

## Enquiries into Conditions of Work in Sweden

During 1936 and 1937 the Swedish Social Board undertook three enquiries, one into hours of work, holidays with pay, and rates of remuneration, for certain categories of salaried employees<sup>1</sup>, a second into certain conditions of employment in bakeries, and a third into conditions in hotels and restaurants.<sup>2</sup> The main findings are summarised below.

### HOURS OF WORK, HOLIDAYS, AND REMUNERATION, OF SALARIED EMPLOYEES

#### *Hours of Work of Employees in Private Undertakings*

On 3 April 1936 the Government instructed the Board, in conjunction with the Committee of Enquiry into the hours of work of commercial and office employees, to make a statistical survey of the hours of work of certain categories of employees in private undertakings. The investigation began in the spring of 1936, and covered employees (excluding manual workers and certain classes of clerks) in most branches of economic activity, including agriculture and forestry, industry and handicrafts, wholesale trade, banking, insurance, transport and communication, etc. The enquiry did not cover retail trade, hotels, restaurants and cafés, private nursing and allied activities, places of amusement, sports organisations, etc., either because the hours of work of these categories of employees had already been studied, or because the nature of the employment was such that it could not reasonably be compared with the conditions in the branches of activity covered by the enquiry.

The data for these investigations were obtained by means of two questionnaires, one of which had to be filled up by employers in respect of all persons employed by them, while the other produced individual replies from salaried employees. The number of replies from employers was 5,033, covering 76,032 employees, and the number of individual replies from employees was 24,837.

The information obtained was summarised in tables by occupational groups: office staff; technical staff; heads of services and workshops; warehouse staff; and watchmen, doorkeepers, etc. For these occupational groups the employers supplied data concerning 70,113 employees, and the employees themselves supplied information concerning 22,665 persons. The information supplied by employers covers about half the total number of office employees and about three-fifths of the technical staff and heads of services; the individual information supplied by the employees themselves covers from 15 to 20 per cent. of their number.

<sup>1</sup> SVERIGES OFFICIELLA STATISTIK SOCIALSTATISTIK: *Undersökningar rörande arbetstidsförhållanden och lönevillkor för privatanställda*. Stockholm, 1938.

<sup>2</sup> *Idem*: *Undersökningar rörande vissa arbetstidsförhållanden inom bagerirången samt hotell- och restaurangnäringen*. Stockholm, 1938.

Calculations were made for the categories of employees mentioned above to determine the gross hours of work—that is to say, the number of hours that elapse between the time of beginning and ending work, including breaks—and the net hours of work, by which is meant the gross hours less breaks. Table I shows the average gross and net hours of work and breaks for the various occupational groups and the distribution of employees according to their net working time, the figures being based on all the replies, whether from employers or from employees.

TABLE I. HOURS OF WORK OF CERTAIN CATEGORIES OF PRIVATE EMPLOYEES AS REPORTED (a) BY EMPLOYERS AND (b) BY EMPLOYEES

Hours	Office staff		Technical staff		Heads of services and workshops		Warehouse staff		Watchmen, doorkeepers, etc.	
	A	B	A	B	A	B	A	B	A	B
Gross average hours of work per week	47.1	47.4	48.6	49.2	54.1	55.6	52.1	53.2	50.1	53.1
Total average breaks (hours per week)	5.3	5.1	5.6	5.8	6.3	6.5	5.8	6.4	5.4	5.6
Average net hours of work per week	41.8	42.3	43.0	43.4	47.8	49.1	46.3	46.8	44.7	47.5
Average net hours of work per week of employees in :										
Agriculture	50.9	60.7	—	—	57.9	60.6	—	—	—	—
Forestry	43.6	43.0	46.7	—	52.7	53.6	—	—	—	—
Industry	42.8	43.1	43.2	43.6	47.7	48.6	46.8	47.0	45.6	47.6
Wholesale trade :										
Private	42.5	42.7	42.2	42.0	47.0	49.5	46.1	46.4	44.4	45.0
Co-operative	42.2	42.8	39.3	42.0	46.9	—	44.1	46.3	41.8	—
Banking	39.8	41.2	—	—	—	—	—	—	43.8	49.9
Insurance	38.1	38.8	37.8	39.5	—	—	—	—	41.1	41.0
Private railways	45.2	52.0	42.4	41.3	45.3	49.5	45.9	—	44.0	44.5
Other forms of communication	42.7	43.7	44.0	47.1	49.8	49.3	45.2	44.9	44.8	47.3

Corresponding calculations were made for the undertakings for which information was supplied both by the employers and by the staff for the same employees or for the same groups of employees.

Except in the case of watchmen and doorkeepers, there was very little divergence between the data provided by employers and employees in general or by employers and employees of the same undertaking. The average gross hours of work of office employees are slightly over 47 in the week, and the net hours are about 42 in the week. The gross hours of technical staff are about 49 in the week, and the net hours about 43. The corresponding figures for heads of services were from 54 to 55 hours and from 48 to 49 hours a week ; for

more than half the heads of workshops, foremen, etc., covered by the enquiry the net hours of work were normally exactly 48 in the week. Warehouse staff and storemen had an average of from 52 to 53 hours gross and from 46 to 47 hours net. In the case of watchmen and doorkeepers the gross hours of work were from 50 to 53 on the average and the net hours from 45 to 47. If the employees are classified into three groups according to whether their hours of work were 42 or less, from 42.1 to 48, or over 48 hours, the percentage distribution is as follows :

TABLE II. PERCENTAGE OF EMPLOYEES WORKING VARIOUS HOURS  
ACCORDING TO (a) EMPLOYERS AND (b) EMPLOYEES

Net weekly hours	Office staff		Technical staff		Heads of services and workshops		Warehouse staff and storemen		Watchmen, doorkeepers, etc.	
	A	B	A	B	A	B	A	B	A	B
Not more than 42	57.3	53.7	45.9	42.8	3.1	1.9	15.1	11.2	34.4	22.3
42.1 to 48	39.9	40.9	51.7	51.4	87.5	75.5	73.8	69.4	49.5	40.2
More than 48	2.8	5.4	2.4	5.8	9.4	22.6	11.1	19.4	16.1	37.5

A comparison of the hours of work in different localities shows that as a general rule the gross and net hours are longer in rural districts and small towns than in large towns. This difference would, however, seem to be counterbalanced to some extent by the fact that employees in large towns have generally farther to travel to and from work.

The figures quoted above refer only to the normal hours of work of the various categories of staff concerned—that is to say, to the time during which the employees are normally at the employer's disposal. But, in addition, many of these employees are required to work overtime. It is impossible from the data collected to state exactly how many hours of overtime are worked by the various categories of staff, for only a limited number of the replies to the questionnaires mentioned the number of hours of overtime worked during the year. In most cases all that was stated was that overtime was worked "in exceptional cases", "when circumstances required", "during periods of exceptional activity", etc.

In the case of those office employees with regard to whom replies were given as to the frequency of overtime and the number of hours worked, the information supplied both by the employers and by the employees shows that about two-thirds of those employees worked overtime; the corresponding proportion for technical staff, heads of services, and warehouse staff, was one-half according to the employers' figures, and two-thirds according to the employees'; for

watchmen and doorkeepers it was about two-fifths according to both sets of figures. The majority of the employees for whom information is available worked less than 200 hours of overtime a year ; for between 20 and 30 per cent. of these employees the overtime reached or exceeded that figure.

The questionnaires asked whether remuneration for overtime was given in the form of hourly wages, free meals, bonuses, etc., or whether compensation was granted in the form of extra leave. According to the employers, about half the employees classified as office employees, technical staff, and warehouse staff, who had worked overtime received remuneration or compensation, but the majority of the employees who stated that they worked overtime indicated that they had received no special remuneration. Among heads of services, about one-third according to the employers, and about one-quarter according to the employees, received remuneration for overtime.

#### *Holidays of Certain Categories of Employees*

At the request, made in 1936, of the Committee of Experts set up to consider the question of compulsory holidays, the Government on 22 January 1937 instructed the Board to make an enquiry into the holidays prescribed by the collective agreements in force for certain categories of employees (other than manual workers) in public and private services.

This enquiry, which was begun in April 1937, was based on the existing regulations or other provisions in the case of employees in services administered by the provincial councils or by local authorities. In the case of other bodies, such as parish assemblies, rural development societies, forestry inspectorates, district highway authorities, and the Red Cross, and for employees in the service of certain Government officials (judges, tax collectors, attorneys, surveyors, and agricultural engineers), statistics concerning holidays were compiled by means of a special questionnaire. The Swedish Employers' Association provided statistical information based on data supplied by the individual firms affiliated to it. The Board obtained information from other employers by means of a special questionnaire. In the case of employees in private undertakings the individual replies to the questionnaire sent out in connection with wages (to which further reference will be made below) were also used.

It is calculated that the regulations taken as a basis for compiling the statistics given below concerning the holidays of municipal employees apply to about 20,000 persons. Additional statistical information was collected for certain towns and rural communes, and this covers 3,000 employees in all. Suitable data were also received concerning 3,292 employees of other public bodies and persons employed by Government officials—that is, presumably practically all the employees in these groups. The number of employees in private undertakings covered by the enquiry was 67,237 in the case of the employers' statistics, and 16,134 in the case of the employees' statistics, being respectively about three-fifths and between 10 and 15 per cent.

of the whole office staff, technical staff, and heads of services, in the branches under consideration.

Among the occupational groups covered by the enquiry, the local government employees would seem to have the longest holidays. Higher local government officials and the staffs of hospitals and similar establishments with professional qualifications normally receive a month's holiday; certain intermediate grades, such as police officers, cashiers, accountants, foremen, etc., have about three weeks; and other employees have usually only a fortnight's holiday. In the case of those whose holiday is less than one month, an extension of one week is usually given to employees of a certain age or with a certain length of service (usually after the age of 40 and after 15 years' service).

In the case of employees of other bodies and subordinate staff attached to certain Government officials, the information collected showed that a large proportion of these persons (24 and 22 per cent. respectively) receive no holiday at all. This is due in part to the intermittent nature of their employment. The average length of the holiday granted to employees in these groups was 17 working days.

Table III gives fuller information as to the holidays of employees in private undertakings. As will be seen, there is a considerable measure of agreement between the figures supplied by the employers and those supplied by the employees. According to the former, 2.5 per cent. of all categories of employees in private undertakings receive no holiday at all; the corresponding figure according to the employees is 2.9 per cent. Holidays are therefore enjoyed by the great majority of these employees with the exception of those in agriculture and forestry, only a quarter of whom receive a holiday.

A fortnight's holiday (12 working days) is by far the most usual figure. A holiday of this length was granted to more than 50 per cent. of engineering employees, draughtsmen, heads of workshops, foremen, office and shop employees, and warehouse employees, and to 50 per cent. or more of the employees in industry and wholesale trade. A holiday of more than 12 working days was normal for heads of undertakings, technical staff, and higher office staff. A specially long holiday was often granted to bank and insurance staff, and to the employees of transport undertakings (21 and 19 working days on the average respectively). The length of the holiday was less than three weeks for about 61 per cent. of messenger boys and similar employees, 34 per cent. of warehouse employees, 31 per cent. of foremen and other heads of services, and 26 per cent. of shop employees (all these figures being based on the employers' statistics).

In these categories of employment women would appear to have slightly longer holidays than men.

An enquiry into the length of the holidays received by different age groups and by persons with varying lengths of service shows that the annual holiday is shortest for the age groups under 20 years and during the first year of service. A fortnight's holiday is most frequent after the employee has reached from 30 to 35 years of age or has completed from 10 to 15 years' service.

TABLE III. FREQUENCY AND LENGTH OF HOLIDAYS FOR EMPLOYEES OF DIFFERENT CATEGORIES IN PRIVATE UNDERTAKINGS ACCORDING TO (a) EMPLOYERS' AND (b) EMPLOYEES' FIGURES

Occupation	Number of employees covered by enquiry	Percentage			Number of employees for whom length of holiday was indicated	Percentage of preceding column with a holiday in working days of								Average length of holiday in working days per employee
		without holiday	with a holiday of			6 or under	7-11	12	13-15	16-18	19-24	25 and over		
			un-specified duration	specified duration										
Heads of undertakings (a)	2,362	2.6	25.7	71.7	1,693	3.0	1.8	22.1	6.5	25.4	12.4	28.8	19.0	
(b)	266	4.1	9.0	86.9	231	3.0	2.2	36.3	4.8	32.5	5.6	15.6	16.8	
Technical staff:														
Chief engineers, etc. (a)	2,032	0.9	9.4	89.7	1,822	1.0	0.8	39.3	2.4	42.9	7.6	6.0	16.3	
(b)	477	1.3	1.2	97.5	465	0.2	1.1	39.8	1.7	46.4	6.7	4.1	16.1	
Machine constructors, etc. (a)	2,456	1.9	6.8	91.3	2,243	2.5	1.8	66.0	2.3	22.8	2.3	2.3	13.8	
(b)	633	0.5	0.8	98.7	625	2.1	1.6	71.4	2.2	20.2	1.4	1.1	13.4	
Draughtsmen, etc. (a)	2,573	3.1	4.6	92.3	2,376	12.3	7.6	67.7	2.3	8.2	0.8	1.1	11.7	
(b)	298	0.3	—	99.7	297	9.1	4.4	73.0	1.0	11.1	0.3	1.1	12.2	
Heads of workshops:														
Engineers, etc. (a)	730	2.9	4.2	92.9	678	5.0	1.3	51.5	2.8	30.4	4.3	4.7	14.7	
(b)	364	2.5	3.8	93.7	341	4.4	2.0	54.0	2.1	27.3	4.1	6.1	14.8	
Foremen, etc. (a)	4,555	3.0	6.3	90.7	4,134	16.8	6.1	54.3	3.2	13.0	3.3	3.3	12.5	
(b)	2,160	10.6	7.5	81.9	1,769	16.7	5.5	57.8	1.2	14.2	1.7	2.9	12.3	
Shift foremen, etc. (a)	6,584	1.5	2.4	96.1	6,330	22.3	8.7	52.4	2.2	7.9	4.1	2.4	11.7	
(b)	1,883	6.1	2.6	91.3	1,720	20.2	8.2	61.7	1.0	7.4	0.7	0.8	11.2	
Office staff:														
Heads of departments, etc. (a)	3,882	0.9	3.5	95.6	3,712	1.4	1.2	30.2	4.8	31.1	10.2	21.1	18.0	
(b)	1,600	0.9	1.2	97.9	1,566	0.6	0.5	28.8	1.3	29.7	11.9	27.2	19.1	
Accountants, etc. (a)	9,015	1.4	1.8	96.8	8,732	2.5	1.8	41.8	6.6	24.2	9.4	13.7	16.4	
(b)	4,244	0.8	0.7	98.5	4,178	2.1	0.8	45.6	1.2	28.3	6.4	15.6	16.6	
Subordinate office staff (a)	15,098	3.4	1.5	95.1	14,354	6.8	5.3	53.7	5.4	15.6	5.5	7.7	14.1	
(b)	2,426	0.7	0.6	98.7	2,396	7.7	2.3	71.6	1.5	14.5	1.2	1.2	12.7	
Retail shop staff:														
Shop managers (a)	1,152	0.2	2.0	97.8	1,127	1.6	3.6	75.3	3.6	14.7	0.5	0.7	12.9	
(b)	31	3.2	—	96.8	30	—	—	—	—	—	—	—	—	
Shop assistants (a)	4,996	1.4	3.6	95.0	4,748	19.3	6.2	53.6	9.0	10.4	1.2	0.3	11.5	
(b)	43	2.3	2.3	95.4	41	—	—	—	—	—	—	—	—	
Warehouse staff:														
Warehouse managers (a)	1,002	1.6	1.4	97.0	972	7.2	3.1	57.3	4.7	20.6	5.6	1.5	13.6	
(b)	414	0.7	0.7	98.6	408	8.8	1.2	70.1	1.0	16.4	1.0	1.5	12.7	
Accountants (a)	841	1.1	0.5	98.4	828	6.3	2.5	68.6	5.0	14.7	1.2	1.7	12.9	
(b)	317	1.6	0.3	98.1	311	8.0	2.9	74.3	1.6	12.2	—	1.0	12.3	
Foremen (a)	701	0.4	1.4	98.2	688	16.9	5.9	55.5	5.5	14.2	1.7	0.3	11.9	
(b)	166	—	1.2	98.8	164	20.2	5.5	62.2	0.6	9.8	1.7	—	11.4	
Clerks (a)	2,934	2.2	0.4	97.4	2,857	26.3	6.7	54.1	6.4	5.3	1.0	0.2	10.7	
(b)	281	0.4	—	99.6	280	28.6	7.1	61.1	—	3.2	—	—	10.3	
Watchmen, door-keepers, etc.:														
Office boys (a)	1,921	4.3	1.1	94.6	1,818	18.1	3.7	39.3	7.5	20.0	7.2	4.2	13.5	
(b)	317	2.5	0.3	97.2	308	12.3	3.6	45.1	1.3	32.5	3.9	1.3	13.8	
Messenger boys, etc. (a)	3,148	8.6	3.5	87.9	2,767	43.6	15.9	35.5	3.5	1.0	0.4	0.1	8.9	
(b)	81	2.5	—	97.5	79	51.8	5.1	41.8	1.3	—	—	—	8.7	
Miscellaneous staff (a)	1,255	4.9	3.4	91.7	1,151	13.4	4.5	28.6	11.2	7.5	6.6	28.2	16.4	
(b)	133	3.8	3.8	92.4	123	2.4	—	42.3	1.6	39.1	1.6	13.0	16.4	
All staff (a)	67,237	2.5	3.7	93.8	63,030	11.8	5.1	49.2	5.1	16.5	5.1	7.2	13.8	
(b)	16,134	2.9	2.1	95.0	15,332	8.2	2.8	54.4	1.3	20.9	4.0	8.4	14.4	

*Salary Rates of Certain Groups of Employees in Private Undertakings*

By a decision of the Government, taken on 25 September 1936, the Board was instructed to collaborate with the Government Wages Commission of 1936 in an enquiry into the salary rates of certain

categories of employees in private undertakings. The basic information for this enquiry was collected by means of a questionnaire sent to the same categories of employees as were covered by the enquiry into hours of work. The questionnaire was sent to the members of the various industrial organisations which had previously replied and to the individual employees of undertakings which had supplied the addresses of their staff. In this way, useful information was obtained concerning 15,030 persons.

The rates of salaries of employees vary in different parts of the country. If the index number for the whole of Sweden is taken as being 1,000, the corresponding index for salaries in the north of Sweden is 1,014, for central Sweden (including Stockholm) 1,023, and for the south of Sweden 923.

A study of the other factors which may influence the level of salaries shows that length of service plays a more important part than age, occupational qualifications, or hours of work.

#### ENQUIRY INTO THE BAKING INDUSTRY

Night work in bakeries was prohibited in Sweden in 1920. According to the legislation at present in force, the manufacture of bread or pastry for sale is prohibited between 8 p.m. and 5 a.m. on working days, and also on Sundays and public holidays. Certain exceptions are permitted, one of the most important being that the Act does not apply to undertakings working without any assistance beyond that of the husband or wife of the owner, and children living with their parents.

Opinions differ as to this exemption for family undertakings and as to the hour at which work in bakeries should begin. Both the employers and the workers point out that the bakeries which enjoy exemption can make use of this privilege to become very serious competitors for the others, and they state that the number of these undertakings has increased considerably to the detriment of bakeries organised on an industrial basis.

At the suggestion of the Riksdag and acting on instructions from the Government, the Board made an enquiry in 1937 into the effects of the legislation concerning work in bakeries, with a view to throwing light on this particular question. A questionnaire was sent out to the local authorities, who collected information concerning all bakeries and pastrycooks' establishments in their respective areas and all the staff employed in them. A further enquiry was made by means of a special questionnaire sent to certain local authorities, to women's organisations engaged in the study of domestic and family questions, co-operative societies, joint associations of employers and workers in the baking industry, etc.

A comparison of the results with those of a similar statistical enquiry made in 1925 gives some indication of the changes that have taken place in this industry. These are reproduced in the following table :

TABLE IV. DISTRIBUTION OF BAKERIES AND SIMILAR ESTABLISHMENTS IN 1925 AND 1937

Year	All bakeries, pastrycooks' establishments, etc.		Undertakings employing			
	Undertakings	Workers employed	Only the owner (and husband or wife and children)	Other members of the family and domestic servants	Wage-paid workers in addition	Wage-paid workers only
1925	5,775	23,893	1,458	928	2,870	519
1937	7,436	35,276	1,389	892	4,435	720
Percentage increase (+) or decrease (—)	+ 28.8	+ 47.6	— 4.7	— 3.9	+ 54.5	+ 38.7

It will be seen that, while the number of bakeries increased by about 29 per cent., the number of persons employed rose from 23,893 to 35,276—an increase of almost 48 per cent. The number of persons employed in bakeries run by a single family, and therefore exempt from the provisions of the Act, increased from 2,197 to 2,255 during the same period—an increase of only about 3 per cent.—and the number of undertakings in this category fell from 1,458 to 1,389. The persons employed in bakeries worked by a single family constituted 9.2 per cent. of the total number of workers in 1925 and only 6.4 per cent. in 1937. The same trend can be noted in bakeries of a somewhat similar type employing members of the family other than the husband, wife, or children, and in addition domestic servants. It should be noted that the general term for a bakery worked by a single family (*hembageri*) is now applied by the general public to a much wider category of undertakings which, on the whole, has developed considerably. The number of undertakings in which not only the proprietor and possibly certain members of his family but also wage-paid workers are employed increased by about 55 per cent., and that of undertakings employing only wage-paid labour by 39 per cent.

A comparison between the number of persons employed in bakeries in 1925 and in 1937 shows that the number of owners who worked in their own bakeries rose from 5,223 to 7,168, an increase of about 37 per cent.; in undertakings in which members of the family and domestic servants assist in the work, the number of persons thus employed rose from 4,741 to 6,853 (an increase of 45 per cent.). The number of wage-paid workers increased by 53 per cent.: shop assistants and deliverymen by 81 per cent., and working bakers by 33 per cent.

It would appear that the disappearance of certain undertakings and the establishment of new ones is a common phenomenon in the baking industry. Almost 40 per cent. of the undertakings recorded in 1925 no longer existed at the time of the 1937 enquiry, and of the



bakeries employing only the owner, his family, and domestic servants, only a third of those covered by the 1925 enquiry still existed in 1937.

The main results of the enquiry into conditions of employment are shown in the following table.

TABLE V. DATA CONCERNING DIFFERENT CATEGORIES OF BAKERIES AND PASTRYCOOKS' ESTABLISHMENTS

Undertakings	Bakeries work- ed by the owner (and husband or wife and children)		Bakeries em- ploying other members of the family, domestic servants, etc.		Bakeries run on an industrial basis		All bakeries, pastry-cooks' establishments, etc.	
	Under- takings	Persons em- ployed	Under- takings	Persons em- ployed	Under- takings	Persons em- ployed	Under- takings	Persons em- ployed
Undertakings covered by the enquiry :								
Number	1,389	2,255	2,992	10,720	3,055	22,301	7,436	35,276
Percentage	18.7	6.4	40.2	30.4	41.1	63.2	100.0	100.0
Percentage of under- takings in :								
Towns of over 100,000 inhabitants	4.5	5.9	9.4	10.1	21.3	32.0	13.4	23.7
Towns of 10,000-100,000 inhabitants	6.7	7.4	15.9	19.5	22.7	27.3	17.0	23.6
Small towns	16.8	17.8	26.9	28.0	30.9	26.3	26.6	26.3
Rural communes	72.0	68.9	47.8	42.4	25.1	14.4	43.0	26.4
Percentage of under- takings employing :								
1-4 persons	99.4	97.9	80.4	64.9	44.8	18.5	69.3	37.7
5-9 persons	0.6	2.1	18.0	29.3	40.5	35.3	24.0	31.4
10 or more persons	—	—	1.6	5.8	14.7	46.2	6.7	30.9
Percentage of under- takings reporting that actual baking began :								
Before 5 a.m.	1.8	1.8	2.9	2.9	1.6	1.5	1.9	1.7
5-6 a.m.	10.2	11.9	15.2	17.3	21.6	26.8	18.0	24.3
6-7 a.m.	25.6	29.2	36.7	39.4	48.8	51.4	41.7	48.0
7-8 a.m.	26.8	26.4	25.0	23.6	20.4	16.3	22.7	18.2
8 a.m. or later	35.6	30.7	20.2	16.8	7.6	4.0	15.7	7.8
Percentage of under- takings reporting that Sunday work normally :								
Existed	9.8	10.8	18.9	20.7	25.3	30.8	20.8	27.7
Did not exist	90.2	89.2	81.1	79.3	74.7	69.2	79.2	72.3

This table shows that the majority of bakeries are small undertakings : 5,154 undertakings, or two-thirds of the total, employed not more than four persons ; in 1,784 undertakings (24 per cent.) the number of persons employed was from five to nine ; there were only 498 undertakings (7 per cent.) employing more than ten persons. In the case of bakeries operated by a single family or with the help of members of the family and domestic servants, 86 per cent. of the total number employed not more than four persons, while in the case of bakeries operated on an industrial basis only 45 per cent. employed

four or fewer persons. In the case of bakeries in which only members of the same family were employed, less than 1 per cent. employed more than four persons.

With regard to the hours of beginning the actual work of baking, only 138 undertakings, or barely 2 per cent. of the total, reported that they began work before 5 a.m. (the hour permitted by law). It was found that bakeries operated by a single family and small undertakings of a similar type generally began work later than those organised on an industrial basis. The main reason for this is that the large undertakings have to distribute their bread to a large number of retailers, while the small bakeries generally sell their produce in premises directly adjoining the bakery. As a rule it was found that the large undertakings most frequently take advantage of the exception permitted under the legislation whereby bakeries may work three hours on Sundays and public holidays for the preparation of certain types of pastry.

It will thus be seen that the results of the statistical enquiry differ considerably from the opinion generally held in certain quarters, both as regards the advantage taken by family bakeries of their privileged situation under the existing legislation and as regards the increase in the number of those undertakings.

#### ENQUIRY INTO THE HOTEL AND RESTAURANT INDUSTRY

At the request of the Riksdag the Government instructed the Board in 1937 to undertake an enquiry into the desirability of passing legislation to regulate the hours of work of those sections of hotel, restaurant and café staff not so far covered by the 8-hour day—that is to say, the serving staff in premises used by the public in hotels and restaurants and the kitchen staff of small undertakings. The Board therefore undertook a statistical enquiry into the hours of attendance and conditions of employment of these categories of staff. The main purpose was to supplement the data collected earlier in a report published by the Board in 1931 under the title "Enquiry into Conditions of Work in the Hotel and Restaurant Industry in 1929-1930".

Most of the data collected were obtained by means of a special questionnaire sent to employers, industrial organisations, factory inspectors, certain local authorities, and public and private employment exchanges. In addition, individual data concerning the staffs of a number of small undertakings were collected by persons specially appointed for this purpose by the Board after consultation with the women factory inspectors.

The figures supplied by the employers cover about one-eighth of the total number of undertakings, the smaller undertakings being scarcely represented at all. The figures supplied by industrial organisations refer to approximately 4 per cent. of all undertakings employing wage-paid staff. The individual data refer to 252 persons, practically none of whom are affiliated to trade unions, and who are employed in 100 cafés and 5 hotels in 9 different localities.

By comparison with the figures collected during the earlier enquiry, it was found that the total number of undertakings had increased from about 14,000 in 1929 to about 17,000 in 1937 and the number of persons employed from about 43,000 to almost 50,000 (four-fifths being women). The proportion of employees whose hours of attendance are not fixed by law—that is, kitchen staff and persons employed in “internal services” in undertakings employing fewer than five persons in this category, as well as all the staff of restaurants, cafés, etc., and hotel staff directly serving the public—was estimated at two-fifths in the case of kitchen staff and three-quarters in the case of the other categories under consideration. The number of employees whose conditions of employment are regulated to some extent by collective agreements increased from 11,000 in 1929 to 14,000 or over in 1937.

As it is difficult to determine the actual hours of work in hotels and restaurants because of the special conditions of employment, the term “hours of attendance” was used as a basis for the enquiry; it is taken to mean the whole period during which the employees are required to be in attendance in their place of employment.

The enquiry shows that, while in practically every type of undertaking covered the premises are open to the public for longer hours than in 1929, the hours of attendance of the staff have decreased. The table given below contains a comparison, based on the figures supplied by the employers and by the employees, between the actual hours of attendance in 1914, 1929, and 1937. The data for 1914 and 1929 are taken from earlier enquiries by the Board. The figures indicate the average weekly hours of attendance (including breaks) in establishments that are open for the whole year.

TABLE VI. AVERAGE WEEKLY HOURS OF ATTENDANCE

Undertakings, localities, and occupational groups	According to					
	Employers			Employees		
	1914	1929	1937	1914	1929	1937
(a) Types of undertakings :						
Licensed restaurants	75	59	60	81	63	64
Licensed cheap restaurants	76	58	56	84	61	58
Beer shops	83	61	58	88	67	59
Other cafés; tea-rooms, etc.	88	68	61	96	78	65
Licensed hotels	79	63	62	88	72	67
Other hotels and boarding-houses	87	70	63	99	87	81
(b) Classification by localities :						
Towns of over 10,000 inhabitants	80	63	60	89	66	62
Stockholm (included in above)	80	61	58	84	63	59
Small towns and rural areas	84	68	63	96	88	77
(c) Occupational groups :						
Kitchen staff	84	64	58	93	73	62
Serving staff	80	65	60	85	70	63
Hotel staff serving the public	84	66	62	95	80	77
All undertakings	81	64	60	89	73	63

The most marked reduction in hours of attendance took place, as will be seen, between 1914 and 1929; this may be attributed mainly to the coming into force in 1920 of the Eight-Hour Day Act for industry. From 1929 to 1937 it would seem that the hours of attendance were reduced by means of collective or individual agreements by four hours a week on the average, according to the employers, and by ten hours according to the employees. This reduction took place mainly in large undertakings or in those in which the staff is organised. In other establishments there would not appear to have been such a marked reduction in hours of attendance; the special enquiry into this question showed that the weekly hours of attendance were about 65 on the average in Stockholm and Göteborg and often exceeded 70 in other places.

In their replies to the questionnaire, heads of undertakings generally expressed themselves as being opposed to any extension of the regulations concerning hours of work. They pointed out that such an extension would impose a very heavy burden on undertakings, especially on those of a seasonal nature. Some café proprietors expressed the opinion that hours of work should be fixed by law so as to ensure that conditions of employment were similar in all undertakings in this business. It was pointed out that the increase in staff necessitated as the result of any limitation of the hours of attendance would be difficult to secure because of the shortage of skilled labour during the summer season. The reports of the employment exchanges confirmed this view.

The system of tipping, which is almost universal, involves a further complication in the regulation of the hours of attendance from the employees' point of view. The bringing into force of a general agreement in 1935 guaranteeing a minimum wage to the staffs of certain hotels and restaurants involved a very considerable change in the methods of remuneration. The majority of the small undertakings covered by the enquiry, such as beer shops, tea-rooms, etc., has a system of fixed wages combined with tips, or sometimes a system of tips only.

Various authorities urged the necessity for extending the scope of the regulations concerning the hours of work of the serving staff and kitchen staff in hotels. As it would seem necessary to limit the hours of work of those employed in small undertakings, and as some effective means of supervision over the enforcement of any restriction in hours must be secured, it was thought preferable to have special legislation applying to all the persons employed in hotels, restaurants, and cafés, rather than to extend the general legislation on the 8-hour day to these categories of workers. Special regulations could also take fuller account of the very varied conditions of employment existing in this branch of industry.