



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. 11d. and the printing and publication of the Report, £46 17s. 6d.

REPORT OF COMMITTEE

To the Right Honourable the Secretary of State for the Home Department.

SIR,

1. We have the honour to submit our report on the inquiry you instructed us to make on the 15th January, 1936.

I. INTRODUCTION.

2. We were 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, 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.

3. We have held ten meetings and sat to hear evidence on eight days. Sixty-three witnesses appeared before the Committee and a list of these witnesses showing the interests they represented is given in Appendix I of this Report. They included representatives of voluntary and other organisations interested in the education, employment and welfare of young persons, representatives of employers' organisations and of the Railway Companies and the Co-operative Societies, representatives of the Trades Union Congress General Council, and representatives of Associations of local authorities in England and Wales and in Scotland, and of the City of London and of the London County Council.

4. A special inquiry was made on our behalf by the Home Office, who arranged for four of H.M. Inspectors of Factories to investigate the hours worked by young persons within our terms of reference who are employed in connection with factories. This inquiry covered the whole of England and Wales, and Scotland, the method adopted being to select for investigation in each district factories which were regarded as representative of conditions in particular industries. The Inspectors furnished us with reports of their investigations, and also gave evidence before us.

5. The Ministry of Labour carried out a more general investigation on our behalf by means of a questionnaire addressed to selected Juvenile Advisory Committees and Juvenile Employment Committees. A summary of the information thus obtained is given in Appendix II.

6. We have received in addition a considerable volume of written evidence from persons and organisations shown in Appendix I, and a number of resolutions from Education Committees, Juvenile Advisory and Employment Committees and other bodies.

7. We have also studied the fourth Report of the National Advisory Council for Juvenile Employment (England and Wales) published in 1932 and the Sixth Report of the National Advisory Council for Juvenile Employment (Scotland) published in 1933 on "Hours of Employment of Boys and Girls in Unregulated Occupations". It appears, however, that a large proportion of the young persons with which those Reports are concerned are now subject to the provisions of the Shops Act, 1934.

8. We should like to take the opportunity of expressing our thanks to all those individuals and organisations who have assisted us by giving oral or written evidence, and by placing at our disposal the results of their investigations. We wish also to record our indebtedness to the Government Departments who have carried out inquiries on our behalf, to the Juvenile Advisory and Employment Committees and to the London Regional Advisory Council for Juvenile Employment for the valuable information which they have collected for us, and to the National Confederation of Employers' Organisations for their assistance in arranging for the evidence of the various organisations of employers who appeared before us.

II.—SUMMARY OF EXISTING LEGISLATION.

(a) *Legislation regulating the Employment of Young Persons.*

9. In order to obtain a general view of the statutory protection at present afforded to young persons in certain types of employment we think it desirable to summarise briefly the existing legislation regulating the hours of work of young persons.

10. *The Factory and Workshop Act, 1901*, limits the period of employment in factories and workshops on any weekday, except Saturday, to 12 hours, beginning not earlier than 6 a.m. and ending not later than 8 p.m. (7 p.m. in textile factories). During this period not less than 1½ hours (2 hours in textile factories) must be allowed for meals; and no young persons

may be employed continuously for more than 5 hours, (4½ hours in textile factories) without an interval of at least half an hour. On Saturday the period of employment is limited to 8 hours ending not later than 4 p.m. (6 hours ending not later than 1 p.m. in textile factories), and during this period a meal interval of not less than half an hour must be allowed. The total hours of work, excluding meal intervals, are thus restricted to 60 a week with a latest hour of 8 p.m., in non-textile factories and workshops, and to 55½ hours, with a latest hour of 7 p.m., in textile factories.

11. Under the *Employment of Women and Young Persons Act, 1936*, however, young persons over 16 may be employed on a two day-shift system, in shifts averaging not more than 8 hours a day, between 6 a.m. and 10 p.m. (6 a.m. and 2 p.m. on Saturday). Before this arrangement can be adopted an order of the Secretary of State must be obtained.

12. These Acts contain no provision for overtime work, and Sunday work is prohibited. Night work by male young persons over 16 is, however, allowed under certain special circumstances in certain trades. The restrictions apply to young persons employed in a factory or workshop, either in a manufacturing process, or in cleaning the premises, or in cleaning or oiling the machinery, or in any work incidental to, or in connection with, the manufacturing process. All these provisions are administered by H.M. Inspectors of Factories who are appointed by the Secretary of State.

13. We observe that the Government have announced their intention of introducing this Session an amending Factories Bill, and we assume that the Bill will contain provisions for reducing the hours at present permitted to young persons employed in factories.

14. *The Employment of Women, Young Persons and Children Act, 1920*, implements the International Convention concerning the night work of young persons employed in industry. With certain exceptions, it prohibits the employment of a young person in any industrial undertaking during the night, that is during a period of at least eleven consecutive hours, including the interval between 10 p.m. and 5 a.m. Industrial undertakings are defined by the Convention to include "transport of passengers and goods by road or rail, including the unloading of goods at docks, quays, wharves and warehouses but excluding transport by hand". The Act, therefore applies to certain young persons within our terms of reference, namely, van boys, porters at docks, quays and wharves, and warehouse boys. The administration of the Act in its application to these young persons rests with Local Education Authorities.

15. The *Children and Young Persons Act, 1933*, and the *Children and Young Persons (Scotland) Act, 1932*. Section 19 of the English Act, and section 45 of the Scottish Act enable local authorities to make byelaws in respect of the employment of certain classes of young persons under 18, other than children of school age. The classes concerned are mainly van boys, errand boys and girls, messengers, and non-resident domestic servants. These sections do not come into operation until such date as may be appointed by an order of the Secretary of State. No such order has been made, and the sections are not therefore operative.

16. Section 20 of the English Act and Section 46 of the Scottish Act prohibit street trading by persons under 16 in England and Wales, and under 17 in Scotland, except in so far as byelaws made under the sections permit them to be employed by their parents. Local authorities may also make byelaws regulating or prohibiting street trading by young persons under 18 years of age.

17. The local authorities for the purpose of these Acts are in England and Wales the Councils of Counties and County Boroughs, with power, in the case of County Councils, to delegate to the Councils of Urban Districts, whether Boroughs or not, within the County which are Local Education Authorities for elementary education (these authorities are the Councils of Urban Districts with a population of over 20,000 and of Boroughs with a population of over 10,000); and in Scotland, Education Authorities.

18. We were informed that thirty-one local authorities in England and Wales and three in Scotland have made byelaws permitting street trading by young persons under 16 while in the company and under the supervision of their parents. About eighty local authorities in England and Wales, and three local authorities in Scotland, have made byelaws regulating or prohibiting street trading by persons under 18 years of age.

19. *The Shops Act, 1934*, regulates the hours of young persons employed about the business of retail and wholesale shops and warehouses occupied by retail or wholesale traders. The normal maximum weekly hours (excluding intervals for meals and rest) were 52 until the end of 1936, and are now 48. Overtime may not be worked by young persons under 16, and for young persons of 16 and over was restricted to 24 hours yearly and 8 hours weekly until the end of 1936, and is now restricted to 50 hours yearly and 12 hours weekly. Overtime may not be worked in any shop in more than six weeks in any year. Night work (i.e., work during a period of 11 hours including the hours from 10 p.m. to 6 a.m.) is prohibited subject to

certain exceptions, and young persons must be given a half holiday and certain prescribed intervals for meals. Modifications are provided to meet the special needs of the catering trade, and of the business of selling supplies and accessories for motor vehicles and cycles.

20. The restrictions apply to a wide range of employees, including all young persons employed in the serving of customers, the receipt of orders, the handling, despatch, collection or delivery of goods, in the clerical work of the shop, in the serving or preparation of food in a restaurant, or in carrying messages and running errands, or employed by the occupier in cleaning or maintenance work. They apply also to young persons employed in connection with retail trade elsewhere than in shops, e.g., in street trading or trading from vans.

21. The provisions of the Act relating to the employment of young persons, other than those employed in street trading in England and Wales, are administered by local authorities who are "shops authorities". These are in the City of London, the Common Council; in London outside the City, the London County Council; in a Municipal Borough, the Council of the Borough; in an Urban District with a population of twenty thousand or over, the District Council; and elsewhere the County Council. A County Council may, however, with the approval of the Secretary of State, delegate powers to the Council of an Urban District, with a population of less than twenty thousand, or to the Council of a Rural District.

22. The provisions relating to the employment of young persons in street trading are administered in England and Wales by the local authorities responsible for street trading under the Children and Young Persons Act, 1933; and in Scotland by "shops authorities."

(b) Other Legislation Relevant to the Enquiry.

23. We think it desirable also to mention briefly certain other Acts which, although they do not regulate the hours of young persons, are of interest in connection with our inquiry.

24. Orders made by Trade Boards set up under the *Trade Boards Acts, 1909 and 1918*, usually specify the normal number of hours of work in the trade and prescribe overtime rates of payment. Trade Boards which affect young persons within the Committee's terms of reference are those for the Milk Distributive Trade, the Laundry Trade, and the Cotton Waste Reclamation and General Waste Reclamation Trades.

25. Section 33 of the *Liverpool Corporation (General Powers) Act, 1930*, empowers the Corporation to make byelaws for regulating the hours of employment of young persons employed

in or about the delivery, collection or transport of goods, and in the going of errands in connection with any business carried on in a wholesale or retail shop or a factory or workshop, excluding young persons whose hours are regulated by the Factory and Workshop Acts. We were informed that no by-laws have been made under this section.

26. Section 19 of the *Road Traffic Act, 1930* and Section 33 of the *Road and Rail Traffic Act, 1933*, prohibit drivers of mechanically propelled goods vehicles from driving (a) for any continuous period of more than 5½ hours, or (b) for more than 11 hours in any period of 24 hours, or (c) so that they do not have at least 10 consecutive hours rest in any period of 24 hours (or 9 hours if they have 12 hours rest in the following period of 24 hours). The rest period which follows a 5½ hour spell of driving must be not less than half-an-hour.

27. The *Education Act, 1936*, and the *Education (Scotland) Act, 1936*, provide that the age of compulsory school attendance shall be raised on and after the 1st September, 1939 from fourteen to fifteen, subject to the proviso that an employment certificate shall be granted by the Local Education Authority to any child over the age of fourteen on their being satisfied that the proposed employment will be beneficial to the child. In determining this matter the Authority are to have regard to the prospective and immediate benefit to the child and in particular to

(a) the nature and probable duration of the employment, the wages and hours of work;

(b) the opportunities to be afforded for further education;

(c) the time available for recreation; and

(d) as regards England and Wales, the value of any training or any other advantages afforded by the employment in relation to the child's future career.

28. The Authority are also to require such undertakings from the employer as they think necessary (i) in connection with all or any of the matters mentioned in (a), (b) and (c) above, and (ii) for enabling the Authority to satisfy themselves that the employment has not, by reason of any change in the conditions of the employment or for any other reasons, ceased to be beneficial to the child, and are to specify in the certificate the terms of any undertaking so given. If any undertaking given by an employer and specified in the certificate is not observed by the employer, or if it appears to the Authority that the child in respect of whom the certificate was granted has failed to make use of any opportunities for further education afforded to him or to comply with any condition on which the certificate was granted, or if the Authority are satisfied that by reason of

any change in the conditions of the employment or for any other reasons the employment has ceased to be beneficial to the child, the Authority may cancel the certificate.

III.—THE YOUNG PERSONS UNDER CONSIDERATION.

29. It is difficult to arrive at an estimate of the number of young persons within our terms of reference, but a study of the 1931 census figures would lead to the conclusion that as many as 125,000 young persons may be concerned.

30. The investigation arranged by the Ministry of Labour and carried out by Local Committees for Juvenile Employment covered some 36,000 young persons. It should, however, be pointed out that the inquiry was limited to London and to 59 selected Local Committees elsewhere in England and Wales, and Scotland whose areas were considered likely to contain an appreciable number of young persons in the occupations to which the inquiry was directed. The inquiry covered a substantial proportion of the total number of young persons in these occupations and the information obtained is regarded as typical of conditions prevailing in the various parts of the country.

31. It would appear from the evidence which we have received that van boys form the largest class of young persons within our terms of reference. These van boys are employed (in the main on motor vehicles, but also to some extent on horse drawn vehicles) by railways, road transport undertakings and factories. The types of factory employing the greatest numbers of van boys would appear to be laundries, bakeries and aerated water factories, but van boys are to be found in almost every manufacturing industry.

32. The next largest class is that of errand boys and messengers who are employed mainly in certain types of factories, at docks, and by Cable and Wireless Companies and District Messenger Companies.

33. The class of porters and warehouse boys appears to be less numerous, but a substantial number of young persons are employed as fish porters on quays.

34. A considerable number of page boys and lift boys are employed in large hotels, mainly in London. Page boys employed in places of entertainment are mainly to be found in theatres and the larger cinemas.

35. The great majority of girls within our terms of reference are employed as ushers in cinemas.

IV.—SURVEY OF EVIDENCE RELATING TO HOURS AND CONDITIONS OF WORK.

(a) *Van Boys.*

36. The evidence which we have received as to the hours of work of van boys indicates that a substantial proportion of these boys are called upon to work unduly long hours. Of the 12,580 van boys whose cases were investigated by the Juvenile Advisory and Employment Committees, 5,733 (approximately 45 per cent.) were found to work over 48 hours a week. Of these, 4,170 worked up to 54 hours, 1,295 up to 60 hours, 205 up to 66 hours, and 63 over 66 hours. These hours are in all cases exclusive of the average intervals for meals, which are taken as amounting to 6 hours a week. The inquiry made by the Factory Inspectors as to hours of van boys employed in connection with factories showed very great variation in the length of the working week. Long hours were mainly to be found in the case of van boys employed by laundries, bakeries, and aerated water factories. Of 911 van boys employed by 140 laundries, 328 worked between 48 and 54 hours weekly, and 141 worked between 54 and 60 hours weekly. Of 600 van boys employed by 93 bakeries, 255 worked between 48 and 54 hours weekly, 41 between 54 and 60 hours weekly, and 2 over 60 hours weekly. Of 130 van boys employed by 57 aerated water factories, 31 worked between 48 and 54 hours weekly and 73 worked between 54 and 60 hours weekly. These figures are exclusive of meal intervals and are based so far as possible on the hours worked under normal conditions week by week; but the reports indicated that in many cases substantial overtime was worked during periods of seasonal pressure. Naturally the longest hours were found in the less well-organised businesses.

37. An investigation made by the Manchester University Settlement into the hours of 27 van boys in Manchester shewed hours of work ranging from 41 to 70 a week, excluding meal intervals. In addition various witnesses reported to us cases of van boys who worked up to 70 and even 90 hours a week.

38. Apart from the length of hours, the conditions of work were reported to be unsatisfactory in many cases. Both the Juvenile Advisory and Employment Committees and the Factory Inspectors reported considerable variation of hours resulting from seasonal pressure of work and from weather and traffic conditions. The Factory Inspectors found that intervals for meals were liable to be irregular, and also that a boy might be turned adrift for some hours in a town at a distance from home while the van was waiting to load up for the return journey.

Cases were quoted of boys employed on long journeys which took them from home for one or more nights, and of vans in Scotland starting from bakeries as early as 4.40 a.m.

39. On the other hand we were informed by the Factory Inspectors that a number of employers aim at a 48 hour week for van boys, though in practice this limit tends to be exceeded. We were told that one firm whose hours had been the subject of complaint, had effected a re-organisation whereby the hours of van boys were from 8 a.m. to 6 p.m. on five days a week, and 8 a.m. to 1 p.m. on Saturday. It appears to be the general practice for van boys to be given a half holiday, and Sunday employment is rare.

40. A number of witnesses called attention to the fact that in this class of employment there is little prospect of permanent absorption, and the work is thus usually of a blind-alley character.

41. Evidence was given on behalf of employers that the average hours (excluding meal intervals), of van boys were, in the Dyeing and Cleaning Trade, 54 to 60, and in the Laundry Trade 48 to 54. Van boys in the Mineral Water Trade were expected to work the same hours as the driver, i.e., up to 11 hours a day, but we were informed that owing to the heavy nature of the goods carried very few boys were employed. The representatives of these trades laid emphasis upon the need to provide for periods of seasonal or other pressure. The witnesses on behalf of the Dyeing and Cleaning Trade stated that they would not object to regulated hours on the lines of the Shops Act 1934, provided that rather more latitude was allowed for overtime. The representatives of employers in the Laundry Trade suggested that the limit should be 54 hours, but the representative of the Mineral Water Trade was opposed to any regulation which would prevent the van boy from working the same hours as the driver whom he accompanied.

42. The representatives of employers in the Road Transport Industry stated that van boys' hours were subject to an agreement for a 48 hour week with overtime. They considered that a van boy has a healthy open air life, and they stated that the manual labour entailed was light and spasmodic, and that no juveniles were employed on long distance services. They thought a limitation to 54 hours a week would be acceptable, but they desired elasticity to permit of seasonal fluctuations.

43. The representative of the four main line Railway Companies informed us that the hours of boys employed by Railway Companies were governed by the national agreement which provides for a 48 hour week with special rates for overtime in

excess of the 48 hours. The witness stated that the overtime worked by van boys would not exceed an average of 2 hours a week.

44. The representatives of the Co-operative Societies stated that the hours of their van boys were regulated by agreements applicable to all employees and providing for a 48 hour (or in some Societies a 44 hour) week, with overtime at special rates. The amount of overtime actually worked by van boys was stated to be small.

(b) Errand Boys, Messengers, Porters and Warehouse Boys.

45. The evidence which we have received as to this class of employment indicates that unduly long hours are exceptional, and that the majority of the young persons concerned are not employed for more than approximately 48 hours a week (exclusive of intervals for meals). Out of 11,952 cases investigated by Juvenile Advisory and Juvenile Employment Committees, 9,291 were found to be employed for 48 hours or less. Of the remainder, 2,431 were found to be working for 48 to 54 hours a week, and 230 for more than 54 hours. These hours exclude intervals for meals which are found to average 6 hours a week. The Factory Inspectors reported that the hours of errand boys, messengers and porters employed in connection with factories did not usually exceed 48, and that unduly long hours were rare. A few individual cases of excessive hours were reported to us by other witnesses.

46. The Factory Inspectors called attention to certain messengers employed in Newspaper Offices, and in Process Block Works. Although the hours of these messengers were not excessive, they were found to be employed late at night. Witnesses from the City of London stated that messengers employed by Cable and Wireless Companies in the delivery of telegrams sometimes worked up to a late hour.

47. The Factory Inspectors also reported that at Grimsby over 600 boys between 14 and 18 were employed as fish porters. Their hours were stated to be from 7.30 a.m. to 5.30 p.m. with a weekly half holiday on Saturday; many of them said that they had no regular meal times, but ate what they could while working. It was also stated that these boys were called upon to pull loads of fish which were far too heavy for them. At Milford Haven 50 young persons were employed as fish porters commencing work at 8 or 8.30 a.m. and finishing usually at 4 p.m. and not later than 6 p.m.

48. The representatives of the Dock and Harbour Authorities Association stated that messengers employed by these Authorities normally worked a 48 hour week (exclusive of meal

intervals) or less, and, in addition, occasional overtime. The Port of London Authority employed about 90 boy messengers whose hours were from 42½ to 48 weekly inclusive of meals. After five years the boys were absorbed into the adult staff. We were informed that, as regards Docks and Harbours generally, boy labour was quite distinct from labour employed in loading and discharging vessels, and that there was no need for boys to work beyond 10 p.m. These witnesses stated that they would raise no objection to a 48 hour week, following the precedent of the Shops Act, 1934, if provision were made for 1½ hours overtime weekly.

49. The Association of Public Wharfingers of the Port of London informed us that they employed about 140 boy messengers for 44 to 48 hours a week exclusive of meal times, and that overtime was seldom worked. The hours of the boys, although not regulated by a trade agreement, in fact followed the hours laid down in the national agreement. A few girl messengers were employed, and worked a 44 hour week. It was urged that in view of the existing limitation of hours, and the special nature of the employment, this class of labour should be excluded from any statutory regulation. If, however, regulations were to be decided upon, wharfingers would prefer to come under the Factory Acts, as these already apply in part to docks. They did not consider that employment would be affected in practice by a limitation of weekly hours to 48, or by the prohibition of night employment between 10 p.m. and 6 a.m.

50. The representatives of the Dyeing and Cleaning Trade stated that boy messengers were employed in collecting and delivering parcels of work, and worked from 50 to 54 hours a week. They called attention, as in the case of van boys, to the seasonal nature of the industry, and the necessity for allowing latitude for overtime during periods of pressure. Subject to this, they would be prepared to accept regulation on the lines of the Shops Act, 1934.

51. In the Laundry Trade a few messengers were employed at laundry receiving offices, with hours averaging from 48 to 54 weekly, as in the case of van boys.

52. The representative of the Railway Companies stated that they employed about 800 boy messengers and a few girl messengers. The hours were governed by a national agreement providing for a 48 week, with overtime at special rates

53. The witness on behalf of the Newspaper Proprietors Association representing the London newspapers, stated that in this industry about 700 boys and a few girls were employed as messengers, working 40 to 44 hours a week. The majority

finished work at about 6 p.m., but a small number were employed on shifts covering the 24 hours, and when night work was undertaken the average weekly hours were 38½. This witness furnished particulars of hours worked after midnight by boys employed by particular firms on a shift system. In one firm employing 81 boys, 16 finished work at varying times between 1 a.m. and 8 a.m. In another firm employing 45 boys, one shift ceased at 2 a.m. and another at 3.30 a.m. A third firm employing 103 boys, had 4 working up to 2 a.m., and in a fourth firm with 60 boys, 9 worked until some time between 12.30 a.m. and 8 a.m. It was explained to us that, owing to the existence of agreements with the Trade Unions limiting the entry of young persons into other branches of the business, there was little opportunity of finding permanent employment for these messengers, and the work was accordingly of a blind-alley character. The witness did not consider that in the circumstances of this particular employment any hardship arose for young persons from employment at night. If, however, prohibition of night work were decided upon and it was not possible to make an exception for these young persons, he thought that the industry could adapt itself to the position.

54. The witnesses on behalf of the Newspaper Society representing the proprietors of provincial newspapers, stated that an inquiry covering 39 newspaper offices had shown that 294 young persons were employed as messengers, 41 of them working at night. The average hours of day work were 36½ to 50 hours a week (in some cases these hours included meal intervals), and the usual time of finishing was 5 p.m. or 6 p.m. In some offices shifts were worked between the hours of 7 a.m. and 7.30 p.m., and a few shifts between 5 p.m. and 5 a.m. The average night work week was 33 to 45 hours on the basis of eleven nights in the fortnight. A few girls were employed as messengers, but did not work at nights. It was stated that a substantial proportion of the young persons were retained in permanent employment. The witnesses considered that the prohibition of night work for juveniles, and their substitution by persons over 18, would not cause grave inconvenience.

55. We were informed that District Messengers in London were recruited at 14 years of age and worked 48 hours weekly including six hours for meals. They work in shifts of eight hours and only a very few are on duty between the hours of 11 p.m. and 7 a.m. Night work and overtime are usually voluntary.

56. We were also informed that messengers employed by Cable and Wireless Companies in the delivery of telegrams were recruited at 14 years of age and employed normally for 48 hours weekly, extra payment being made for overtime work.

The hours of duty changed weekly, and consisted of spells varying from eight to ten hours in duration (including meal times of half or whole hours) fixed between the hours of 7 a.m. and 11 p.m. Boys were not normally called upon to perform night duty for than one week in every four or five weeks, or, in the case of cyclist messengers, all of whom were over 16 years of age, one week in every three. Messengers of less than three years' service were required to attend educational classes for six hours weekly, of which four hours were in their employers' time.

(c) *Page Boys, Lift Boys and Attendants in Hotels.*

57. The evidence which we received as to this type of employment indicates that there are numerous cases of both long and late hours. There is also a tendency for working hours to be spread over a long period of the day. This arises partly from the nature of the occupation, and partly also from the fact that many of these young persons live in, and are thus available for work at any time.

58. The information obtained by Committees for Juvenile Employment outside London shows that out of the 1,627 page boys and attendants in hotels whose employment was investigated, 227 were working gross hours (inclusive of intervals) of 66 to 72, and 334 gross hours of over 72. The average number of hours allowed for meals and rest were found to be 15 a week, so that the actual working hours would in general be considerably less than the gross hours quoted above. Sunday work was usual, either weekly or in alternate weeks, but a free day or half-day was generally allowed in lieu of Sunday. It was, however, unusual for young persons employed on Sunday and given compensatory time off during the week to be allowed also a weekly half-holiday. The Committees in London did not distinguish between page boys and attendants in hotels and those in cinemas. But it will be seen that of the 8,417 page boys and attendants whose employment was investigated no less than 7,030 were reported to work over 72 hours a week including meal and rest intervals. These intervals were said to average 24 hours.

59. A witness on behalf of certain Scottish voluntary organisations quoted the case of a hotel boy aged 15 who worked from 7 a.m. to 12 noon, from 12.30 p.m. to 4 p.m., and from 6 p.m. to 11 p.m. on week-days, excepting Fridays when he finished work at 6 p.m. On Sundays he began work at 8 a.m. and finished at 11 a.m. and 10 p.m. on alternate Sundays. The National Association of Juvenile Employment and Welfare Officers gave particulars of a boy of 16 employed as junior porter in an hotel who worked daily from 8 a.m. to 12.30 p.m.

from 1.30 p.m. to 3.30 p.m. and from 5.30 p.m. to 11 p.m. He was allowed off duty for a half-day weekly and on alternate Sundays. The same Association reported that a billiard marker of 15 employed in an hotel worked from 10 a.m. to 11 p.m. on five days of the week and from 10 a.m. to 3 p.m. on the sixth day with half-hour intervals for meals. The Manchester University Settlement had inquired into the employment of a page boy of 14 who worked 67 hours weekly beginning at 9.30 a.m. and ending at 9 p.m. We also received evidence from other witnesses of long hours worked by page boys.

60. The representatives of the Hotels and Restaurants Association of Great Britain urged the difficulty of regulating the hours of page boys, particularly in the smaller hotels, and considered that these boys should be regarded as domestic servants. They stated that the percentage of young persons employed in licensed hotels was very small (about 5 per cent. of the total staff). Inquiries made of a number of hotels showed that 65 per cent. of the young persons employed worked 48 hours a week or less and more than 25 per cent. 52 hours or less. They claimed therefore that the hours worked were reasonable. They gave particulars of shift working by page boys. In one hotel the shifts were 7 a.m. to 4 p.m., and 4 p.m. to midnight. In another hotel the shifts were 7.30 a.m. to 6 p.m., noon to 11 p.m., and 1 p.m. to midnight. They did not regard late night duty as essential for training, but as desirable from the point of view of the administration of the establishment. On the other hand they thought the hours of the Shops Act, 1934, which apply to young persons in restaurants were very fair, and they stated that the trade as a whole tried to work to those hours. But they felt that there was difficulty in applying a statutory limitation to the trade. They stated that the employment was not a blind-alley occupation, but provided a very good training, and that the boys afterwards became porters or waiters.

61. We also received evidence for the Residential Hotels Association of Great Britain, whose membership was stated to include approximately 2,950 private hotels and boarding houses in London and the provinces. The witnesses on behalf of the Association stated that a 52 hour working week was general, but that in a few establishments 56 or even 60 hours were worked. The longer hours were mainly confined to busy periods. They pointed out that a hotel service had to run for 16 hours a day on seven days a week. One system adopted was to have two shifts which gave an average of 56 hours a week (i.e., 8 hours a day on 7 days weekly including intervals for meals). In other hotels the maximum hours were 12, including periods of off-duty. It was stated to be the general practice to allow a break of at least two hours daily, usually

in the afternoon. The Association was prepared to accept a 48 hour week for young persons under 16, but considered that serious inconvenience would be caused by a limitation to 48 hours of young persons over that age. This would mean employing three boys for every two at present employed. The witnesses agreed that a young person under 16 ought not to work after 8 p.m., and they pointed out that in the smaller hotels the day staff usually ceased work at 7 p.m. It was stated that the great majority of page boys and lift attendants who were found to be satisfactory continued in employment as porters or waiters.

(d) Page boys and Attendants in Places of Public Entertainment.

62. The general effect of the evidence as to the employment of young persons in this type of work was that, although a proportion of cases of unduly long hours exists, the more serious feature is the long spread-over of hours often found. This is particularly the case with cinema attendants, who tend to commence work in the morning and to cease late at night, with substantial intervals between their spells of work.

63. The information obtained from Committees for Juvenile Employment outside London shows that out of the 1,082 attendants in cinemas and theatres whose cases were investigated, 119 were employed for periods of 60 to 66 hours, 101 for periods of 66 to 72 hours, and 89 for periods of over 72 hours, inclusive of intervals for meals and rest which were stated to average 10½ hours. The working hours of these young persons were therefore in many cases considerably less than the gross hours quoted above. As explained in paragraph 58, the London Committees for Juvenile Employment did not distinguish page boys and attendants employed in cinemas from those employed in hotels, but in a very high proportion of the cases the young persons were reported to be working for a period exceeding 72 hours (including intervals for meals and rest).

64. In this connection, we note that the 6th Report of the National Advisory Council for Juvenile Employment (Scotland) which was published in 1933, records that the normal weekly hours of labour of 26 per cent. of the boys and 9 per cent. of the girls employed in cinemas of whom they obtained particulars extended over more than 66 hours weekly, including mealtimes and rest periods. The Council regarded these gross hours as of more importance than the net hours, as showing the time during which the juvenile was at the disposal of the employer and as being one of the main factors affecting further education and participation in normal social activities. The 4th Report of the National Advisory Council for Juvenile Employment

(England and Wales) which was published in 1932, does not record separately the hours worked by cinema attendants, but in considering the hours of young persons connected with the entertainment industry, the Council observed that, though the actual hours of physical labour may be moderate, yet in the case of boys and girls the most important question is the length of time they are at the disposal of the employer, during which time they are kept from their homes and from the possibility of education or recreation.

65. A number of individual cases were quoted to us by individual witnesses. The Committee on Wage-Earning Children informed us of amusement park attendants working until midnight and later, including a spread-over up to 15½ hours in one day, and of cinema attendants working twelve and thirteen hours a day (including mealtimes and rest periods) ending as late as 11 p.m. The witness for the National Association of Juvenile Employment and Welfare Officers referred to cinema and theatre attendants whose working time extended over twelve hours a day. A witness on behalf of Scottish voluntary organisations stated that she had inquired into the hours of a number of cinema attendants and found that they worked between 45 and 64½ hours a week. She mentioned one girl who finished work at 10.45 p.m. after employment extending over 14½ hours.

66. The Manchester University Settlement reported upon seven cases of page boys employed in cinemas. One of these page boys was working from 9 a.m. to 11 p.m. on six days a week, a total of 84 hours. Four other boys were found to work 60 hours or more a week. These hours were inclusive of meal times and other intervals. The investigator found that there were no fixed intervals except for meals and in most cases the meal intervals were of short duration. We received information from the local authority at a well-known seaside resort that four boys and girls under 16 were employed at a skating rink from 9.30 a.m. to 1 p.m., 2.30 p.m. to 5 p.m., and from 7.15 p.m. to 10.30 p.m. on 5 days weekly and from 9.30 a.m. to 1 p.m. on the sixth day; although the weekly total of hours in these cases was only 49½, a spread-over of 13 hours was involved on five days of the week.

67. The witness appearing on behalf of the Society of West End Theatre Managers, the Entertainments Protection Association and the Theatrical Managers Association informed us that between 500 and 600 young persons were employed as page boys in theatres throughout the country. The hours of employment were regulated by agreements with the National Association of Theatrical Employees. The maximum working hours were 57 in a week of 6 working days (no mealtimes

were included in the working periods), but in practice the average hours were 48 and many young persons were employed only during the performance for a 24-28 hour week. Three or four hours were generally worked in the morning and in the evening, the afternoon being free, or alternatively work was done during the afternoon and evening, the morning being free. The usual time for starting work was 11 a.m. The industry would ask for exemption from any prohibition of employment after 10 p.m. in order that young attendants could work till the end of the performance.

68. Witnesses on behalf of the Cinematograph Exhibitors' Association of Great Britain and Ireland informed us that there were about 4,100 cinemas in the country and that about 2,000 young persons were employed in 1,500 of these; no information was available as to the number of young persons employed in the remaining 2,600 cinemas. The witnesses claimed that the work of a page boy was equivalent to an apprenticeship and that it was possible to absorb all of them into training for adult work in the operating boxes. The usual working hours for pages were from 10 a.m. to 11 a.m., 1.30 p.m. to 4.30 p.m., and from after tea to about 9 or 9.30 p.m. It was not necessary for them to stay until the end of the performance, and it could be arranged to let them off at 9 p.m. without serious inconvenience. The morning work was regarded as part of their training, and an introduction to the general organization of the industry, but it could be arranged to dispense with their services in the morning without very great hardship to the industry. Young persons (mostly girls) employed as ushers generally worked short hours. Few of them would work as much as 54 hours weekly excluding mealtimes, and practically none of them worked after 10 p.m. In the big cinemas it would be possible to dispense with the services of young persons employed as ushers at 9 p.m. in turns, but this would be difficult in the small cinemas which often did not open until 6.30 or 7 p.m. Some of these young persons did cleaning work in the cinemas earlier in the day, but this was not a general practice of the trade. Suitable young persons were kept on after the age of 18, and it was claimed that, as there were twenty times as many applicants as there were posts available, the work was regarded as attractive by girls. The witnesses agreed that the industry could probably, without much difficulty, accept a limitation of 48 hours a week and prohibition of employment after 10 p.m., except in the case of a small cinema which was opened only in the evening. They said, however, that the National Association of Theatrical Employees had agreed that in this particular trade 54 or 55 hours a week was not unreasonable.

69. A witness on behalf of the Showmen's Guild of Great Britain and Ireland informed us that travelling shows were mainly family concerns in which employment lasted for life. Four days was the average working week, Saturday was the longest day, and employment for young persons might extend with intervals from 2 p.m. to midnight. The rush hours would be from about 7 to 10 p.m.

70. The witness stated that in amusement parks, little juvenile labour was employed. Work might start at 10 a.m., but usually ended early, the hour depending upon the time of departure of the Day Trips. Ten hours would be the maximum working day, including meals, except on a bank holiday when twelve hours might be worked. Sunday work was done during the season, but a free day was given in the week in compensation. Most of this employment was purely casual and seasonal. The Showmen's industry would ask for exceptional treatment if regulations were made, in view of its seasonal character.

V. THE NEED FOR REGULATION.

71. We are satisfied from the evidence which we have received, and which is summarised in the foregoing section of our Report, that a definite need exists for the regulation of the hours of the young persons forming the subject of our inquiry.

72. We consider that regulation is necessary from two points of view, both to prevent employment for unduly long hours, and to ensure that hours of employment, whether or not they are excessive, are so arranged as not to deprive the young persons of reasonable facilities for recreation and further education. These considerations naturally apply with varying force to the different classes of young persons falling within our terms of reference. In the case of van boys there is evidence both of a substantial proportion of excessive hours, and of variation in the time of ceasing work which is bound to affect opportunities for recreation and education. In the case of messengers, porters, errand boys and warehouse boys, there is less evidence of excessive hours, and the main problem to be faced is that of night employment in certain occupations. Among page boys and attendants at theatres and cinemas and other places of entertainment, working hours are frequently unduly long in themselves, but the more noticeable features are the long spread-over often to be found whereby a young person may be employed, with intervals, from morning till night, and the prevalence, arising from the nature of the industry, of employment up to a late hour. Among page boys and lift boys at hotels, there is a substantial proportion of cases of excessive hours, and employment is liable to extend over the greater part of the day, and to entail work up to a late hour.

89. As has already been mentioned in our Survey of Evidence (Section IV) certain employers' associations desired a longer week than 48 hours, but the remainder of the organisations representing employers were prepared to accept a 48-hour week, with some provision for overtime.

90. On the other hand, we have received certain proposals for a week of less than 48 hours, either for young persons as a whole or for those under 16. The Committee on Wage-Earning Children advocated a 40-hour week for young persons under 16, and a similar recommendation was made by the Convention of Royal Burghs in Scotland. A witness who spoke on behalf of certain Scottish voluntary organisations desired a daily limit of 6 to 8 hours, and thought that local authorities should have power to prescribe even shorter hours. The Trades Union Congress General Council considered that the working week should not exceed 40 hours for all young persons. The National Union of Teachers went even further, and suggested a working week of 34 hours, their proposal being that hours spent in work, education and organised recreation taken together, should not exceed 40.

91. As will be seen from the foregoing summary, the majority of witnesses concentrated, as was perhaps natural, on the immediate problem of bringing the hours of the unregulated young persons into line with the hours recently fixed for young persons in shops. We feel, however, that it is necessary to look beyond the immediate problem of the moment, and to consider the question of regulation of hours, not only from the point of view of conformity with existing legislation, but from the more important aspect of the interests of young persons as a whole. We are, of course, concerned in our inquiry with a small fraction only of the total number of young persons in employment, but the interests of this fraction cannot, we think, be considered in isolation from the interests of the whole. It appears to us that these interests demand that during the critical period of adolescence, and particularly during the ages from 14 to 16, the hours and conditions of work shall be so regulated as to permit of such further training of mind and body as is requisite to produce healthy and vigorous men and women, and useful members of the community. It must be remembered that a week of 48 hours, exclusive of intervals for meals and rest, involves a period of employment considerably exceeding 48 hours and normally extending to about 54 hours. We are therefore of opinion that, for young persons as a whole, a week consisting of as much as 48 working hours is definitely too long to afford the necessary opportunities for continued education and recreation.

92. Different recommendations have been made to us as to the exact limit of hours. Without deciding between these, we wish to record our opinion that it should be the aim of legislation to fix the normal weekly working hours of young persons at something substantially less than 48, and at the same time to make suitable provision for further day time education. We recognise, however, that a drastic reduction of this character could be effected only by means of comprehensive legislation dealing with young persons as a whole, and that the question of such legislation is bound to raise problems which go far beyond the scope of our inquiry.

93. For the present, therefore, we agree that the immediate need, so far as the young persons within the scope of our terms of reference are concerned, is to bring their hours into line with those prevailing in occupations already regulated. For example, we consider that the immediate step to be taken should be to ensure that van boys employed in connection with factories or transport undertakings should be subject to restrictions similar to those applicable to van boys employed by shopkeepers; that page boys and attendants in cinemas and hotels should have their hours assimilated to those of young persons in those establishments who come within the ambit of the Shops Acts; and that messengers and porters employed in factories, and warehouse boys who are at present outside the scope of the Factory Acts and Shops Acts, should have their hours regulated on the same lines as those of young persons employed in the factory processes. As regard factory workers we do not, of course, suggest that the present Factory Act limit of 60 hours should be applied, but we assume that the new factory legislation will contain provisions for hours of young persons which will be on much the same lines as the provisions of the Shops Act, 1934.

94. We would add that in the light of the evidence which we have received the immediate step which we propose would not, in our view, be likely to have a disturbing effect upon the industries with which we are concerned. We see no reason why these industries should not be so organised as to permit of a 48 hour week. Indeed the evidence which we have received indicates that many businesses are already organised on the basis of a 48 hour week, and these hours are to be found in the trade agreements which have been brought to our notice (excepting for those of certain Co-operative Societies which have a 44 hour week). We therefore recommend that, pending the comprehensive legislation to which we have referred, the normal working week of the young persons forming the subject of our inquiry should be fixed at not more than 48 hours, exclusive of intervals for meals and rest.

95. We do not in present circumstances favour a distinction between young persons under 16 and those over 16 so far as the normal working week is concerned. We have had little evidence to support such a distinction, and we think that it will be sufficient if, as we propose in dealing with the question of overtime, young persons under 16 are prohibited from working overtime in addition to their normal hours. We would point out in this connection that when the Education Acts, 1936, come into operation, employment up to the age of 15 will be controlled by Education Authorities, who will be in a position to insist upon shorter hours if they so desire in any particular case.

IX.—DAILY PERIOD OF EMPLOYMENT.

96. We have considered the question of a daily limit of working hours in addition to a weekly limit, and we have already referred to some of the proposals for such a limit which have been made to us. The representatives of employers were, for the most part opposed to the imposition of a daily limit. Their view was that any system of regulation should contain a sufficient degree of elasticity to permit of longer hours on one day being offset by shorter hours on another. Employers of van boys urged that if a daily limit were imposed it should be such as to permit the van boy to work the full 11 hours allowed to the driver by the Road Traffic Act.

97. We cannot agree that a system under which long hours on some days of the week may be set off by short hours on others is desirable in the interests of young persons. We note, however, that it has not been thought necessary in the Shops Act, 1934, to impose a daily limit, and we recognise that the imposition of a daily limit would lead to a demand for a larger amount of overtime to meet pressure of work on individual days, which could under a weekly limit be met by a process of adjustment.

98. In this connection we have been impressed by the number of cases quoted to us involving a lengthy spread-over of hours from the time of commencement to the time of ceasing work. This arises in the case of the van boy from the fact that he may be actually on the van for 11 hours, and in addition be called upon to wait for hours between journeys; and in the case of hotel and cinema employees, from the fact that the employment throughout the day is not continuous. In either case the effect is that the daily employment may cover a period of 12 hours or more. In addition it must be borne in mind that in London, in particular, and in other large cities, a considerable amount of time may have to be spent in travelling to and from work. Although this question of travelling time, to which our attention

was particularly directed by the London Regional Advisory Council for Juvenile Employment, appears to us to be a matter outside the scope of legislation, it obviously intensifies the undesirable effect of a lengthy spread-over of work.

99. There are, we think, two methods of dealing with this question of spread-over. The first is to be found in section 2 of the Shops Act, 1934. The method adopted in this section is to provide by regulation that all time (other than intervals for meals and rest) spent between the commencement and last cessation of work on any day shall be regarded as working hours. As no regulations have as yet been made under this section, we are unable to say whether this method would prove effective. The second method is that provided in the Factory Acts whereby the period of employment is limited within a given period of hours specified by the employer in advance.

100. The evidence which we have received has led us to the conclusion that some statutory regulation of the period of employment of young persons, rather than a limitation of the daily working hours, is necessary. We recommend, therefore, that the employment of young persons within our terms of reference should be restricted to a period of 10 hours in any day including all intervals. If, however, overtime is permitted for young persons over 16, it will be necessary to provide for a relaxation of the restrictions upon spread-over in the case of these young persons during weeks in which overtime may be worked.

X.—OVERTIME.

101. The employers' representatives expressed the view that some provision for overtime is an essential complement to the limitation of the working week in order to enable them to meet periods of seasonal and other pressure which may last, in the industries chiefly affected, for as much as 12 weeks. They were, however, generally prepared to accept a restriction on the lines of the Shops Act, 1934 though they urged that rather more latitude was necessary.

102. It has been recognised by most witnesses on behalf of social organisations and local authorities that some provision for overtime should be made, but the view has usually been expressed that any such provision should be restricted on the lines of the provision for overtime in the Shops Act, 1934. Certain witnesses, including the representatives of the Trades Union Congress General Council, have expressed themselves as opposed to any overtime.

103. We may say at once that we are entirely opposed to any system whereby overtime may be worked in every week.

This would defeat the object aimed at in restricting weekly hours. Nor do we consider that any workable scheme can be found for regulating overtime by means of special wage rates. We feel bound therefore to recommend that the amount of overtime should be restricted by statute.

104. We think that in this matter a distinction must be made between young persons under 16, and those of 16 and over. It is true that, with few exceptions, the witnesses who have appeared before us have not favoured this distinction. We consider, nevertheless, that the principle embodied in the Shops Act, 1934, is a sound one, and that overtime should not be permitted for young persons under 16. On every ground we regard a week of 48 hours as the utmost that should be permitted for a young person who has just left school.

105. For young persons of 16 and over we should be prepared to countenance a certain amount of overtime, but subject to restriction both as to its amount and as to the number of weeks in which it may be worked. We consider that the amount should not exceed 5 hours in any week and 50 hours in any year, but we think that the limit to six weeks provided in the Shops Act, 1934, is perhaps too short to meet the needs of some, at any rate, of the industries with which we are concerned, and we therefore recommend that overtime should be permitted in ten weeks in any year.

XI.—THE HOUR OF CEASING WORK.

106. Certain witnesses have urged that employment after 6 p.m. or 6.30 p.m. should be prohibited either altogether or on some days of the week in order to permit of opportunity for continued education or recreation, or attendance at clubs. It was suggested by the County Councils' Association that employment of all the young persons within our terms of reference should be prohibited after 6 p.m. on at least three evenings a week, including Saturday, throughout the year. The Association of Municipal Corporations considered that employment of van boys, errand boys and porters might usefully be prohibited after 6.30 p.m., but that the prohibition could not be extended to young persons employed in hotels and places of public entertainment. The London County Council were of opinion that a reasonable interval should be required between the time of ceasing work and the commencement of evening classes, at any rate for young persons employed elsewhere than at places of public entertainment and at hotels. The Committee on Wage-Earning Children recommended that 6 p.m. should be the latest hour of employment for persons under 16. The Boy Scouts Association urged that employment should usually cease at 6 p.m. The National Association of Boys' Clubs recommended that employment

should normally cease at 6.30 p.m. The National Union of Teachers desired total prohibition of employment after 7 p.m. The Manchester University Settlement inquired into the cases of 169 girls with a view to ascertaining the relation between the hour of ceasing work, and the attendance at evening clubs or classes. They found that out of 61 girls attending clubs, 47 ceased work by 6.30 p.m., and out of 46 girls attending evening classes, all but one ceased work by that hour.

107. We think that, in order to encourage young persons to take advantage of opportunities for further education and recreation, it is desirable that the hour of ceasing work on some days of the week should allow for this. We feel, however, that a statutory restriction of this character would have to be accompanied by so many exceptions to suit the special requirements of certain types of employment, that it would in practice tend to be quite ineffective. We do not, therefore, include proposals for any such restriction in our recommendations, considering that a limitation of weekly hours, particularly if it is coupled with some limitation of the daily period of employment (as proposed in Section IX of our Report) should, in itself, lead to such a rearrangement of hours of employment as will afford greater opportunities for education and recreation.

XII.—NIGHT EMPLOYMENT.

108. The prohibition of night employment during a period of 11 hours including the hours from 10 p.m. to 5 a.m. is already applied to van boys by the Employment of Women, Young Persons and Children Act, 1920, and it has been generally accepted by all witnesses (except those mentioned in the following paragraph) that a similar prohibition should be applied to the other young persons within our terms of reference, and further that the earliest hour should, as in the case of the Shops Act, 1934, be 6 a.m.

109. There are, however, certain special cases which call for consideration. We have been urged to recommend an exception for young persons employed in theatres, on the ground that they should be permitted to be employed until the end of the performance, and it has been pointed out to us that a concession has been granted to young persons over 16 employed in theatres to whom the Shops Acts apply. On the other hand, the representatives of cinema proprietors expressed themselves as willing to accept a prohibition of work after 10 p.m. for page boys and attendants, and asked only for an exception for young persons employed as learner-operators (an occupation which, we understand, leads to permanent employment).

110. We are aware of the exception provided by the Shops Act, 1934, for certain young persons employed in theatres and cinemas, but in the case of the young persons with whom we are concerned, the arguments for an exception apply only to theatres and to one particular type of employment in cinemas, and we feel a difficulty in recommending an exception for what appears to be a very limited number of young persons.

111. The other class of employment which calls for consideration is that of the young persons to whom we have already referred as being liable to be employed throughout the night, particularly in London Newspaper Offices. The number of young persons concerned is small, and the work is of a blind-alley character in most cases. We do not, therefore, feel called upon to recommend an exception for work of this character.

112. We therefore recommend a general prohibition of night employment for a period of 11 hours including the hours between 10 p.m. and 6 a.m.

XIII.—INTERVALS FOR MEALS.

113. We have received evidence of a considerable number of cases in which either the intervals allowed to young persons were insufficient, or no arrangements were made for definite intervals.

114. The Associations of local authorities and the London County Council expressed the view that fixed periods for meals should be prescribed on the lines of the Shops Acts, and representatives of social organisations generally were of the same opinion.

115. The representatives of employers raised no objection to the regulation of meal times, except that employers of van boys urged that the half hour interval prescribed for drivers by the Road Traffic Acts should not be exceeded in any statutory regulation of van boys' hours, and that the latter should also be permitted to work the 5½ hour spell allowed to drivers.

116. We recognise that there may be some difficulty in enforcing a provision for meal intervals in the case of van boys, but we think it essential in the interests of the young persons that adequate intervals should be allowed, and we see no way of effecting this without a statutory requirement. We are of opinion that a continuous spell of work should not exceed the five hours permitted by the Shops Act, 1934, to young persons, including van boys, employed by shopkeepers.

117. We recommend, therefore, that the intervals for meals should be fixed by statutory provisions similar to those contained in the Shops Acts.

XIV.—WEEKLY HALF HOLIDAY AND SUNDAY EMPLOYMENT.

118. The evidence we have received indicates that errand boys, messengers, porters and warehouse boys are very generally allowed a weekly half holiday and that employment on Sunday is exceptional. According to the report of the London Regional Advisory Council for Juvenile Employment, Sunday employment is mainly confined in the London area to railway porters, boys employed at dairy depots and the uniformed messenger services. In the case of van boys it appears that a weekly half holiday is usual but not universal, and that they are rarely employed on Sundays.

119. We were given particulars of certain exceptional cases. The Trades Union Congress General Council informed us that in South Wales some boys employed on aerated water vans have to do stable duty on Sundays during the summer season. The Committee on Wage-Earning Children found that certain van boys were employed up to 3, 4 and 5 p.m. on their nominal weekly half holiday. The witness for the National Association of Juvenile Employment and Welfare Officers told us of one van boy who worked until 3 p.m. on the day of his half holiday, and of another whose earliest hour of finishing work was 6.30 p.m. The Manchester University Settlement referred to the case of a van boy who worked on Saturday until 5 p.m. and on other days until 8 p.m. The National Union of Teachers stated that van boys employed by a certain East End firm frequently worked until 11 p.m. on six days weekly.

120. The position of young persons employed in hotels and places of public entertainment is different. We were informed that in hotels, where the maintenance of a seven day service is essential, page boys usually work on Sunday either weekly or in alternate weeks. The reports received from the Committees for Juvenile Employment indicate that a free day or half day is generally allowed in lieu of Sunday work, but that a weekly half holiday is not normally allowed in addition. Page boys and attendants are frequently employed in cinemas on Sundays, but are required by the Sunday Entertainments Act, 1932, to be given a free day in lieu. We were informed that at amusement parks a full day's work was normally done on Sunday, but the witness for the Showmen's Guild of Great Britain and Ireland told us that persons employed on Sundays were given one clear day during the week.

121. We have concluded from the evidence that a full weekly half holiday is not generally given to young persons employed in hotels or places of entertainment. Sometimes, however, these young persons finish work early on one or two evenings each week, or are exempted from morning or afternoon work on one day weekly.

122. We do not consider that total prohibition of Sunday employment for the young persons within our terms of reference is practicable, but we recommend that young persons employed on Sunday should receive a compensatory holiday during the week, in addition to the half holiday mentioned below, following the principle embodied in the Sunday Entertainments Act, 1932.

123. We consider it essential that a half holiday on one day a week, from 1.30 p.m. at latest, should be given to the young persons and that there should be a statutory requirement to this effect.

XV.—METHOD OF ENFORCEMENT.

124. As will be seen from our summary of the existing legislation relating to young persons the method of enforcement at present varies under the different Statutes. For example, enforcement of the Factory and Workshop Acts is in the hands of a central authority (the Home Office) and is carried out by Factory Inspectors appointed by the Secretary of State, and stationed in various districts throughout the country. The provisions of the Children and Young Persons Acts relating to young persons engaged or employed in street trading are administered in England and Wales by the Councils of Counties and County Boroughs, with power, in the case of the former, to delegate to Councils which are Local Education Authorities; and in Scotland by Education Authorities. The enforcement of the provisions of the Shops Act, 1934, relating to the employment of young persons (other than those employed in street trading in England and Wales) rests with local authorities who are "shops authorities". The enforcement of the provisions of that Act in relation to young persons employed in street trading in England and Wales is in the hands of the local authorities responsible for street trading under the Children and Young Persons Act; while in Scotland it is in the hands of "shops authorities".

125. The witnesses who have appeared before us on behalf of social organisations have urged that any legislation restricting the hours of young persons within our terms of reference should be administered by a central authority on the lines of the administration of the Factory and Workshop Acts. The view taken by these witnesses is that administration by a central authority is likely to be carried out more efficiently and to be unaffected by any local influences. In this connection, we have been informed by a number of these witnesses that in their experience, adequate steps are not taken by all local authorities to enforce the provisions of the Shops Act, 1934, relating to the employment of young persons.

126. Witnesses on behalf of the organisations of employers have expressed a preference for enforcement by the authorities with whom they have at present to deal. They would prefer that at factories, docks, and warehouses enforcement should be in the hands of the Home Office Factory Department, that at hotels and places of entertainment it should be undertaken by "shops authorities", and that in the case of van boys any regulations should be enforced by the Ministry of Transport who already enforce the regulations relating to the hours of drivers.

127. The representative of the Railway Companies urged that, if they were not altogether excluded from any statutory regulation, administrative control would be better handled centrally by a Government Department rather than in detail by a large number of separate local authorities throughout the country. He considered that as the Railways' own administration was centralised, it would be easier for them to deal with one central authority. He further urged that, in order to avoid dual control and dual inspection, there should be one central authority dealing with Railway undertakings in all their aspects.

128. The representatives of Associations of local authorities, and the representatives of the City of London and the London County Council, were of opinion that enforcement should be in the hands of local authorities, with a possible exception for young persons employed in connection with factories. There was, however, some difference of opinion between the various Associations of local authorities as to the precise type of authority which should be selected to administer the legislation. The County Councils' Association considered that enforcement should be in the hands of County Councils and County Borough Councils, with power to delegate as under the Children and Young Persons Act, 1933. The Association of Municipal Corporations considered that in the case of page boys, lift boys and attendants in hotels and places of entertainment, enforcement should be in the hands of the "shops authorities" who are already concerned with these establishments; in the case of van boys and errand boys, enforcement should be in the hands of the Local Education Authority who deal with street traders; and in the case of persons employed inside factories, enforcement should be undertaken by the Factory Inspectors. The Urban District Councils' Association confined themselves to recommending that enforcement should be entrusted to, among others, the Councils of Urban Districts with a population of over 20,000. The Association of Counties of Cities and the Convention of Royal Burghs in Scotland considered that enforcement should be by means of the existing machinery under the Shops Act, except as regards premises to which the Factory Acts apply. They felt that the additional work entailed

upon local authorities by the regulation of the hours of the young persons with whom the Committee is concerned would not be serious, and that the existing machinery could easily cope with it.

129. It will be seen, therefore, that there has been a considerable difference of opinion among witnesses as to the precise means of enforcing any regulation of hours. We think, however, that so far as the young persons within our terms of reference are concerned, there is no sufficient case for setting up any new machinery, and that it is desirable that the existing machinery should be utilised. We think that in the case of young persons, including van boys, who are employed in or in connection with factories, docks, and the warehouses with which we are concerned, enforcement should be in the hands of the Factory Inspectorate. We appreciate that in the case of van boys, this might entail a duty of inspection outside the factory. We recognise, however, that in the case of van boys, it is essential that the inspectors should have access to records at the premises of the employer, and we think it is undesirable that factory premises should be visited by two sets of inspectors, each concerned with a different set of young persons.

130. As regards young persons employed by Railway Companies, we think that in view of the fact that Railway Companies operate in the area of so many local authorities, weight should be given to the plea made on behalf of the Companies that the enforcement of statutory restrictions should in their case be in the hands of a central authority.

131. So far as the remainder of the young persons are concerned, we think that enforcement should be by means of the existing machinery operated by local authorities. On the whole it appears to us that administration should be placed in the hands of the local authorities at present administering the Shops Acts. These authorities are already concerned with van boys employed in connection with shops, and with certain employees at hotels and places of entertainment. We think that the young persons with whom we are dealing are analogous rather to employees in shops than to young persons engaged in street trading. If, as we recommend, enforcement is placed in the hands of local authorities, it appears to us to be for serious consideration whether those authorities should not be called upon to furnish annual reports of their administration to the Minister concerned.

XVI.—THE NEED FOR IMMEDIATE LEGISLATION.

132. We would point out that the question of young persons in unregulated occupations has already been the subject of inquiries in 1932 and 1933 by the National Advisory Councils

for Juvenile Employment. A large proportion of the young persons forming the subject of the Councils' inquiries were employed in connection with shops and have therefore already had their hours restricted by the Shops Act, 1934. It is essential, in our view, that immediate steps should be taken to afford similar statutory protection to the remaining unregulated young persons with whom our Report deals.

XVII.—SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

133. It may be convenient to summarise briefly our main conclusions and recommendations:

(1) We consider that a need exists for the regulation of the hours of work of the young persons forming the subject of our inquiry (paragraphs 71 to 78) and that the regulation should extend to certain border-line cases (paragraphs 79 and 80).

(2) We recommend that regulation should be by means of uniform statutory limitation (paragraph 84); that the young persons employed in connection with factories, docks and warehouses should be included in the new Factory legislation; and that the remainder might be brought within the scope of the Shops Act, 1934, subject to certain modifications (paragraph 86).

(3) Pending comprehensive legislation for all young persons which should aim at restricting their weekly working hours to something substantially less than 48, with suitable provision for further day time education (paragraphs 91 and 92), we recommend, as an immediate step, the following restrictions:—

(a) the normal working week should not exceed 48 hours exclusive of intervals for meals and rest (paragraphs 93 and 94);

(b) the daily period of employment including all intervals should not exceed 10 hours (paragraph 100);

(c) a strictly limited amount of overtime should be permitted for young persons of 16 and over, but overtime should be entirely prohibited for young persons under 16 (paragraphs 104 and 105);

(d) night work for a period of 11 hours, including the hours between 10 p.m. and 6 a.m., should be prohibited (paragraph 112);

(e) intervals for meals should be fixed by statute (paragraph 117);

(f) young persons employed on Sunday should receive a compensatory holiday during the week (paragraph 122);

(g) a half holiday from 1.30 p.m. at latest should be allowed on one week day in each week (paragraph 123).

(4) We recommend that the enforcement of the regulation of hours of the young persons employed in connection with factories, docks and warehouses should be entrusted to the Factory Department of the Home Office, and that in the case of the remainder of the young persons (with the possible exception of young persons employed by Railway Companies) the regulation should be enforced by the local authorities at present responsible for the administration of the Shops Acts (paragraphs 129 and 131).

(5) We consider that it is essential that immediate steps should be taken to afford statutory protection to the unregulated young persons with whom our Report deals (paragraph 132).

134. In conclusion we desire to acknowledge the great help which we have received from our Secretary, Mr. W. B. Vince, and from Miss W. M. Goode of the Home Office who has assisted in the secretarial work throughout our proceedings. Their assiduity in collecting the relevant evidence and their skill in presenting the matter for inquiry and in the drafting of our Report have lightened our labours and earned our grateful thanks.

We have the honour to be,

Sir,

Your obedient Servants,

W. B. KENRICK (*Chairman*).

J. HALLSWORTH.

W. J. KENT.

E. MORISON MILLAR.

F. ISABEL TAYLOR.*

W. B. VINCE,
Secretary.

22nd January, 1937.

* Signed subject to the reservation appended.

RESERVATIONS BY MISS F. I. TAYLOR.

Though I am in general agreement with the terms of the Report there are two points to which I would like to draw attention.

(1) I concur with the paragraph (No. 92) dealing with the question of the general limitation of hours on the understanding that the substantial reduction in the 48 hour limit would depend upon the introduction of a system of continued day-time education. Such a system would obviously call for a general re-adjustment of the hours of work of the young persons affected.

(2) With regard to the paragraph (No. 100) dealing with the daily period of employment, I feel that it is undesirable at present to fix the daily period for the young persons with whom we are dealing at 10 hours a day in all cases. One effect of such a limitation would be that the hours of van boys employed in connection with factories would differ in a material point from those of van boys employed in connection with shops. There does not appear to be evidence to justify such a distinction between the different classes of van boys. In the various Factory Bills which have been introduced since the War the daily limit has been fixed at 11 hours and such a limit appears to afford sufficient protection against undue spread over.

Moreover it appears to me to be doubtful whether the shorter limit would be in the best interests of the young persons. It has to be remembered that if the period of employment is fixed within narrow limits there may be a tendency to reduce the meal intervals. Experience of the enforcement of the Factory Acts has shown that in some cases the workpeople prefer to have a break of longer than an hour for the mid-day meal and in some cases to have two intervals for meals during working hours. When this is done the period of employment is inevitably longer than when the meal times are the minimum fixed by law. The ten hour limit on each weekday may also result in longer hours on Saturday morning, and it would seem to preclude the adoption of a five day week in those cases in which it is desired to employ young persons for the full 48 hours each week.

F. ISABEL TAYLOR.

APPENDIX I.

EVIDENCE TAKEN BY THE COMMITTEE.

List of Witnesses.

<i>Name of Witnesses.</i>	<i>Representing.</i>
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, Edinburgh).	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. Boycé, 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	Boy Scouts Association.
Mr. W. R. Fuller	Cinematograph Exhibitors' Association of Great Britain and Ireland.
Mr. E. W. P. Peall.	
Miss N. Adler, C.B.E., J.P. ...	Committee on Wage-Earning Children.
Mrs. T. R. Bridgewater.	
Miss Penley.	
Mr. J. M. Rusk, O.B.E., S.S.C.	Convention of Royal Burghs.
Councillor J. MacDougall, O.B.E.	
Councillor Alexander Riddell.	
Mr. Claudius R. Algar, (Chairman of the County Purposes Committee).	Corporation of London.
Mr. J. E. Thompson, (Corporation Inspector under Shops Acts).	
Mr. W. N. Smith, M.A., (Chairman of the Durham County Council and Education Committee).	County Councils' Association.
Mr. F. F. Potter, M.A., B.Sc., (Director of Education for Cheshire).	
Mr. W. H. Venner	Dock and Harbour Authorities Association.
Mr. W. Ashley Cummins.	
Mr. Kenelm Kerr, O.B.E.	Four Main Line Railway Companies.
Mr. E. I. Wilson	Home Office.
Mr. H. Woods,	
Mr. F. J. Fedden,	
Miss M. M. Wilkins, (H.M. Inspectors of Factories).	

<i>Name of Witnesses.</i>	<i>Representing.</i>
Sir Francis Towle, C.B.E.	Hotels and Restaurants Association of Great Britain.
Mr. Hugh Wontner,	
Mr. J. E. Ryan.	
Mr. J. J. Stark	Institution of British Launderers, Ltd.
Mr. D. K. Rollitt.	
Alderman W. T. Kelly, J.P., M.P.	London County Council.
Miss B. H. Roberts, B.A. ...	Manchester University Settlement.
Mr. E. F. Piercy	National Association of Boys' Clubs.
Mr. R. E. Goodwin.	
Mr. G. W. May	National Federation of Dyers and Cleaners.
Mr. L. Rigg.	
Mr. J. H. Turner	National Road Transport Employers' Federation.
Mr. R. P. Bailey.	
Major F. S. Moller	National Union of Mineral Water Manufacturers' Associations, Ltd.
Mr. H. Humphrey, M.B.E., M.A.	National Union of Teachers.
Mr. W. Griffith,	
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	Newspaper Society.
Mr. F. Gibbens.	
Rt. Hon. A. V. Alexander, M.P.	Parliamentary Committee of the Co-operative Congress.
Mr. H. J. Twigg,	
Mr. G. J. Wilkinson.	
Councillor E. M. Ford, J.P. ...	Residential Hotels Association of Great Britain.
Mr. A. E. George.	
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,	Trades Union Congress General Council.
(General Secretary, National Union of Railwaymen).	
Mr. T. O'Brien,	
(General Secretary, National Association of Theatrical Employees).	
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 District Councils' Association).	
Mr. H. E. Swallow,	
(Deputy Secretary of the Urban District Councils' Association).	

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 Number.		Total.
	14 to 16.	16 to 18.	
(a) Van boys	3,243	2,191	5,434
Errand boys	455	198	653
Messengers (Office and Works) ...	2,330	707	3,037
Warehouse boys	474	678	1,152
(b) Cinema and Theatre Workers ...	500	582	1,082
Hotel pages and attendants ...	790	837	1,627
Billiard markers	5	49	54
Beach workers and amusement attendants.	71	229	300
	7,868	5,471	13,339

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.

Occupation.	Average number of hours for meals and/or rest per week.	Hours per week (inclusive of meal times and/or rest periods.)												Total.
		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.		
		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	6	724	391	1,173	745	931	671	337	317	65	56	13	11	5,434
Errand boys	6	61	32	188	90	167	60	24	13	11	3	4	—	653
Messengers	5½	740	353	1,247	230	294	94	49	28	—	2	—	—	3,037
Warehouse boys ...	5½	44	58	367	499	59	103	4	18	—	—	—	—	1,152
Hotel pages and attendants.	15	57	55	223	232	121	107	144	127	123	104	122	212	1,627
Cinema and theatre attendants and pages.	10½	126	117	156	161	72	141	79	40	53	48	14	75	1,082
Billiard markers ...	15	—	—	—	4	—	1	—	—	4	7	1	37	54
Amusement attendants and beach workers.	9½	—	40	34	62	17	27	12	23	8	54	—	23	300
		1,752	1,046	3,388	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, co-operative 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.

Occupation.	Estimated Number		Total.
	14 to 16.	16 to 18.	
(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—

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

(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.

Occupation.	Hours per week (inclusive of meal times and/or rest periods).												Total
	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		
	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 ...	715	385	1,598	1,116	1,370	1,198	353	288	35	49	5	34	7,146
Errand Boys ...	40	—	71	11	52	32	4	4	—	—	—	—	214
Messengers ...	1,559	743	1,371	313	754	387	1	13	6	—	—	—	5,147
Porters ...	18	81	47	277	26	99	7	11	—	16	—	—	582
Warehouse boys...	45	74	392	340	168	136	—	12	—	—	—	—	1,167
(b) Page boys ...	71	9	139	78	156	74	126	73	52	42	5,010	1,301	7,131
Lift Boys...	1	—	1	—	25	50	10	50	5	—	350	350	842
Other attendants	42	28	12	78	25	77	15	82	1	65	4	15	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		6½		7½		9		16		24		

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 of the van boy.
Errand boys	No variation.	—	—
Messengers	Those attached to needle trades work longer hours at times of seasonal pressure, mainly April—July and September—November.	Uniformed messengers work to a shift system.	—
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. <i>(N.B.—It should be stated in this column that hours are in general, subject to the parti- cular exigencies of the employers' business).</i>	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 EMPLOYMENT
OF YOUNG PERSON
IN CERTAIN UNREGULATED
OCCUPATIONS

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