

# Report of the Departmental Committee on the HOURS OF EMPLOYMENT OF YOUNG PERSONS

IN CERTAIN UNREGULATED OCCUPATIONS

Presented by the Secretary of State for the Home Department to Parliament by Command of His Majesty March, 1937

### LONDON

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# DEPARTMENTAL COMMITTEE ON THE HOURS OF EMPLOYMENT OF YOUNG PERSONS IN CERTAIN UNREGULATED OCCUPATIONS

### REPORT.

To the Right Honourable The Secretary of State for the Home Department by the Departmental Committee appointed to inquire into the hours of employment of young persons under 18 years of age (not being subject to the provisions as to hours of employment contained in the Shops Act, 1934, or the Factory and Workshop Act, 1901) who are employed:—

- (a) in the capacity of van boy, errand boy, messenger, porter or warehouse boy in connection with any commercial or industrial undertaking, or
- (b) in the capacity of page boy or of a lift or other attendant in any hotel or place of public entertainment.

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## WARRANT OF APPOINTMENT.

## I HEREBY APPOINT:

Alderman W. BYNG KENRICK,
Mr. J. HALLSWORTH,
Lieutenant-Colonel W. J. KENT, T.D., J.P.,
Mrs. Ella Morison Millar, and
Miss F. I. Taylor.

to be a Committee to inquire into the hours of employment of young persons under 18 years of age (not being subject to the provisions as to hours of employment contained in the Shops Act, 1934, or the Factory and Workshop Act, 1901) who are employed—

- (a) in the capacity of van boy, errand boy, messenger, porter or warehouse boy, in connection with any commercial or industrial undertaking, or
- (b) in the capacity of page boy or of a lift or other attendant in any hotel or place of public entertainment; and to advise whether and, if so, how far, and by what methods, it may be desirable in the interests of the young persons concerned to regulate such employment.

AND I FURTHER APPOINT Alderman Kenrick to be Chairman and Mr. W. B. Vince, D.S.O., O.B.E., M.C., of the Home Office, to be Secretary of the Committee.

(Sgd.) JOHN SIMON.

Home Office, 15th January, 1936.

The cost of this Inquiry including the preparation of the Report is estimated to be £294 8s. IId. and the printing and publication of the Report, £46 17s. 6d.

# APPENDIX I.

# EVIDENCE TAKEN BY THE COMMITTEE.

# List of Witnesses.

List	oj w unesses.
Name of Witnesses.	Representing.
Miss M. G. Cowan, O.B.E., M.A	Advisory Committee on Juvenile Employment, Edinburgh. Juvenile Organisations Committee, Edinburgh. Scottish Standing Committee of the National Council of Women.
Mr. David Robertson, LL.B., S.S.C., (Town Clerk, Edin- burgh).	Association of Counties of Cities in Scotland.
Mr. James Cumming, (Sanitary Inspector, Aberdeen).	
Mr. E. G. Greenwell	Association of Juvenile Employment and Welfare Officers.
Mr. T. Boyce, M.A., B.Sc., (Director of Education for Bradford).	Association of Municipal Corporations.
Mr. W. Margerison, (Superintendent of the School Attendance and Welfare Section of the Bradford Education Committee).	
Mr. W. C. Goodsman	Association of Public Wharfingers of the Port of London.
Mr. L. E. Mather Mr. W. R. Fuller	Boy Scouts Association. Cinematograph Exhibitors' Association
Mr. E. W. P. Peall. Miss N. Adler, C.B.E., J.P. Mrs. T. R. Bridgwater. Miss Penley.	of Great Britain and Ireland. Committee on Wage-Earning Children.
Mr. J. M. Rusk, O.B.E., S.S.C. Councillor J. MacDougall, O.B.E. Councillor Alexander Riddell.	Convention of Royal Burghs.
Mr. Claudius R. Algar, (Chairman of the County Purposes Committee). Mr. J. E. Thompson, (Corporation Inspector under Shops Acts).	Corporation of London.
Mr. W. N. Smith, M.A., (Chairman of the Durham County Council and Education Committee). Mr. F. F. Potter, M.A., B.Sc., (Director of Education for Cheshire).	County Councils' Association.
Mr. W. H. Venner Mr. W. Ashley Cummins. Mr. Kenelm Kerr, O.B.E	Dock and Harbour Authorities Association.  Four Main Line Railway Companies.
Mr. E. I. Wilson Mr. H. Woods, Mr. F. J. Fedden,	Home Office.
Miss M. M. Wilkins, (H.M. Inspectors of Factories).	
41005	A 7

Name of Witnesses.	Representing.
Sir Francis Towle, C.B.E	Hotels and Restaurants Association of
Mr. Hugh Wontner,	Great Britain.
Mr. J. E. Ryan	Institution of British Launderers, Ltd.
Alderman W. T. Kelly, J.P., M.P.	London County Council.
Miss B. H. Roberts, B.A	Manchester University Settlement.
Mr. E. F. Piercy Mr. R. E. Goodwin.	National Association of Boys' Clubs.
Mr. & W. May Mr. Z. Rigg.	National Federation of Dyers and Cleaners.
Mr. J. H. Turner Mr. R. P. Bailey.	National Road Transport Employers' Federation.
Major F. S. Moller	37 () 371 (
Mr. H. Humphrey, M.B.E., M.A. Mr. W. Griffith,	
Mr. W. Grimth, Mr. W. Merrick.	•
Miss I. Haswell,	•
Mrs. E. V. Parker, Mrs. L. Manning.	-
Sir Thomas McAra, J.P	Newspaper Proprietors Association.
Mr. Edward W. Davies Mr. F. Gibbens.	Newspaper Society.
Rt. Hon. A. V. Alexander, M.P.	
Mr. H. J. Twigg, Mr. G. J. Wilkinson.	operative Congress.
Councillor E. M. Ford, J.P	Residential Hotels Association of Great
Mr. A. E. George.	Britain.
Mr. Thomas Murphy	Showmen's Guild of Great Britain and Ireland.
Mr. Walter Payne, O.B.E	Society of West End Theatre Managers. Entertainments Protection Association. Theatrical Managers' Association.
Mr. J. Marchbank, (General Secretary, National Union of Railwaymen).	Trades Union Congress General Council.
Mr. T. O'Brien,	
(General Secretary, National Association of Theatrical Employees)	
ployees). Miss D. M. Elliott,	
(National Woman Officer of the National Union of General	·
and Municipal Workers). Mr. E. P. Harries,	
(Secretary, Organisation Dept.,	
Trades Union Congress General Council).	
Mr. H. Barnes,	Urban District Councils' Association.
(Clerk of the Shipley Urban District Council and Deputy	
Chairman of the Urban Dis-	
trict Councils' Association).	•
Mr. H. E. Swallow, (Deputy Secretary of the Urban	
District Councils' Associa-	
tion).	

Memoranda were received from :-

The Association of County Councils in Scotland.

Messrs. Cable and Wireless, Ltd..

The District Messenger and Theatre Ticket Co., Ltd.

The Girl Guides Association.

The Juvenile Organisations Committee (Board of Education).

The Liverpool Committee for Furthering the Employment of Young Persons.

The Liverpool University Settlement.

Ministry of Labour (information obtained from Juvenile Advisory Committees and Juvenile Employment Committees).

National Council of Girls' Clubs.

The National Council of Young Men's Christian Associations.

The Scottish Central Council of Juvenile Organisations.

The Town Clerk of Blackpool.

The Town Clerk of Brighton.

The Town Clerk of Southend-on-Sea.

Toynbee Hall (a Research Worker).

The Young Women's Christian Association of Great Britain.

### APPENDIX II.

Information obtained in Reply to Questionnaires issued by the Ministry of Labour to Juvenile Advisory Committees and Juvenile Employment Committees.

- A. A summary compiled from questionnaires completed by 59 selected Committees in England (excluding London), Wales and Scotland.
- B. A summary compiled by the London Regional Advisory Council for Juvenile Employment from questionnaires completed by all local Committees (with two exceptions) for Juvenile Employment within the London area.

Note.—The statistics supplied by local Committees are of necessity estimates. They are based upon information already available, coupled with knowledge derived from the combined experience of Committee members and of officials.

A.—Summary of Information received from Fifty-nine Local Committees for Juvenile Employment outside the London Area.

Estimated number of Juveniles employed in each Occupation.

Occupation.	Estimated	Total.	
	14 to 16.	16 to 18.	
(a) Van boys	3,243 455 2,330 474 500 790 5	2,191 198 707 678 582 837 49 229	5,434 653 3,037 1,152 1,082 1,627 54 300
	7,868	5,47 <sup>1</sup>	13,339

	Hours per week (inclusive of meal times and/or rest periods.)													
Occupation.	Average number of hours for meals	Up to and including 48.		Over 48 and up to 54.		Over 54 and up to 60.		Over 60 and up to 66.		Over 66 and up to 72.		Over 72.		Total.
	and/or rest per week.	14 to 16.	16 to 18,	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	
Van boys Errand boys Messengers Warehouse boys Hotel pages and attendants. Cinema and theatre attendants and pages. Billiard markers	6 6 5 5 15 10 10	724 61 740 44 57	391 32 353 58 55 117	1,173 188 1,247 367 223 156	745 90 230 499 232 161	931 167 294 59 121 72	671 60 94 103 107 141	337 24 49 4 144 79	317 13 28 18 127 40	65 11 — — 123 53	56 3 2 — 104 48	13 4 — 122 14	11 — — — — — — — 75 — 37	5,434 653 3,037 1,152 1,627 1,082
Amusement attend- ants and beach workers.	9\$	1,752	1,046	34	2,023	1,661	1,204	649	566	264	274	154	358	13.339

Are the Hours of Employment of the Juveniles regulated by Joint Agreement between Organisations of Employers and Work-people?

In general, the answer is "No". Certain reports refer to agreements regulating hours in railway and road transport undertakings, docks, cooperative societies, mineral water distribution, laundries, bakeries, hotels and cinemas. The hours of barrow lads at Hull Fish Dock are reported to have been regulated as from the 11th March, 1935, by Hull Fish Merchants' Protection Association, Limited, to a maximum of 51 weekly.

Do the Hours of Employment vary considerably (a) with the Season, (b) according to the Nature of the Employer's Trade, or (c) for other Reasons? If so, how, and for what Reasons?

Variation of hours of employment is reported to be prevalent in most occupations in holiday resorts, and throughout the country for amusement attendants and mineral water and laundry distributors. Variations depend partly upon the season and partly upon weather and fluctuations in the employer's trade due to a variety of causes.

Are the Hours of actual Work discretionary and so spread that the Juvenile is kept at or about the Place of Employment or away from Home over a longer Period than the Hours stated above? If so, state the Trades concerned and the usual Conditions in this respect.

In general, the answer is "No". Many reports, however, mention that the hours of work of hotel employees and of beach workers and amusement attendants, particularly in holiday resorts, are discretionary.

The hours of hotel and cinema workers and sometimes of van boys, are said to involve a spread-over.

Estimated Number of the Juveniles whose latest working Hour is:—

- (a) between 8 p.m. and 10 p.m.... ... ... 1,892
- (b) after 10 p.m. ... ... ... ... ... 1,526

Estimated Number of the Juveniles whose Employment is such as to make it very difficult or impossible to attend Continuation Classes either in the Day-time or Evening.

- (a) by reason of time taken in travelling from the place of employment ... ... 876
- (b) for other reasons (generally the lateness of the hours of employment) ... ... ... 4,373

Are any of the Juveniles allowed Time off in order to attend Day Continuation Classes or other Day-time Courses?

No juveniles are recorded as being allowed time off in order to attend day continuation classes or other day-time courses.

IS A WEEKLY HALF HOLIDAY ON A WEEKDAY NORMALLY ALLOWED?

A weekly half holiday is very generally allowed.

Exceptions are, however, reported in certain areas in the case of :-

- (a) van boys employed by railway and road transport companies aerated water manufacturers and laundries;
- (b) theatre and cinema workers and hotel workers. Sometimes these young persons finish early on one or two nights each week, or are exempt from morning or afternoon work on one day a week;
- (c) beach workers and amusement attendants. For these young persons a weekly half holiday appears to be unusual during the season.

Does the Occupation entail Work on Sundays? If so, for how long?

Sunday work is unusual.

In holiday resorts, railway van boys are said to work occasionally on Sundays for a few hours during the season.

Certain van boys in one district are said to set off occasionally on night journeys at 8 p.m. on Sundays.

Beach workers and amusement attendants sometimes work as much as 11 hours on Sunday without compensatory time off during the week.

Cinema employees frequently work on Sunday, but they are required by law to have a free day in lieu during the week. The Sunday work is of about six hours duration, but may involve a long spread-over.

Hotel workers are often on duty on Sundays, some weekly and some in alternate weeks. They are usually allowed a free day or half day in the week.

It appears to be unusual for those young persons employed on Sunday who have compensatory time off in the week to be allowed also a weekly half-holiday.

# B.—London Regional Advisory Council for Juvenile Employment.

# Summary of Information received from Local Committees for Juvenile Employment.

It appears from the questionnaires that the individual occupations as set out below should not be regarded as "water tight," as several are interchangeable, juveniles in some cases being employed in more than one category, e.g., boys may be employed both as porter and warehouse boy. It seems probable also that the occupation described as "errand boy" in some questionnaires may have been included as "messengers" in others, and vice-versa. Under the expression "other attendants" Committees have included ushers, usherettes, junior operators, film winders and film runners at cinemas, and attendants at boating and bathing pools, parks, sports grounds and arenas, and dance halls.

# ESTIMATED NUMBER OF JUVENILES EMPLOYED IN EACH OCCUPATION.

		Estimate			
Occupation.		14 to 16.	16 to 18.	Total.	
(a) Van boys		4,076	3,070	7,146	
Errand boys	• • • •	167	47	214	
Messengers	•••	3,691	1,456	5,147	
Porters	***	98	484	582	
Warehouse boys	•••	605	562	1,167	
b) Page boys	•••	5,554	1,577	7,131	
Lift boys		392	450	842	
Other attendants		99	345	444	
		14,682	7,991	22,673	

N.B.—To the above total should be added an unknown number represented by—

<sup>(</sup>i) juveniles employed at travelling fairs, the numbers of which Committees are unable to estimate, and

<sup>(</sup>ii) juveniles resident in the areas of the two Committees which did not render either questionnaires or statistics.

ESTIMATED NUMBER OF THE JUVENILES WHOSE NORMAL WEEKLY WORKING HOURS, INCLUSIVE OF MEAL TIMES AND REST PERIODS ARE, ON AN AVERAGE, WITHIN THE CATEGORIES SET OUT IN THE FOLLOWING TABLE, AND APPROXIMATE NUMBER OF HOURS PER WEEK ALLOWED FOR MEALS AND/OR REST PERIODS.

		Hours per week (inclusive of meal times and/or rest periods).												
Occupation.	Up to include 48	ding	Over 48 and up to 54.		Over 54 and up to 60.		Over 60 and up to 66.		Over 66 and up to 72.		Over 72		Total	
	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.	14 to 16.	16 to 18.		
(a) Van boys Errand Boys Messengers Porters Warehouse boys	715 40 1,559 18 45	385  743 81 74	1,598 71 1,371 47 392	1,116 11 313 277 340	1,370 52 754 26 168	1,198 32 387 99 136	353 4 1 7	288 4 13 11 12	35 6 —	49 — — 16 —	5 — — — —	34 — — —	7,146 214 5,147 582 1,167	
(b) Page boys Lift Boys Other attendants	71 1 42	9 28	139 1 12	78 78	156 25 25	74 50 77	126 10 15	73 50 82	52 5 1	42  65	5,010 350 4	1,301 350 15	7,131 842 444	
Total	2,491	1,320	3,631	2,213	2,576	2,053	516	533	99	172	5,369	1,700	22,673	
Average number of hours for meals and/ or rest per week.	5	·	6	1 2	7	1	9	•	1	6	2	4		

With regard to juveniles employed at travelling fairs, not included in the above statistics (see note above), Committees estimate that they work from 12 to 16 hours a day, Sunday being often spent in travelling from one ground to another.

Many Committees report that van boys are often subject to irregular and inadequate meal times.

ARE THE HOURS OF EMPLOYMENT OF THE JUVENILES REGULATED BY JOINT AGREEMENT BETWEEN ORGANISATIONS OF EMPLOYERS AND WORK-PEOPLE?

It is not possible for the answers to this question to be summarised statistically. The great majority of the juveniles concerned are not covered by any agreement of the kind in question, but references are made in several questionnaires to agreements affecting

(a) van boys on railways and certain road transport undertakings;

(b) dock workers;

(c) a few boys employed in parks, whose hours are controlled by a municipal Whitley agreement.

Do the Hours of Employment vary considerably (a) with the Season; (b) according to the Nature of the Employer's Trade, or (c) for other Reasons? If so, how, and for what Reasons?

	(a)	(b)	(c)		
Van boys	Laundries, subject to weekly and seasonal pressure periods. Mineral water delivery, longer hours worked in Summer. Railways and road transport, pressure at holiday periods and wet fruit season.	Some establishments work on a shift system. Although van boys of railway companies and certain road transport concerns work a 48 hour week, overtime is very prevalent throughout the year.	Variation of hours of van boys also affected by (a) circumstances of collection and delivery; (b) traffic conditions; (c) weather and (d) the hours of drivers which are controlled by Section 19 of the Road Traffic Act, 1930. The diligence of a driver in receipt of commission on orders secured may also affect the hours		
Errand boys	No variation.	_	of the van boy.		
Messengers	Those attached to needle trades work longer hours at times of seasonal pressure, mainly April—July and September—November.	Uniformed mes- sengers work to a shift system.	<del></del>		
Porters	No variation.	_	_		
Warehouse boys	Little variation.	The hours of those employed at docks and wharves are affected by tides, and the handling of perishable goods.			

	(a)	(b)	(c)
Pages, Lift boys and other attendants.	In some hotels longer hours may be worked during busy holiday periods.	Hotels and some cinemas work on a shift system.  (N.B.—It should be stated in this column that hours are in general, subject to the particular exigencies of the employers' business).	Weather conditions may affect hours in certain amusement parks, fairs, etc.

Are the Hours of Actual Work discretionary and so spread that the Juvenile is kept at or about the Place of Employment or away from Home over a longer Period than the Hours stated above?

IF SO, STATE THE TRADES CONCERNED AND THE USUAL CONDITIONS IN THIS RESPECT.

Information contained in questionnaires is such that a summary can only be given in general terms. The occupations which appear to be subject to "spread over" and "broken time," etc., are:—

- (a) Van boys.
- (b) Warehouse boys at docks and wharves.
- (c) Messengers.
- (d) Hotel and Cinema pages.

In the case of van boys there is evidence that boys employed by many laundries and road transport undertakings seldom finish work to scheduled time owing to the necessity for completing the delivery irrespective of quantity or distance. In this occupation "breaks" are often experienced during loading or between journeys, and the boys are expected to remain on the premises in the meantime. A few isolated cases are reported of long distance goods deliveries during which the van boy is away from home for as many as six days at a time. (See also remarks in Column (c) of the reply to the previous question.) Irregular hours and broken time among warehouse boys at docks and wharves are due to the effect of tides and the handling of perishable goods. Relatively few cases fall in the messenger group but they include messengers and call boys at film studios where the hours of employment are governed mainly by the progress of filming operations. In the case of hotel and cinema pages there is a considerable amount of broken time, especially among hotel pages who are generally allowed two hours off during afternoons. These "rest periods" are, however, included in the hours shown in the tables. Some cinemas employ pages on odd jobs during mornings followed by an hour or two off before the premises are open to the public.

ESTIMATED NUMBER OF THE JUVENILES WHOSE LATEST WORKING HOUR IS:-

- (a) between 8 p.m. and 10 p.m.... ... ... 7.445
- (b) after 10 p.m. ... ... ... 2,790

ESTIMATED NUMBER OF THE JUVENILES WHOSE EMPLOYMENT IS SUCH AS TO MAKE IT VERY DIFFICULT OR IMPOSSIBLE TO ATTEND CONTINUATION CLASSES EITHER IN THE DAY TIME OR EVENING.

- (a) by reason of time taken in travelling from the place of employment ... ... ... 4,247
- (b) for other reasons (generally the lateness of the hours of employment) ... ... 8,719

Are any of the Juveniles allowed Time off in order to attend Day Continuation Classes or other Day Time Courses?

With the exception of (a) about 500 messenger boys employed by certain Cable Companies and Newspaper Offices and (b) a few boys employed in a municipal park, none of the juveniles are allowed time off for the purpose of continued education in the day time.

### IS A WEEKLY HALF HOLIDAY ON A WEEK DAY NORMALLY ALLOWED?

The practice varies so considerably between different firms and industries, that it is difficult to give a precise answer for the London Region as a whole. It appears to be the general practice for van boys, errand boys, messengers, porters and warehouse boys to receive a weekly half holiday. There appear to be certain exceptions which are not, however, numerous. In some concerns, notably those employing uniformed messengers, the half holiday is arranged by organisation of shifts, and the day may vary each week. In hotels, cinemas, etc., where Sunday work is general, it is usually the custom to allow one day off a week or two half days. The day of the week may vary in accordance with shift arrangements.

Does the Occupation entail Work on Sundays? If so, for how long?

Sunday employment of van boys, errand boys, messengers, porters and warehouse boys is not usual. The exceptions mainly consist of railway porters, boys employed at dairy depots, and boys in uniformed messenger services. In the last mentioned case, it is the usual practice to retain a skeleton staff the hours of which vary with different concerns and according to pressure of business. In other cases a normal day is usually worked.

With regard to page and lift boys and other attendants, Sunday employment is usual, except in the case of cinemas, theatres, etc., where Sunday opening is not approved by the local authority. The normal shift or number of hours is generally worked in hotels on Sundays, but where cinemas, etc., are open on Sunday, the hours are generally less than during week days, although questionnaires indicate that the employment of juveniles ranges from 2 to 7 hours. At bathing and boating pools, amusement parks, etc., the full normal day is worked.



# Report of the Departmental Committee on HOURS OF EMPLOYME OF YOUNG PERSON

IN CERTAIN UNREGULATED OCCUPATIONS

Presented by the Secretary of State for the Home Department to Parliament by Command of His Majesty March, 1937

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