18-1.

²⁶ A.28.2.22-8.

²⁷ A.27.6.19-49.

²⁸ O.3.10.19-149.

TABLE XXVIII. PROLONGATION TO AVOID SERIOUS INTERFERENCE WITH THE WORKING OF THE UNDERTAKING (a)

Country	Nature of exception	Authority authorising exception
Austria	For certain classes of undertakings, account being taken of their special nature, and in particular for rural industries. ¹	The Minister of Labour, after consultation of the associations of employers and workers concerned
Finland	If for technical reasons, seasonal causes, or other important circumstances, the law cannot be applied in practice. ²	The Senate, for not more than a year at a time (b) ²
Germany	If a small number only of the workers of over 16 years of age are employed on certain days on work which if not carried out would result in excessive economic losses and for which the employer cannot be required to make other arrangements. ³ (Entry in a supervised register.) ⁴	—
Lithuania	If required by the circumstances of the undertaking, the conditions of work, and the nature of the productive processes in general, overtime may be worked without special authorisation. ⁵	The labour inspector, who must be notified subsequently of all cases of exception
Netherlands	For specified industries, 7 or 8 hours' overtime a week during 6 years. ⁶	Public administration regulations in some cases, the Minister in others ⁶
Norway	If the application of the Act makes it entirely or largely impossible to carry on an undertaking. ⁷	The King, after consultation of the Labour Council ⁷
Poland	For village arts and crafts, when necessitated by their connection with agricultural occupations. ⁸	By Order of the Minister of Labour ⁸
Spain	In cases of proved impossibility of applying the 8-hour day ⁹	The Labour Council, after consultation of the employers and workers ⁹
Sweden	Temporary exceptions to prevent serious disorganisation. ¹⁰	The Labour Council ¹⁰

(c)

(a) In Belgium, if the normal limits are impracticable, the King may authorise the taking of an average of 48 hours over a longer period than a week, if employers and workers are agreed.

(b) See note (c) to table XXII, and note (b) to table XXV.

¹ A. 17.12.19-6.

² A. 14.8.18-12.

³ O. 14.4.27-10.

⁴ R. 17.4.24 and 29.4.27.

⁵ A. 30.11.19-8.

⁶ D. 21.7.22-26 and 27; A. 21.11.24.

⁷ A. 11.7.19-111B.

⁸ A. 18.12.19-4.

⁹ D. 3.4.19-2 and 15.1.20-16.

¹⁰ A. 4.6.26-5.

TABLE XXIX. PROLONGATION FOR GENERAL ECONOMIC REASONS (a)

Country	Nature of exception	Hours	Rate of remuneration
Germany	For general economic reasons, unless these are covered by a collective agreement on hours of work. ¹ (Granted by the industrial inspectors after consultation of the legal representatives of the workers. In the case of a whole branch of industry or occupation, the Federal Minister of Labour is competent, who decides after consulting the workers' and employers' associations concerned, and also the central administrative authorities of the State if the decision affects several States.) ¹	10 a day	o. r. ²
Italy	Until further notice all industrial, commercial, and agricultural undertakings may increase the working day of their salaried and wage-earning employees by one hour. ³ Advantage may however only be taken of this exception in order to meet circumstances determined by agreement between the competent legally recognised trade organisations of employers and workers, who shall also fix the details of the application of the exception. These agreements shall be submitted for visa to the district labour inspectorate or the Minister of National Economy. ⁴	1 a day	o. r. ⁵
Rumania	Work which must be done owing to the need of increasing production. ⁶ (Authorisation by the regional labour inspectorate.) ⁷	—	o. r. ⁸
Switzerland	When urgent reasons justify prolongation, in particular if the industry runs the risk of being unable to stand competition owing to the hours of work in other countries. ⁹ (Authorisation by the Federal Council.) ⁹	52 a week	—

(a) For Belgium, see the section entitled "Complete Suspension" in the next part of the article

¹ O. 14. 4. 27-6.² O. 14. 4. 27-6a.³ D. 30. 6. 26-1.⁴ D. 11. 2. 27-1.⁵ D. 11. 2. 27-2.⁶ A. 8. 4. 28-42.⁷ A. 8. 4. 28-46.⁸ A. 27. 6. 19-41.

TABLE XXX. PROLONGATION FOR REASONS CONNECTED WITH THE PUBLIC INTEREST

Country	Nature of exception	Hours	Rate of remuneration
Czechoslovakia	If increased production is necessary in the public interest or for other important reasons (a) ¹ : Authorisation by the labour inspector. ¹	2 a day for 4 wks.	o. r. ¹
	Authorisation by political authorities of second instance. ¹	2 a day for 16 wks.	o. r. ¹
France	For work performed in the interest of a public service under an order from the Government showing the need for the exception. ²	Limits to be fixed by the competent ministers	—
Germany	For urgent reasons of public interest. ³ (Granted by the authorities specified in table XXIX.) ³	Over 10 for a specified period	o. r. ⁴
Italy	In certain industries for reasons of public interest. ⁵	Limits to be fixed by the Minister of National Economy ⁶	—
Latvia	In cases of urgent need, in the public interest. ⁶ (Authorisation by the labour inspector for more than 6 days.) ⁶	—	o. r. ⁶
Norway	If required in the general interest. ⁷ (Authorisation by the local supervisory authority beyond 24 consecutive hours.) ⁷	10 a wk. (in exceptional cases 15 for isolated workers); 30 in 4 wks.	—
Poland	In cases of national necessity. ⁸ (By decision of the Council of Ministers, after consultation of the employers and workers.) ⁸	Max. 3 m.	o. r. ⁸
Portugal	If urgently necessary in the public interest. ⁹	—	o. r. ¹⁰
Russia	To prevent disaster or public danger and for work of public utility. ¹¹ (Authorisation by the local disputes committee.) ¹¹	Included in the total of 120 h.	o. r. ¹¹
Sweden	For work of exceptional public importance. ¹² (Authorisation by the Labour Council.) ¹²	—	—
Switzerland: Basle Town	In the public interest. ¹³ (Authorised by the Council of State, after agreement.) ¹³	—	o. r. ¹³

(a) Already indicated in table XXI: "Prolongation in case of Accident".

¹ A.19.12.18-6.

² See the public administrative regulations for the separate industries (section 6).

³ O.14.4.27-9.

⁴ O.14.4.27-6a.

⁵ D.10.9.23-13.

⁶ A.24.3.22-7.

⁷ A.11.7.19-26 and 27.

⁸ A.18.12.19-6 and 18.

⁹ D.7.5.19-6; 20.5.25-18.

¹⁰ D.20.5.25-21.

¹¹ O.9.11.22-104.

¹² A.4.6.26-5.

¹³ A.8.4.20-13.

TABLE XXXI. PROLONGATION FOR REASONS OF NATIONAL DEFENCE

Country	Nature of exception
France	For work carried out in the interests of national safety or defence under an order from the Government certifying the necessity for extension. ¹
Lithuania	For undertakings working for the national defence. ² (Subsequent approval by the labour inspector.) ²
Netherlands	Bakeries : for army supplies. ³ (Authorisation by the Minister or his representative.) ³
Portugal	In case of mobilisation. ⁴
Russia	To carry out work that is indispensable for the defence of the Republic. ⁵ (Authorisation by the local disputes committee.) ⁵

¹ See the public administrative regulations for the separate industries (section 6).² A.30.11.19-9.³ D.21.7.22-41.⁴ D.7.5.19-6; 20.5.25-18.⁵ O.9.11.22-104.*(b) Collective Agreements.*

Very few of the many typical collective agreements consulted for the purposes of this study contain any definite indication regarding the possibility of working overtime. In some countries agreements recommend that overtime shall be avoided as far as possible : this is the case in Great Britain in the engineering trades¹, in shipbuilding yards², and in the electrical trades³. Regular overtime is not permitted in the bookbinding industry⁴ in Switzerland. Collective agreements for a number of German industries also provide that overtime shall, as far as possible, be avoided (metal industries in Saxony⁵, confectionery in Berlin⁶, bakeries in Dortmund⁷, etc.). According to collective agreements for the paper-making industry in Great Britain⁸, the iron and steel industry in the Rhineland and Westphalia⁹, the wood industry in East Prussia and Bavaria¹⁰, and also for undertakings for the installation of heating apparatus¹¹, for plumbers and tinsmiths¹², and marble and granite workers¹³ in Switzerland, overtime may only be worked in exceptional and urgent cases.

¹ 19.11.19; 30.9.20; 9.12.20.² 22.3.23.³ 24.2.21.⁴ 1.4.26.⁵ 30.4.26.⁶ 1.7.25.⁷ 26.3.26.⁸ 4.11.20.⁹ 17.3.24.¹⁰ 12.6.26; 3.2.25.¹¹ 1.10.19.¹² 3.3.19.¹³ 15.3.25.

Many collective agreements stipulate previous agreement with the organisations concerned before prolongation can be allowed. In Great Britain, for instance, the possibility of working overtime in the paper-making industry¹ depends on the previous consent of the unions concerned and of the district boards. In Germany, the previous consent of the works councils concerned is required in the pottery industry², the boot and shoe trades³, and the textile industries of Bielefeld and Württemberg⁴. Under the textile agreement for Gladbach-Rheydt⁵ the previous consent of the works council must be obtained, and must also be submitted to the competent industrial inspector for his approval; in cases where the prolongation is necessary for technical reasons the consent of the works council is however sufficient. In the jewellery trade⁶ in Switzerland, the agreement expressly provides that overtime shall only be worked after the consent of the workers has been obtained.

In certain cases, the possibility of working overtime is made to depend on the state of the labour market. Collective agreements for the wood industry in Prussia and in Bavaria⁷, for instance, provide that the normal working day may be prolonged for a period exceeding a week when it is impossible to engage new hands.

The number of hours of overtime which an employer may have recourse to is limited by collective agreements in only very few cases. In Great Britain, in the engineering trade⁸, in shipbuilding yards⁹, and in the electrical trades¹⁰, overtime beyond normal working hours may not exceed 30 hours over a period of 4 weeks, unless by special arrangement. In Germany, in the textile industry of Aix-la-Chapelle¹¹ the maximum number of hours of overtime may not exceed 10 a week. In some cases a daily maximum of working hours (including overtime) is fixed; e.g. in the boot and shoe industry in Germany¹², where 10 hours is fixed as the maximum working day.

A discussion of the question of overtime would be incomplete without a reference to what is known as "additional work" in Germany, by which the normal working day is prolonged in certain cases. Table IX showing the distribution of hours of work under collective agreements¹³ indicates, for each of the German collective agreements mentioned, the number of hours of additional work that can be authorised and the conditions that must be fulfilled.

(To be continued.)

¹ 4.11.20.

² 1.2.26.

³ 24.3.26.

⁴ 17.6.25.

⁵ 21.5.24.

⁶ 4.11.19.

⁷ 12.6.26; 3.2.25.

⁸ 19.11.19; 30.9.20; 9.12.20.

⁹ 22.3.23.

¹⁰ 24.2.21.

¹¹ 30.7.24.

¹² 11.3.28.

¹³ *International Labour Review*, Vol. XVIII, No. 2, Aug. 1928, pp. 220-221.

Labour in Tanganyika in 1927

Information on labour conditions in Tanganyika Territory during 1927 is contained in the Annual Report of the Labour Department, and in the Report by his Britannic Majesty's Government to the Council of the League of Nations on the Administration of Tanganyika Territory.¹

ORGANISATION OF THE LABOUR DEPARTMENT

The Department was created in 1926, following a report by Major G. St. J. Orde Browne.² Its first year of work was very largely occupied in preliminary organisation and investigation. In 1927, however, it was possible to undertake more definite duties.

The Department was at first regarded with a certain element of suspicion by employers. The visits of labour officers are, however, now welcomed on plantations. From the point of view of the native employees the Department had a somewhat similar experience. Labour officers visiting establishments were frequently regarded by the employees as having come to punish or arrest, and it was some time before it was generally realised that the principal object of such visits was to discover and eliminate sources of friction. Nevertheless, the natives' confidence has now been obtained, and the labour officers have secured information of great value regarding the difficulties which the men experience on their journey to work and the causes of discontent while at work.

The results have been eminently satisfactory. A general improvement has taken place in the whole management of labour. The labour supply is appreciably better than it was two years ago. The importance of giving proper attention to the needs of the labourers is generally recognised. Feeding has improved, with a corresponding fall in the sick rate. Lastly, in certain areas at any rate, the efficiency percentage of the labour force has been definitely raised, thus slightly reducing the cost of labour in spite of a tendency for wages to rise.

The labour camp established at Kilosa in 1926 was maintained throughout 1927 in full working order, 38,421 travelling natives passing through the camp. Its success was held to justify an extension of the system, and another camp of the same type was built at Mziha on the principal labour route of the country. Arrangements have also been made for the construction of a third camp. The Labour Commissioner states that several more camps are still needed, but considers that it would be disastrous for his Department to be responsible for any camp which could not be adequately supervised and maintained at a proper standard.

¹ TANGANYIKA TERRITORY. LABOUR DEPARTMENT: *Annual Report, 1927*. London, Crown Agents for the Colonies, 1928.

Report by His Britannic Majesty's Government to the Council of the League of Nations on the Administration of Tanganyika Territory for the year 1927. London, 1928.

² Cf. *International Labour Review*, Vol. XIV, No. 3, Sept. 1926, pp. 371-376.

LABOUR STATISTICS

It is not possible to furnish an accurate figure of the number of labourers employed by private employers during 1927. The total number of contract labourers employed during the year was 18,031; approximately four times this number emigrated from their home districts to distant employment areas. There was in addition an elusive contribution to the labour force of a very large number of natives working for a few days in each month, say, 60,000 occasional workers equal to 10,000 regular workers. Between 4,000 and 5,000 natives emigrated to Zanzibar for short periods; 21,000 were employed in domestic service; 13,000 natives were employed in various occupations such as mines, wharf labour, and minor works. An estimate of the number of labourers employed on private portage has appeared impossible.

The Government departments employed a monthly average labour force of 14,556. In addition, about 78,000 porters were engaged, their average period of employment being just over six days.

CONTRACT LABOUR

The Labour Commissioner considers that the position of the contract labourer and the observation of his obligations continues to be most unsatisfactory; though legal penalties exist, the contract can be broken with practical impunity, which is a legitimate cause of complaint to the employer and is demoralising to the native.

Contract breakers may be divided into two classes: first, the ignorant native who deserts because he is dissatisfied or because he is for some reason anxious to return home, and, secondly, the professional deserter.

The Labour Commissioner remarks that the first class can hardly be considered as particularly blameworthy. As such people grow more accustomed to conditions of work, they may be expected to refer readily to their employer or to a visiting labour officer, instead of wandering off without any attempt to explain their reason. One motive for contract breaking is the native's inability to foresee how long the engagement will last. Often he engages in good faith only to find, after completing the greater part of the period, that the planting season in his village has begun. He becomes very restless, and if he meets a party of friends going home, he most probably joins them. The Labour Commissioner holds that it is therefore important that administrative officers when making contracts should explain the position to recruits whenever there is a likelihood that the contract will extend into the planting season.

With regard to the professional deserter, the Labour Department has been attempting to deal with the problem through co-operation with the native authorities. On several occasions head men have spontaneously expressed strong disapproval of desertion and have promised to do all they can to put a stop to it, provided always that they feel that their men will have a fair hearing.

LABOUR AGENTS

The Labour Commissioner reports that while some agents are a real asset to the community, others are capable of causing great harm. The difficulty of detecting and punishing malpractice is great. Measures have therefore been prepared for the consideration of the Legislative Council which are intended to transfer the control and issue of all recruiting licences to the Labour Commissioner, who will be able to refuse a permit in the case of an undesirable applicant. It is also proposed to enforce medical inspection for all recruits, while steps have already been taken to control the granting of advances to recruits, a practice which threatened to become a great evil.¹

PORTERAGE

Of the 78,000 porters employed by Government departments, 33,097 were requisitioned. Of those included under this term, a number were tax defaulters and many others were not in fact conscripts. It frequently happened that time did not permit of recruiting porters by ordinary means and that it was necessary to instruct a chief to produce the number of men required. These men were therefore placed in the category of conscripts, though in practice most of them were perfectly willing to perform the work.

The question of the reduction of portorage was closely considered by the Labour Department. Instances were discovered where stores had been forwarded at a time of year that necessitated portorage, whereas at an earlier or later date motor transport would have been available. In order to obviate such mistakes a directory was compiled showing every station and the means of reaching it in each month of the year. Tables showing the porter rates and cost of daily rations were also circulated.

Portorage for private purposes continues to be used to a considerable extent, in most cases unavoidably. Nevertheless, road and railway development is constantly tending to lessen the amount. In order to ensure that the waste of labour on portorage should be reduced as much as possible by the use of motor transport, it was proposed that the Government should introduce legislation prohibiting the use of portorage by employers for the export of produce from areas served by motor roads.²

GOVERNMENT LABOUR

Although lack of organisation and foresight in preparing for large undertakings was responsible for considerable waste of labour and needless expense, the position improved considerably during 1927, and conscript labour was almost entirely avoided, except in the case of portorage, which has been already mentioned.

¹ A 1928 Ordinance amending the Masters and Native Servants Ordinance, 1923, gives effect to these proposals.

² This proposal was given effect to by the Ordinance to make provision for the restriction of the employment of porters, 1928.

The total number of labourers requisitioned for purposes other than portage amounted to 8,046. Of these, however, almost all were employed prior to the issue early in 1927 of the instruction that labour was not to be requisitioned without the express sanction of the Governor in each instance, except for portage or in cases of emergency. The wage paid was the current rate prevailing in the district in which the labour was employed.

CHILD LABOUR

Particular attention was paid during the year to the question of the employment of children. It is to be found in Tanganyika Territory in two forms : (a) the utilising of young people for such work as coffee picking during the busy season, and (b) the employing of lads who have accompanied their fathers or brothers to work.

The Labour Commissioner holds that the first form of employment is not objectionable as regards conditions of employment. The argument that the children should be at school might apply were there school accommodation for even a tithe of the child population. If the employment of children in this way leads to immorality, it should be, in the Commissioner's opinion, for the parents, with educational and missionary support, to apply the necessary restraint.

The Commissioner also considers that the second form of child labour is open to little objection. The lads are usually fairly well grown ; they come with relations ; they are not registered on the contract, but are put on the list of relatives accompanying the contract labourers. Compulsory medical inspection, when introduced, will secure that there is no danger of an immature boy being included as a contract labourer. Their employment in connection with dangerous machinery is prohibited. No case has arisen during the year of any accident to a child caused through the nature of his work.

The Commissioner's conclusion on this question of child labour is that it at present exists only in a very rudimentary form, and that there is very little reason for objection at present, though developments should certainly be watched.

NATIVE ORGANISATIONS

During the year a motor drivers' union was formed of African mechanics at Moshi and a strike for higher wages was attempted. The effort, however, was short-lived, the motor drivers in fact being already by far the best-paid workers in the country.

The Labour Commissioner describes as a more interesting and far more desirable movement the foundation on one plantation of tribal welfare societies. The funds are collected by a monthly subscription from every member and are banked with the manager. Beyond acting as banker the manager attempts no control of these funds. At the time of the labour officer's visit the principal society had a credit balance of 786 shillings ; the total number of members of all the societies was 644 men and 147 women, with a total cash balance of 3,222 shillings.

HEALTH

Considerable attention was paid during 1927 to the question of disease as affecting the labour supply. In the past scurvy had caused great loss of efficiency, the worst months being from November to March when there is a shortage of fresh vegetables and fruits. The position has now however become satisfactory. In 1926 attention was drawn to the importance of proper diet on estates, and the practice of issuing fresh fruit to all travellers passing through the Kilosa camp was introduced.

Improvements have also been effected in regard to the prevention of beriberi and yaws.

Efforts have been made to increase the medical facilities at the important employing centres. Most of the larger estates have hospitals where all except the most serious cases can be treated. In the case of the smaller estates, steps have been taken to secure that each estate has simple remedies on hand for immediate use and that all cases of any seriousness are sent to the nearest Government hospital for treatment on payment by the estate.

The number of serious accident cases treated in Government hospitals during 1927 was 101, and there were 5 deaths. The outstanding cause of accidents was the misuse of trollies on light lines, due mainly to the recklessness of the natives in charge. Compensation is awarded by the courts. An attempt was made in the course of the year to lay down a definite scale for each type of injury for the guidance of officers. It was found on investigation, however, that this was not at all suitable, since the amount of compensation should vary according to the circumstances of the man concerned. A sum, for example, which would make an up-country native from a cattle-keeping area independent for life would be almost useless to a coastal man unable to invest in cheap stock.

WAGES

The wages paid to unskilled labourers in September 1927 varied in the different districts from a minimum of 6s. to a maximum of 30s., rations being provided. Semi-skilled workers received up to 50s. per month. The Labour Commissioner reports that seasonal fluctuations affect wages to a considerable extent. Pay may appear low, but it must not be overlooked that practically the whole of the workers' expenses are covered. If a comparison is made with the cost of living and of taxation, the Tanganyika native can be said to be well paid.

SOCIOLOGICAL ASPECTS

The change from the home conditions, the new experience, the purchase of previously unknown luxuries, the introduction of methodical work, and many other novelties have a profound effect upon the native worker and on the life of the tribe as a whole.

The most conspicuous influence on the labourer is the type of accommodation and surroundings in which he lives while at work. There are two different directions which the development of labour accommodation

may take : one, the provision of more and more elaborate buildings, with food comforts and attractions, and the other, the maintenance of the atmosphere and spirit of the African village. The first, in the opinion of the Labour Commissioner, means industrialisation and detribalisation, while the second will, to a great extent, maintain the old traditions and methods of life which have served the African in the past.

After pointing out that the outstanding examples of the material care of native labour are to be found in the big undertakings in South Africa and the Congo, the Commissioner remarks that it is very doubtful if the conditions produced by sheer commercialism are desirable ; although from a purely physical point of view the workman will be vastly benefited, he may well lose elements of greater, even if of less tangible, value. The production of conditions utterly unlike those of the home village can only tend to create a distaste for that village, and the long-continued experience of living on a daily ration and spending a weekly wage must undermine the habit of relying on home-grown food. Thus would be created an industrialised class divorced from their old tribal customs and without any rules of conduct other than those dependent on the fear of punishment.

The line of advance favoured by the Tanganyika Labour Department has, on the other hand, been the creation of a superior type of native village, where conditions are much the same as those of the employees' distant homes. A proportion of married men with children increases the domestic atmosphere, while the grouping of members of one tribe together serves to maintain tradition.

As regards the question of the effect upon the tribe of the exodus of a large proportion of their young men, the Labour Commissioner regards this too as largely dependent on conditions of work. If the man is accompanied by his wife any evil effect will be greatly reduced. If, in addition, it is possible to allocate to each man a small plot which can be cultivated, a far larger proportion of the native population can with safety leave their homes than would be the case under less favourable circumstances.

The Commissioner regards these considerations as supplying the answer to the question how far it is morally justifiable to encourage the native to travel great distances to work for wages rather than to remain at home raising his own crops for export. It is mainly a question of conditions of work. If the circumstances are bad the cumulative effect on the population will be bad, but if conditions on the journey are eased and the management of labour on estates continues to improve, there would be a real justification for the claim that the worker in particular and the tribe in general benefit by the wage-earning habit.

"In any case, it is not now practical politics to contemplate the abolition of labour for wages, while the necessity for large public works, in the interests of the natives themselves, will always involve the employment of large numbers. There is great room for improvement in the administration of Government labour quite as much as that in private employment ; but definite progress has been made and there is every reason to expect this to continue at an increasing rate."

The Work of the British Ministry of Labour in 1927

The fourth annual report¹ of the British Ministry of Labour, dealing with the work of the Ministry during 1926, has recently been issued. As in the case of previous reports², a wide range of subjects is covered, including industrial relations, employment exchanges, unemployment insurance, juvenile employment, trade boards, labour statistics, relations with the International Labour Organisation, and various temporary functions arising out of the war.

INDUSTRIAL RELATIONS

The report refers to the movement during the year towards industrial peace. As the movement progressed, there emerged a considerable volume of agreement in favour of a greater measure of co-operation between the parties in industry, culminating in a definite invitation from a number of employers to the General Council of the Trades Union Congress to meet them for the joint consideration of certain fundamental factors in industrial reorganisation and industrial relations. The invitation was accepted and meetings of this joint body, and of a joint committee appointed by it, have been held during the current year.

The number of trade disputes causing stoppage of work of which the Department had cognisance was the smallest recorded in any year during the whole period of forty years for which statistics are available. Only 103 cases were dealt with under the Conciliation Act, 1896, and the Industrial Courts Act, 1919; this was the same number as in 1922, and, with that exception, the smallest in any post-war year. No Court of Enquiry was set up during the year.

EMPLOYMENT AND UNEMPLOYMENT

During 1927 the average rate of unemployment among insured persons was lower than in any year since 1920, the annual figures for Great Britain having been as follows:

Year	Unemployment (per cent.)
1921	16.6
1922	14.1
1923	11.6
1924	10.2
1925	11.0
1926	12.3
1927	9.6

¹ MINISTRY OF LABOUR: *Report for the Year 1927*. London, H.M. Stationery Office, 1928. 2s. 6d.

² The first report was summarised in the *International Labour Review*, Vol. XII, No. 6, Dec. 1925, pp. 854-62; the second in Vol. XV, No. 1, Jan. 1927, pp. 103-115; and the third in Vol. XVI, No. 4, Oct. 1927, pp. 527-534.

The average number of insured persons actually in employment was greater than in any previous year. The report attributes this result partly to a substantial carry-over of work from the previous year, when production had been interrupted by the coal stoppage, and partly to a growing steadiness in some of the chief factors affecting industrial production, and an improvement in some directions in the export trade. "The year 1927", the report proceeds, "may be regarded industrially as that which has made the nearest approach to normal since the war. There is some ground for thinking that the problems of employment and unemployment which have revealed themselves during the year ought to be considered, not merely as residual difficulties of the war period, but as the problems of a new industrial and commercial era. Of these problems undoubtedly the most serious is the continued irregularity in several of the basic industries, notably coal, iron and steel, cotton, and to a less extent shipbuilding, heavy engineering, and wool."

The report refers to the unemployment in the coal-mining industry, which is much heavier in some coalfields than in others, and observes: "It is now generally recognised that an appreciable number of those wholly unemployed in the northern coalfield, in South Wales, and in parts of the Scottish coalfield, are unlikely to obtain regular employment in their own industry in their own district; the same is probably true of a smaller proportion in some of the other coalfields." The work of the Industrial Transference Board is referred to in this connection. The employment exchanges are continually engaged in this work of facilitating transfers, in all industries and in all districts; but, if such transfers are to be effected with as little hardship and waste of effort as possible, all the agencies involved need to be brought into effective co-operation. Hence the Industrial Transference Board was set up, "to stimulate and assist the workers from distressed areas to openings in other areas and other industries, both at home and overseas".

Reference is also made in this connection to section 18 of the Mining Industry Act, 1926, which empowers the Minister of Labour to make regulations to secure that preference should be given, in the recruitment of persons for employment in the coal-mining industry, to those who had been previously employed therein. In view of the situation which had developed in the industry, the Minister, instead of making regulations under section 18, accepted for the time being a voluntary undertaking by the Mining Association to carry out the intention of the Act; this undertaking came into force on 1 August 1927. Returns rendered by the coal owners in accordance with this undertaking show that there has been general compliance with its terms; and the employment exchanges are assisting to an increasing extent in the movement of colliery labour from depressed areas to fill vacancies in other pits.

Some modifications have been made in the organisation of employment exchanges during the year, with a view to increasing their usefulness as placing agencies. The principal feature of the scheme, which has already been introduced on Clydeside, Tyneside, Merseyside, and in the Inner London and Birmingham areas, is the institution of Central Clearing Exchanges through which all the exchanges within a given area exchange information daily about vacancies and surplus labour for

vacancies other than unskilled. In this way the Central Exchange obtains a bird's-eye view of the whole movement and needs of the labour market in the area, and is able to bring workers and employers in each district into closer touch with one another. The report states that the scheme has already proved very successful, not only in quickly connecting supply and demand but in bringing to the notice of employers the wide choice of applicants of good qualifications existing within the area. Its development in other areas is being undertaken.

The numbers of vacancies notified to employment exchanges and of vacancies filled were slightly smaller than in 1925, but considerably greater than in any other of the last five years, as will be seen from the following table :

Year	Vacancies notified	Vacancies filled
1923	1,056,970	893,713
1924	1,345,394	1,143,742
1925	1,480,820	1,279,292
1926	1,246,967	1,082,917
1927	1,436,052	1,252,707

The number of employers on the King's National Roll at the end of 1927 was 27,500 ; they were employing approximately 380,000 disabled ex-service men. The total number of disabled ex-service men forming part of the industrial community is approximately 400,000 ; and of these only 5 per cent. were unemployed at the end of December 1927. This is considerably lower than the proportion of unemployment among the general insured population, showing that disabled ex-service men receive an appreciable preference in the matter of employment.

Other subjects dealt with in this section of the report include local employment committees ; port registration committees ; oversea employment ; admission of foreign workers under the Aliens Order, 1920 ; unemployment relief works, etc.

Unemployment Insurance

The report refers to the work of the Committee on Unemployment Insurance presided over by Lord Blanesburgh and to the Unemployment Insurance Act, 1927, which follows in the main the recommendations of the Committee.¹ The new Act came into force, with certain exceptions, on 19 April 1928.

One result of the new Act will be that the work of the local employment committees in respect of claims for "extended" and dependants' benefit will come to an end ; and the report places on record the Ministry's appreciation of the services which have been rendered by the committees in this connection. From the inception of uncovenanted benefit in

¹ The report of the Blanesburgh Committee was summarised in *Industrial and Labour Information*, Vol. XXI, No. 11, 14 March 1927, and the Unemployment Insurance Act, 1927, in Vol. XXV, No. 7, 13 Feb. 1928.

1921 up to the end of 1927, committees have dealt with approximately 25,250,000 applications for unemployment benefit (including reviews), and with nearly 1,300,000 applications for dependants' benefit; and the report acknowledges with gratitude the sympathetic and thorough consideration which has been bestowed upon cases often difficult and complicated.

No changes were made in the rates of contributions during the year; but arrangements were made in anticipation of the coming into force, on 2 January 1928, of the amendments to the unemployment insurance scheme included in the Widows', Orphans', and Old-Age Contributory Pensions Act, 1925. Under this scheme the payment of contributions by employed persons ceased, as from the date mentioned, on their attaining the age of 65; only the employer's part of the contribution is now payable in respect of such persons.

The income of the Unemployment Fund showed a slight increase during the year, and the expenditure a considerable decrease, as a result of the reduction in the number of persons unemployed. The debt of the Fund was increased during the year to the extent of £540,000, owing to interest charges on borrowings in 1926, caused by the large increase in claims following the dispute in the coal-mining industry. The debt of the Fund on 31 December 1927 was £23,180,000, as compared with £22,640,000 on 31 December 1926, and with £7,262,569 on 31 December 1925.

The rest of this section of the report deals with the administration of unemployment insurance under various headings. Appended to the section are reports of three specially important decisions of the Umpire.

Juveniles

The numbers of boys and girls in Great Britain in July 1927 insured under the Unemployment Insurance Acts, excluding those under the special schemes for the banking and for the insurance industries, were 570,000 boys and 408,000 girls, an increase of 6,000 boys and 7,000 girls as compared with July 1926. The boys were employed in the largest numbers in the distributive trades, coal mining, building, engineering (including iron and steel founding), cotton, construction and repair of motor vehicles, and printing (including publishing and bookbinding), in that order. The list is the same as for 1926, except that "construction and repair of motor vehicles" now appears in the list of principal trades for boys, ahead of printing. For insured girls the principal trades were the distributive trades, cotton, tailoring, dress and mantle making, printing (including publishing and bookbinding), laundries (including dyeing and dry cleaning), and woollen and worsted.

There was a steady fall during 1927 in the number of boys and girls unemployed. The percentage of insured juveniles unemployed (3.5) was markedly lower than that for insured adults, which was 10.2.

On the other hand, a shortage of suitable boys and girls was beginning to be experienced in some districts. The shortage of boys and girls for the spinning sections of the cotton and of the woollen and worsted trades

continued. The hosiery trade in Leicestershire and the boot and shoe manufacturing trade in the Midlands reported a shortage of juvenile labour; while in London there was an increased shortage in the West End clothing trades and in better class shops and offices. Local shortages are being relieved to some extent by a redistribution of the juvenile working population; thus boys and girls are travelling into Oxford, Coventry, and Leeds from the surrounding districts to work in the motor trade, in the silk and metal trades, and in the clothing factories, respectively.

The coming shortage of juveniles available for employment, owing to the great fall in the birth rate, has begun, the report states, to attract public attention. According to the estimate of the Committees on Education and Industry, the number of juveniles available for employment is likely to fall from 2,175,000 in 1927 to 1,756,000 in 1933. The Ministry have therefore set on foot, through the Advisory Committees for Juvenile Employment and through the Local Education Authorities, a special enquiry into the redistribution of juvenile labour: reports have been asked for as to the probable extent of the shortage in certain districts and of the surpluses in others, and of the possibilities of transferring boys and girls from the depressed areas to the areas where there is an unsatisfied demand for juvenile labour.

In England and Wales the work of advising boys and girls up to the age of eighteen on the choice of a career, and of placing them in suitable employment, is divided between the Ministry and the Local Education Authorities; in Scotland, the Ministry is directly responsible in all areas except Edinburgh. The general supervision of this choice-of-employment work, however, whether carried on through juvenile advisory committees or through Local Education Authorities, was transferred to the Ministry of Labour in September last, in accordance with the recommendation of the Committee on Education and Industry (England and Wales).

The number of vacancies for juveniles notified to exchanges and to juvenile employment bureaux during 1927 was 318,106, as compared with 266,021 in 1926; and the numbers of vacancies for boys and for girls filled during the year were 140,066 and 124,596, respectively, as compared with 114,872 and 105,353, respectively, in 1926.

Juvenile unemployment centres were continued in a number of areas. The maximum number of centres open was 87, during the week ended 23 December 1927; and the maximum attendance was reached in the week ended 14 January 1927, when the average attendance was 7,139, and altogether 8,403 juveniles attended. Special efforts were made, in the later months of the year, to develop the organisation of such centres in the depressed mining areas (South Wales, Durham and Northumberland, and the south of Scotland).

This section of the report also contains a summary of Part I of the report¹ of the Committee on Education and Industry (Scotland), and a

¹ *Industrial and Labour Information*, Vol. XXII, No. 2, 11 April 1927, contains a summary of this report and of the statement of the policy of the Government in this connection.

statement of the policy of the Government in regard to the reports of the two Committees on Education and Industry.

Training Centres for the Unemployed

The Ministry has two farm training centres for young unemployed men at Claydon and at Brandon, at which training is given chiefly for oversea employment, though there is also accommodation for a number of "handymen" for home employment. The course of training, which was originally six months, was soon reduced to four months, and later to sixteen weeks at Brandon and to nine weeks at Claydon. The training — which is carried on as far as possible under the conditions the men will find in Canada or in Australia, with implements, wagons, and harness largely of Canadian and Australian types — is designed (a) to eliminate men who would not be likely to succeed in the Dominions, and (b) to teach those who are found suitable the rudiments of certain farm operations; and it has been found valuable in both directions. The training scheme, it is considered, taps a supply of men from the towns who would not be accepted, or would only be accepted in small numbers, without some such training; and the possibility of obtaining the training attracts a good type of men from the towns, who would not be prepared to embark upon farm work overseas without the training. The upper age limit for applicants has been raised from 25 to 35, the lower age limit remaining at 19.

The success of the experiment has, according to the report, been such as to justify some expansion, particularly in view of the desirability of training an increased proportion of miners from the distressed mining areas. With the additional accommodation now provided, each of the centres is capable of taking 250 men for oversea employment, and 50 "handymen" for home employment. In addition, two summer camps have been established on Crown land near Brandon. Training is being provided for 200 men at each of these camps.

The two centres at Birmingham and at Wallsend each provide accommodation for 400 men, who are in training for home employment. It has been shown that the training produces a marked improvement in the men's physique and morale, that it increases their chances of getting work, and that the work they get is of a better type than what most of them would have got without the training. Notwithstanding the continued depression in trade, no less than 92 per cent. of the men trained were able to secure employment; and the records of the Birmingham centre show that 89 per cent. of the men trained there were still in employment at the end of December 1927. The trades in which the men have been placed include building and other works of construction, furniture making and other woodworking trades, engineering and allied trades, including the manufacture and repair of motors and cycles, electrical trades, electro-plating, road construction, road transport, railway work, and a number of miscellaneous occupations.

At the end of 1927 it was decided to extend the facilities for training on this side also, and, having regard particularly to the needs of men

from the distressed mining areas, to provide two additional centres, with accommodation for 200 men at each. These two centres — at Dudley and at Bristol — have been opened during the current year. The number of men in training at Bristol has now been raised to 400, and the number at Dudley to 300.

TRADE BOARDS

There was no change during the year in the list of trades to which the Trade Boards Acts are applied. During the year there were 54 meetings of full Trade Boards, and 156 meetings of various committees of the Boards; 19 Boards did not meet at all. The meetings of the Boards were chiefly occupied with questions of minimum rates. 38,574 learners, as compared with 30,177 in the previous year, were certificated by 20 Trade Boards; and 486 indentured apprentices, compared with 424 in the previous year, were registered with seven Trade Boards.

Arrears were claimed on behalf of 6,591 workers, or roughly 6.3 per cent. of the workpeople whose wages were examined by the Ministry's inspecting staff.

The Effects of Collective Agreements in Silesian Agriculture

The effects of the application of collective agreements to wages in German agriculture form the subject of an extremely interesting study by the Farm Management Committee of the Union of Agricultural and Forestry Employers in the Province of Silesia (*Betriebswirtschaftlicher Ausschuss beim land- und forstwirtschaftlichen Arbeitgeberverband für die Provinz Schlesien*). The Committee has enquired into labour income and labour utilisation on 168 Silesian farms in 1926.¹ The material used was book-keeping accounts and workers' time sheets. Each farm sent in information on the number of days worked during the year and the total earnings both in cash and in kind of each group of workers. These groups corresponded to the classification in the collective agreements; they were: handicraftsmen, foremen, ploughmen, "wage-cultivators"²,

¹ *Arbeitseinkommen und Arbeitsverbrauch auf 168 ober- und niederschlesischen landwirtschaftlichen Betrieben im Jahre 1926*. By Dr. Georg FEIGE. Schriftenreihe des betriebswirtschaftlichen Ausschusses beim land- und forstwirtschaftlichen Arbeitgeberverband für die Provinz Schlesien, Heft 5. Breslau, Gutschmann, 1927. The second part of the report, dealing with the rate and extent of the utilisation of labour on these farms, is not discussed in this summary.

² The "wage-cultivator" (*Lohnagärtner*) is an ordinary agricultural worker engaged by the year; his wife is also under contract to do permanent work for the farmer. He receives a "deputat", but less, especially in regard to land and the right to keep stock, than the normal "deputat" worker. This type of contract is common in Silesia and South Brandenburg; cf. INTERNATIONAL LABOUR OFFICE: *The Representation and Organisation of Agricultural Workers*, p. 129; Studies and Reports, Series K, No. 8; Geneva, 1928.

free workers (grouped according to civil status and age), women workers, and migrant workers.

The 1926 collective agreement fixes the amount of wages to be paid in cash and the amount to be paid in kind, the so-called "deputat". But the agreement also allows individual re-arrangements on a voluntary basis for the conversion of either form of wage into the other form. This is an important point, and it can have a significant influence on total earnings. Only a study of these total earnings is worth while, as under the circumstances any enquiry into cash wages or wages in kind taken separately is obviously meaningless. Total earnings are most conveniently arrived at by adding to cash wages the converted cash value of wages in kind: the whole earnings are then expressed in cash.

WAGES IN KIND ("DEPUTAT")

Estimation of the money value of wages in kind is, however, always a difficult question: in fact, it seems impossible to find a general solution. The estimate must be made with special regard to the use which is to be made of it. If the purpose is to examine the labour costs of the farm it seems natural to calculate the value at wholesale prices of the rye given to the workers; if the intention is to estimate the earnings of the workers it seems more natural to use retail prices. Further, sometimes the workers receive greater quantities than they can consume and have to sell a part in order to obtain cash to buy other necessities. In this case the selling price of small quantities away from general markets ought to be taken into account. These considerations show how complicated the question is.

Information having been received from each farm as to the actual amount of wages in kind received by each group of workers, the author of the report had to make the necessary conversions into cash. His method differs a little from that used by the German Union of Agricultural Workers (*Deutscher Landarbeiterverein*). The main difference lies in the value assigned to the right to the free baking of bread, which, in the report, is taken as equal to the value of 18 hundredweight of coal. The Union objects¹ that nowhere in the agreement itself is it stated that the indemnity in lieu of the right to free baking is equivalent to 18 hundredweight of coal. On the other hand, the report has not taken into consideration two minor benefits which the Union includes in its calculations. The report estimates the total value of the standard deputat for 1926 at 610.31 marks; the Union at 575.56 marks. Whichever calculation is adopted gives the agreement or standard cash value of wages payable in kind.

The actual amounts received in kind, and therefore their cash equivalents², do not necessarily conform to this standard, estimated by the

¹ *Pressedienst des Deutschen Landarbeitervereins*, No. 7, 5th year, 16 Feb. 1928.

² In discussing the principles for estimating the cash value of a deputat, the report says: "The absolute amount of a deputat interests us only in a secondary way; the decisive factor for us is the deviation from the standard expressed as a percentage of this standard." This can hardly be correct, for an error in

report at 610.31 marks per year ; the farmer sometimes gives a different amount, or, as the agreement allows, a conversion to or from cash wages is made. Average deviations were slightly different for the different groups of workers. Foremen received a deputat which averaged out at the value of 699 marks, or 14.5 per cent. more than the standard deputat ; ploughmen received one which averaged out at the value of 627 marks or 2.74 per cent. more ; and " wage-cultivators " one which averaged out at the value of 609 marks, or 0.2 per cent. less than the standard.

Deviations on the separate farms were, of course, much greater, especially in the case of foremen ; this is shown by the table below, in which the farms are grouped according to the deviation of the wages in kind paid to three groups of workers (average for each group) from the standard value laid down in the 1926 collective agreement, expressed as a percentage of that standard value itself.

CLASSIFICATION OF SILESIAN FARMS BY DEVIATION OF DEPUTATS
ACTUALLY PAID FROM THE AGREEMENT VALUE

Group of workers	Number of farms paying a deputat equal to				
	less than 70	70-90	90-110	110-130	130 or more
	per cent. of the agreement deputat				
Foremen	—	7	59	49	33
Ploughmen	—	6	137	22	—
" Wage-cultivators "	1	6	118	19	—

In the case of the foremen, as already shown by the general average of 699 marks quoted above for all farms, a larger deputat is frequently given than that standardised in the agreement ; the number of farms with a considerable deviation (i.e. more than 10 per cent.) above the standard is also greater for this group than for the other two groups (see last two columns of the table).

Having examined how far the aggregate amount of the deputats received by each group deviated from the deputats as laid down in the agreement, and expressed these deviations as percentages of the agreement deputats, the report next studies the same problems for cash wages.

CASH WAGES

The information sent in by the farms shows the aggregate number of working days worked by each group of workers during 1926, and also the aggregate cash wages they received for that work. For example,

estimating the absolute cash value of the deputats, both those actually paid and those laid down in the agreement, will affect the total value of the cash wages and deputat taken together, and consequently the value of the deviations from the standard.

on the farm X the ploughmen had together worked 1,100 days in 1926 and had together received 1,300 marks in cash. To find the deviation from standard cash wages it is necessary to know what would have been the cash remuneration for 1,100 days if payment had been made strictly in accordance with the agreement.

The agreement, however, fixes rates per hour. It is necessary to determine how many hours could go to the working day. The number of working hours laid down in the 1926 agreement was 2,856, and the possible number of days on which work could have been done (deducting Sundays and holidays falling in that year) was 306. This gives a normal working day of 9.33 hours. Multiplied by the hourly rate for ploughmen this gives a standard daily cash wage for these men of 1.04 marks. This rate multiplied by 1,100 days gives an amount (1,144 marks) which represents the aggregate wages of this group, at *agreement* rates, for the *actual* number of days they worked. Contrasting this amount with the 1,300 marks which they did, in fact, receive, it appears that the ploughmen on this farm received 156 marks, or 14 per cent., more than the agreement or standard cash wage.

In the same way, the deviation percentages were calculated for other groups of workers and for other farms.

The deviation percentages for the deputats have a separate interest, because the question how far wages are paid in kind is of itself of importance on general grounds and because the policy to be followed on this point is a well-known matter of dispute. But there is no intrinsic interest attached to percentages of deviations of cash wages, except in so far as they constitute a part of the deviation from standard of the total wage. Calculations had therefore to be continued to find this deviation of the total wage.

TOTAL WAGES

Here, however, a difficulty arises. The deputat is fixed for a whole year; cash wages are fixed per hour. Total yearly cash earnings consequently depend on the amount of work performed during the year by each individual worker. In other words, cash earnings are related to performance and wages in kind are not related to performance.

In examining performance it would have been possible to take the individual worker as the basis of calculations, and to have asked for individual records. But as a large number of individual irregularities are bound to arise in the course of the year (sickness, special leave, transfer to other farms, etc.), a large number of records would have had to be averaged out. It seemed more satisfactory to leave the individual worker out of account, and to obtain records of the number of days of performance to the credit of each group of workers, and then to relate group cash wages to group performance. This method, which no doubt has eliminated a large number of accidental errors, has, however, made it necessary to find some relation between the deputat, given for an unspecified performance, and the actual performance of the workers and their cash wages for that actual performance. This is done by assuming the year to be 2,856 hours, i.e. 306 days of 9.33 hours each. Standard

total wages for the standard total year are first simply ascertained for any group by multiplying the rates mentioned for that group in the agreement by 2,856 and adding on the cash value of their agreement deputat. That portion of this sum which represents the cash wages is then corrected by the deviation percentages already ascertained for the cash earnings of that group on any given farm, and added on to the cash value of the actual deputats received by the workers of the grade under consideration on that farm. The result is the total annual wages of that group on that farm at *actual* rates for *standard* performance. The difference between this result and the first result (standard wages for standard performance) can then be expressed as a percentage of the latter.

In this way a set of deviations of actual earnings for standard hours is obtained, which provides a measure of the effectiveness of the application of the 1926 collective agreement.

In the report these deviation percentages for total earnings are not given for each farm, but by sets of farms grouped in 27 districts. The principal results are incorporated in the following table.

RELATION BETWEEN AGREEMENT WAGES AND ACTUAL WAGES
(RECALCULATED FOR STANDARD TIME) IN 27 DISTRICTS

Group of workers	Agreement wage (per year)	Actual wage (for standard time) as percentage of agreement wage (all districts)	Number of districts paying on the average			
			less than 80	80-100	100-120	120 or more
			per cent. of the agreement wage			
	Mks.					
Foremen	984.81	116.3	—	2	17	8
Ploughmen	917.58	106.4	—	—	27	—
"Wage-cultivators"	853.07	113.0	—	—	22	4
Free workers : married	971.04	95.4	2	10	12	1
" " : unmarried :						
Aged 20 and over	828.24	103.8	1	8	12	4
" 19-20	799.68	97.9	1	13	5	4
" 18-19	671.16	100.1	—	8	9	1
" 17-18	499.80	113.0	1	5	8	7
" 16-17	456.96	109.4	3	4	8	4
" 15-16	385.56	109.6	1	4	11	4
" 14-15	328.44	123.8	1	2	8	11
Women workers :						
Adult	385.56	126.3	—	—	9	18
Aged 16-17	371.28	116.1	—	2	6	3
" 15-16	335.58	120.2	—	4	6	4
" 14-15	292.74	130.7	—	2	4	8

The table shows the great variations in wages in Silesia as between the different sets of farms. Collective bargaining has not yet resulted in any real uniformity of wages.

Of special importance is the fact shown by the table that, to a great

extent, workers have not received wages as high as those laid down in the agreement. This is especially true of unmarried free workers. The average wages paid to these workers were below the amount laid down in the agreement in no less than 61 per cent. of the districts. In the case of married free workers the number of districts paying wages lower than the standard is 12 out of 25, and for the various groups of young women workers the percentage of such districts varies from 14 to 28 per cent. Even in the case of a superior group, the foremen, two districts are shown as paying wages below agreement wages. Ploughmen, "wage-cultivators", and adult women workers alone receive standard wages in all districts. The high surplus earnings above agreement wages gained by women workers are explained by the importance of piece rates for these workers. With the exception of these remarks, the report contains no explanation of the great deviations from agreement standards which have been found.

The only conclusion drawn by the author of the report is to the effect that on the evidence of the investigation wage conditions on farms must be held to be different from what the collective agreement would lead us to expect. His further inference is: "This does not allow the conclusion that the collective agreement system is without importance or that its complete abolition should be demanded. The function of the collective agreement as the basis of individual contract rights remains untouched. But our investigations prove that forcible interventions in the economic process in favour of either party to the employment contract ultimately cancel each other out."

This original and serious attempt — which would appear to be the first of its kind — to study the precise effects of the application of collective agreements in agriculture merits every attention.

The Conditions of Employment of Finnish Dockers

A recent number of the organ of the Finnish Ministry of Social Affairs¹ publishes the preliminary results of an enquiry made last year by the Bureau of Social Statistics into the position of dockers, a group of workers who are at present attracting much attention owing to the important dispute which is in progress.

The enquiry, which was conducted on the sampling system, covered 12 important seaports and 5 inland ports. It related to June 1927, but information was also asked for on wages during previous years. Replies were received from 71 undertakings and 1,093 dockers. As these undertakings employed 11,037 persons in all, the enquiry may be said to have covered one-tenth of the total number of workers.

In June 1927 these 71 undertakings employed 3,664 permanent workers, of whom 3,183 (86.9 per cent.) were men and 481 (13.1 per cent.) women, together with 7,373 casual workers, of whom 6,020 (81.7 per cent.) were men and 1,353 (18.3 per cent.) women.

¹ *Sosialinen Aikakauskirja* — *Social Tidskrift*, 1928, No. 5.

The work of loading and unloading ships in Finland is naturally seasonal, for most of the ports are icebound in winter. Among those who gave information on the point it was found that about half the men and one-third of the women had had other work in 1926, the rest having been unemployed for a period varying from 2.1 to 4.8 months.

Owing to the seasonal fluctuations in the work it is very difficult to distinguish clearly between permanent and casual workers, so that the two groups have had to be dealt with together because of the inadequate data supplied by employers. In actual fact the differences in the wages of the two groups are only slight.

Most of the dockers come from the country; the proportion born in towns was only one-sixth. Dockers are a very mobile group of workers; thus, the number of those born in the commune where they worked was only 21.7 per cent. of the total and over one-third (36.4 per cent.) of those who supplied information were born outside the province in which they were employed.

Among those who gave information on this point about one-fourth, or 23.8 per cent., had worked at least a year as dockers, and about the same proportion for from 2 to 5 years; 21 per cent. had worked from 5 to 10 years in the trade, 11.1 per cent. from 10 to 20 years, and 8.6 per cent. over 20 years.

Of those who stated their age nearly two-thirds (64.3 per cent.) were between 21 and 40 years, close on one-fourth (23.3 per cent.) between 40 and 55 years; from 5 to 6 per cent. were between 18 and 21 years of age, or between 55 and 70 years.

The working day was 8 hours on ordinary week-days nearly everywhere, and on Saturdays and the days before holidays from 5½ to 8 hours — as a rule 7 hours, sometimes 6 hours. On ordinary working days work went on from 7 a.m. to 4 or 4.30 p.m., and from 7 a.m. to 6 p.m. on piece work; on Saturdays in most undertakings from 7 a.m. to 2 p.m., in some firms from 7 a.m. to 3 or 4 p.m., or from 8 a.m. to 4 p.m. The break for meals was as a rule one hour, sometimes half an hour or an hour and a half, and was usually taken between 11 a.m. and noon or between noon and 1 p.m. In case of need, overtime was worked, as a rule two hours after the ordinary working day. In particularly busy times work was often continued during the night and on holidays. A holiday with pay was granted by 29 undertakings.

As regards the method of remuneration, time rates only were paid in 12 undertakings employing 29.6 per cent. of all the workers covered, piece rates only in 30 undertakings, with 26.2 per cent. of the workers, and both systems were used in 28 undertakings with 44.2 per cent. of the workers. Among the workers who gave information more than half or 54.3 per cent. were paid by time, 30.9 per cent. by the piece, and only 14.8 per cent. by both systems.

The average hourly earnings of all the permanently employed dockers covered by the enquiry were 7.08 F. Mks., and those of casual workers 7.42 F. Mks.; the corresponding figures for women were 4.75 F. Mks. and 5.30 F. Mks. For overtime an increase of 50 per cent. on the ordinary rates was paid for the first two hours, and of 100 per cent. for subsequent hours. The increase for night work and work on holidays was

also 100 per cent. According to the information given by the workers themselves, about two-thirds of them (62.9 per cent.) earned in the summer of 1927 over 7.8 F.Mks. an hour and over two-thirds of the women (68.0 per cent.) from 4 to 5 marks an hour.

As regards remuneration in kind, only 10 undertakings stated that they provided their workers with a free dwelling, occasionally with free lighting and heating. Nineteen undertakings granted special bonuses at Christmas or on similar occasions amounting to from 5 to 8 per cent. of the summer earnings at piece rates; others granted bonuses of some hundreds of Finnish marks. During the period of unemployment in winter 15 undertakings stated that they found other work for their workers, and 23 that they granted relief or advances, usually to their ordinary workers paid at time rates.

Forty-nine undertakings had waiting rooms and dining rooms, which could be heated, at the place of work; 16 made no such provision; 63 undertakings stated that they provided for first aid at the place of work; and 50 undertakings supplied food.

With respect to marital condition, 44.3 per cent. of the men and 38.3 per cent. of the women were single, 51.7 per cent. of the men and 32.6 per cent. of the women being married. Of the men 2.7 per cent. were widowers, and 23.5 per cent. of the women were widows; 1.3 per cent. of the men and 5.6 per cent. of the women had been divorced. It was found that 41.8 per cent. of the workers had no dependants, that from 13 to 14 per cent. had families of from 2 to 3 persons, about 10 per cent. had families of 4, and only 7.7 per cent. families of over 6 persons. In the households of the married men 70.5 per cent. of the children were under 15 years of age, and in those of the married women 81.8 per cent.

Among the families which gave information on their housing, 53.0 per cent. rented their dwellings, 20.3 per cent. lived in their own houses on their own ground, 8.4 per cent. in dwellings belonging to their employers.

About half the families (52.0 per cent.) which stated the number of their rooms had only one room; 0.6 per cent. had only one room with the use of kitchen; 39.0 per cent. had two rooms, 6.7 per cent. had three, and only 1.7 per cent. had four rooms. The average per household was 1.5 rooms. The number of persons per room did not exceed one in only 5.7 per cent. of the families: For the majority, or 55.0 per cent., the number was from 1.1 to 3 persons per room, and for 39.3 per cent. it was over 3. The cubic space per person was over 25 cubic metres for only 15.1 per cent. The most usual space was from 5 to 10 and from 10 to 15 cubic metres, applying to 26.2 per cent. in each case. Only 4.4 per cent. had 5 cubic metres or less. The average per person was 14.6 cubic metres.

Among single dockers only 3.2 per cent. owned their own dwellings, while 77.9 per cent. rented their dwelling; of these, 23.5 per cent. lived with parents and 54.4 per cent. with strangers; 18.9 per cent. lived in rooms belonging to their employer.

About one-third of the workers or 31.8 per cent. had had no school education; about two-thirds or 65.2 per cent. had attended elementary schools and 41.4 per cent. of them had completed the course. Only

0.6 per cent. were totally illiterate, and 4.9 per cent. could only read ; 59.4 per cent. of the men and 52.1 per cent. of the women subscribed to a newspaper, or on an average 58.1 per cent. of those who gave information on this point.

Of the men 36.8 per cent. and 21.9 per cent. of the women who gave information were members of a trade union.

The employers considered that the worst scourge among dockers was drunkenness, which lowered their standard of life, reduced their working capacity and increased the risk of accidents. The fact that dockers were recruited throughout the country among unskilled workers tended to reduce their efficiency and lower wages.

The workers themselves considered that the worst feature in their situation was winter unemployment and the uncertainty of the conditions of work. In their opinion the casual nature of the work should be reduced by the conclusion of collective agreements, by which conditions of work might be stabilised, particularly for workers permanently employed as dockers, and the same basic wages might be guaranteed for all. During the winter employers and the local and State authorities should organise other kinds of work. Trained and organised workers resident in the locality should be given preference so as to prevent too great an influx of workers from other districts. With a view to the prevention of accidents, inspection should be made more effective and arrangements for protection more adequate. At every port there should be proper waiting rooms and dining rooms for dockers. Special accommodation should be supplied for women ; there should be wash-rooms and a restaurant, and if possible provision should be made for housing single workers and those from other districts. This would also tend to reduce the housing shortage. The Government ought also to promote the construction of workers' dwellings by granting building loans for small dwellings, and general old-age, sickness and invalidity insurance should be introduced, or else the employers should be required to open unemployment funds for their workers.