

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
GENERAL

E/CN.6/236
15 January 1954

ORIGINAL: ENGLISH

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DOC. INDEX UNIT
JAN 27 1954
MASTER

COMMISSION ON THE STATUS OF WOMEN
Eighth session

PART-TIME WORK FOR WOMEN

Report of the Secretary-General

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INTRODUCTION

1. At its seventh session, the Commission on the Status of Women considered the Report by the Secretary-General on "Economic Opportunities for Women: Part-Time Work for Women" ^{1/}, together with a Preliminary Report on Part-Time Employment ^{2/} prepared by the International Labour Office.
2. After discussion of these reports, the Commission on the Status of Women adopted a resolution in which it requested "the Secretary-General in cooperation with the International Labour Office to continue study of this question with a view to preparing such further reports as may be needed to serve as a basis for full discussion of the question at the eighth session of the Commission". ^{3/}
3. The present report is presented in accordance with this request. It is based on replies, received subsequent to the issuance of document E/CN.6/213, from the following non-governmental organizations: International Council of Women, ^{4/} International Federation of Business and Professional Women, ^{5/} International Federation of Christian Trade Unions, ^{6/} Open Door International, ^{7/} and Young Christian Workers. ^{8/}

^{1/} E/CN.6/213

^{2/} E/CN.6/222

^{3/} E/2401, para. 67

^{4/} Including information received from affiliates in Canada for the provinces of British Columbia, Manitoba, Ontario and Saskatchewan, and in New Zealand. Replies from affiliated councils in Austria, Belgium, France, Italy, the Netherlands, Sweden, Switzerland, Uganda and the United Kingdom were incorporated into E/CN.6/213

^{5/} Forwarding replies received from affiliates in Canada, Finland, Italy, the Netherlands, New Zealand, Southern Rhodesia, Sweden, Switzerland, the Union of South Africa and the United States of America. A reply received from the Federation's affiliate in the United Kingdom was incorporated into document E/CN.6/213

^{6/} Including information received from affiliates in Belgium and in France

^{7/} Forwarding a résumé of material included in document E/CN.6/213

^{8/} Forwarding information relating to Belgium

4. As in the previous report above referred to, many of the facts and opinions set out below are also found in publications consulted in the course of preparation of the report; material from these other dependable sources is cited where it appears to supplement information received from non-governmental organizations. References to corresponding sections of the earlier report have been inserted as footnotes.

5. In the above-quoted resolution, the Commission on the Status of Women also invited "the Secretary-General in co-operation with the International Labour Office to give special attention in this connexion to the work of women in cottage industries and handicrafts and in seasonal agricultural work in the economically under-developed countries of the world". In view, however, of the limited references to these aspects of part-time work in the replies of the non-governmental organizations and in the available literature, the Secretary-General has not been able to comply with this request of the Commission in the present study.

6. At its seventh session, the Commission on the Status of Women also "expressed the wish that the Secretary-General would prepare a bibliography of books and pamphlets" on the subject of part-time work for women.^{9/} This bibliography appears as a separate document.^{10/}

^{9/} E/2401, para. 63

^{10/} Document E/CN.6/

CHAPTER I

MEANING OF "PART-TIME WORK"

7. The later material received by the Secretary-General indicates substantial agreement with the definitions of part-time work discussed in the previous report.^{11/} The reply received from the International Federation of Business and Professional Women for Sweden quotes the definition given in the Report of the 1944 Part-Time Employment Investigation Committee of the Riksdag, characterising part-time employment as "divided full-time employment" or a shorter shift than the one normally worked by personnel with similar occupations in the same undertaking. The definition given by the Swedish affiliate of the International Federation of Business and Professional Women also includes the concept of part-time work as applying "to other periodical employment which is regular, and is of such a nature that the income from it can be calculated in advance to the same degree as for personnel with normal working hours."^{12/}

8. The distinctions made between the concepts of part-time work and short-time work are again emphasized in the more recent material ^{13/}, the latter generally being considered as a phenomenon of adverse economic conditions.

9. The Swedish affiliate of the International Federation of Business and Professional Women, however, notes the differentiation made by the 1944 Part-Time

^{11/} See E/CN.6/213, paras. 6-12

^{12/} See in this connexion the similar definition of the International Alliance of Women, E/CN.6/213, para.11

^{13/} See E/CN.6/213, para. 10. An interesting variation on the definition of short-time work by allocation of work was noted in the response of the Ontario branch of the Canadian affiliate of the International Council of Women. Short-time work signifies "reduced hours of work owing to economic conditions. This is interpreted to mean a short week rather than short days... in other words, the employee works full days for only part of the week." Although the concept of adverse economic conditions is constant in the definition of short-time work, it should be noted that in some countries full-time working for several days a week is considered as part-time work.

Employment Investigation Committee of the Riksdag, between part-time work as regular periodical employment on the one hand, and,

"on the other, short-time employment, which represents a job that is completed in a shorter time than is usually regarded as normal shift hours (e.g. office cleaning, newspaper delivery), or reserve employment, in which the employee is prepared to work as a substitute at short notice, e.g. in case of illness."

In this case a new idea is introduced by excluding from part-time work jobs which can be completed in less than the normal working day.^{14/}

10. Although the Swedish affiliate of the International Federation of Business and Professional Women excludes reserve or substitute employment from its definition of part-time work, the Manitoba branch of the Canadian affiliate of the International Council of Women comments that a main source of part-time work is "where relief workers are required to relieve full-time employees such as during holiday seasons". A similar view is expressed by the Canadian branch of the International Federation of Business and Professional Women.

11. The definition of the International Federation of Christian Trade Unions first understands the French term "travail à mi-temps" in its literal sense as being work lasting half of the normal working hours as defined by legislation in force. In a wider sense, all work of less than normal working hours is included in the definition, if the hours are purposely shortened owing to limited physical resources of a worker which make this desirable, or if the worker is in need of time in order to fulfill other duties.^{15/}

^{14/} In this connexion, it should be noted that the United States affiliate of the International Federation of Business and Professional Women has included in its response a list of "Part-time jobs held by Women" which includes within the scope of part-time work such occupations as "drivers of school bus" and "lunchroom helpers in school"; these jobs would be completed in less than normal shift hours.

^{15/} Cf. the "controlled absence" concept described in E/CN.6/213, para.9

12. The concept of a literal interpretation of part-time work as half-time work is borne out by the examples of different systems of arranging part-time work which are cited by the International Federation of Christian Trade Unions and the Open Door International as being:

- 1) work by half days
- 2) alternate working days^{16/}
- 3) shorter hours than the normal working day^{17/}

13. A variation on this interpretation of part-time work is noted by the Swedish affiliate of the International Federation of Business and Professional Women, which mentions in its reply the establishment of a part-time shift from 5-10 p.m.^{18/}

14. The Italian branch of the International Federation of Business and Professional Women introduced the concept of "home work" in its reply, noting that "factories often give out work which can be undertaken in the home".

^{16/} Defined by the Open Door International as "three full days a week".

^{17/} Defined by the International Federation of Christian Trade Unions as the "twenty-four hour week". These systems should be compared with E/CN.6/213, page 5, footnote 1, which describes a variety of part-time schedules.

^{18/} See also E. Powell, "Problems and Possibilities of Part-Time Work for Women" in Social Service, Volume 4, No.4, March-May 1953, page 10, on the "short shift" (3:30 pm till 10 pm) worked in Australia in some mills under good trade conditions.

CHAPTER II

PRESENT STATUS OF PART-TIME EMPLOYMENT

15. As was stated in the previous report of the Secretary-General,^{19/} the variety of definitions for part-time work renders it impossible to compare the status of part-time employment on an international level. The information compiled by the Secretary-General from various sources indicates the existing status of part-time employment in several countries. This material has therefore been arranged by country in alphabetical order, and includes available information on types of occupation adapted to part-time work, ratio of men and women part-time workers, marital status and responsibility for dependents of women part-time workers.

AUSTRALIA ^{20/}

16. The Commonwealth Census reports and Employment Services records do not distinguish between full-time and part-time employees, and it is noted that the number of part-time workers fluctuates sharply with the changing employment position.^{21/} It is further noted that part-time work is most widespread in the catering trade, but that there appears to be a trend towards a higher proportion of full-time workers in this field, with a consequent lessening of opportunities for part-time work. Under good trade conditions, textile mills work a "short shift" (3:30 pm until 10 pm) beginning at the end of the regular day shift.^{22/} Little or no part-time work is done in factories, with the exception of the clothing trade, and some of the large retail stores employ a small percentage of part-time staff.^{23/} The same source stresses the advantages of the existing

^{19/} See E/CN.6/213, para.13

^{20/} See E/CN.6/213, para.37

^{21/} Eileen Powell, "Problems and Possibilities of Part-Time Work for Women", Social Service (published by the Council of Social Service of New South Wales, with the cooperation of the Victorian Council of Social Service), Vol.4, No.4, March-May 1953, pp.9-12

^{22/} ibid

^{23/} ibid

"Housekeeper Emergency Services", created to assist emergency needs for private domestic help, as an example of what could be done to develop opportunities for part-time work at the community level.

BELGIUM ^{24/}

17. Half-time or organized part-time work is practically non-existent in Belgium, except in the form of partial unemployment, or sporadically in certain non-industrialized sectors, where lack of control of this form of employment is often evident owing to the non-application of social security regulations.^{25/}

18. Such part-time work as is available is usually by private arrangement: in this category fall part-time occupations as household help, secretarial assistance to professional persons (lawyers, doctors, etc.), part-time teaching, various nursing assignments, and part-time positions in various public services where necessary for the functioning of the service. The same organization also notes the employment of women part-time by the tramways system, the postal and radio services and by the customs administration.

19. Part-time industrial employment is apparently even less common, and the Young Christian Workers reports that the only available examples were a part-time textile school at Verniers for boys and girls, and part-time employment in the larger stores. It is not considered possible to organize part-time work in certain seasonal industries, such as the hotel industry or in industries where unemployment is frequent, such as the textile and dressmaking industries. For others, and, according to the same source, for most industries, it would appear that part-time work could be arranged in spite of organizational problems.

^{24/} See E/CN.6/213, para.16

^{25/} Belgian branch of the Young Christian Workers

20. A difficulty has been encountered with the application of Social Security to part-time workers, particularly those employed by the larger stores: part-time workers keeping their entitlement to family allowances often lose unemployment protection, and in addition have to pay from their own pockets contributions to pension funds and to sickness insurance schemes. For this reason, it appears that some employees do not register with Social Service, which relieves the employer from payments on their behalf. Social Security does not as yet exist for part-time workers in post offices, customs offices and in the Institut National de Radiodiffusion, although a plan is now being considered to cover these employees. Temporary part-time workers in the public service, as distinct from regular part-time employees, are also not covered by certain advantages of the social security system.

CANADA^{26/}

21. A variety of part-time jobs exist in the provinces of British Columbia, Manitoba, Ontario and Saskatchewan.^{27/} The British Columbian branch reports part-time employment of women in restaurants, stores and as daily household workers, and notes that the demand is inconsistent. The reply for Manitoba notes that "there is a limited amount of part-time employment available to all the trades that come within the scope of the construction industry due to seasonal employment controlled by inclement weather". The Ontario branch notes that "factories will not usually take part-time workers (except seasonally, perhaps) when full-time workers may be had". The Saskatchewan response indicates that demand for part-time work exceeds the opportunities available.

^{26/} See E/CN.6/213, para.33

^{27/} Canadian branch of the International Council of Women for the provinces of British Columbia, Manitoba, Ontario and Saskatchewan.

22. Mercantile firms of all sizes tend to hire part-time workers, and some firms keep a "call-in roll" for former employees who left their regular employment when they married, but who are available for special events when needed.^{28/} Many hospitals regularly employ workers "both professional and sub-staff" for certain periods of each day;^{28/} part-time work is used in stores, beauty parlors and restaurants, for relief schedules and peak periods, whether daily, weekly or seasonal, and to provide particular services in educational institutions and in doctors' and dentists' offices.^{29/} Office cleaning is also a field employing part-time workers.^{30/} As regards domestic part-time work, a "Home Aid" plan was launched in Canada in 1946, based on the idea that women workers would work for half-day or four hour periods, relieving to some extent the shortage of domestic workers.^{28/} The plan proved to be "most successful", and provided work "for countless women for many years".

23. Part-time work is not very prevalent among salaried or intellectual workers except in the case of some research workers and writers - the latter usually are free-lance.^{30/}

24. A comprehensive survey of employment in Canada^{31/} conducted by the Department of Labour showed that more men than women were employed part-time when the survey was made in 1944.^{32/} The percentage of women part-time employees to total part-time

^{28/} Canadian branch of the International Federation of Business and Professional Women

^{29/} Canadian branch of the International Council of Women for the provinces of British Columbia, Manitoba, Ontario and Saskatchewan, and Canadian branch of the International Federation of Business and Professional Women

^{30/} Canadian branch of the International Council of Women for the provinces of British Columbia, Manitoba, Ontario and Saskatchewan

^{31/} Report on Employment in Canada, January 1944, Research and Statistics Branch, Department of Labour, December 1944, based on full and part-time employment of 2,431,625 employees in 160,177 establishments in 725 industries

^{32/} Paul H. Casselman, "The Importance of Part-Time Employment", American Journal of Economics and Sociology, Volume 9, No.3, April 1950, pp.347-354.

employees in several important industries in 1944 was as follows:^{33/}

Service establishments	52.5%	of part-time workers were women
Trade establishments	51.7%	" "
Finance, Insurance and real estate	45.1%	" "
Manufacturing	55.3%	" "
Fishing, forestry and trapping	5.3%	" "

25. A 1953 report^{34/} notes, however, that "the largest number of part-time jobs are filled by married women, most of whom are over 35 years of age. It can be considered likely that about three in every five regular part-time workers are women". The situation appears to be otherwise when married women have family responsibilities, however, and a report from Manitoba^{35/} notes that these women are "seldom available for full-time employment. Where such persons arrange satisfactory home schedules and adequate care for children, the part-time, half-time or short-time employment can provide a happy solution for the women who needs some supplement to her income or some outlet for her skills". In addition to married women, it is noted^{36/} that part-time work is of particular interest to students, to retired men and women desiring to supplement small incomes, to handicapped men and women and to older workers.

26. According to one report,^{34/} "the part-time worker occupies an important place in the industry and economy of the nation and the community as a whole. benefits from this employment practice".

^{33/} Casselman, op. cit. page 352.

^{34/} Canadian branch of the International Federation of Business and Professional Women

^{35/} Canadian branch of the International Council of Women for the provinces of British Columbia, Manitoba, Ontario and Saskatchewan

^{36/} Canadian branch of the International Council of Women

FINLAND ^{37/}

27. Earlier information on part-time work in the home is supplemented in a report ^{38/} which notes that a certain limited amount of part-time work is available for "intellectual workers". In general, however, the stabilization of the labour market since 1949 has reduced the labour shortage, and consequently the demand for part-time workers has diminished. Individual cases exist of employment of former full-time workers as part-time workers, and one of the larger industrial insurance companies in Helsinki established this practice as a formal procedure, although so far only a few persons have availed themselves of this opportunity. Nurses form a special category, as a labour shortage always exists for this type of help, and part-time nurses have been used by some hospitals. In general, the idea of part-time work has been acknowledged and, in the main, approved, but in practice has not evoked response to any great extent.

28. A woman spokesman for the Central Federation of Finnish Trade Unions stated that in most occupations the consensus of opinion was that when a woman needed work for her own or her family's living, "she was usually obliged to work full time".^{39/}

ITALY ^{40/}

29. Reports from Italian sources ^{41/} indicate that part-time work for women occurs primarily in domestic work and in the textile industry, and that opportunities exist for part-time teachers and for part-time cashiers in places of amusement (theatres and concert halls). Factories also give out work to

^{37/} See E/CN.6/213, para.18

^{38/} Finnish branch of the International Federation of Business and Professional Women

^{39/} *ibid.* See also *infra.* Point of view of part-time workers - disadvantages of part-time work. Para. 65

^{40/} See E/CN.6/213, para.24

^{41/} Italian branch of the International Federation of Business and Professional Women

be undertaken in the home.

30. Employment in schools and hospitals and as social workers is most in demand, and in general it appears that the demand for part-time work exceeds the employment opportunities. Such employment is generally sought on the ground that it leaves women time to carry out their domestic duties, but the same source ^{42/} expresses the view that "part-time work has no great significance in solving the difficulties of married women who wish simultaneously to care for their homes and children."

THE NETHERLANDS ^{43/}

31. A report from the Netherlands ^{44/} remarks that "part-time work is naturally more prevalent in times of manpower shortage and practically disappears during periods of unemployment", and adds that "the authorities do not encourage part-time work due to the unstable condition of the labour market". Opportunities for women exist in the textile and laundry industries, in hospitals and domestic service and for telephone operators. The same source comments that married women are especially interested in securing part-time work, but that older women have great difficulty in finding suitable part-time employment.

NEW ZEALAND ^{45/}

32. A shortage of labour has existed in New Zealand for a number of years and there is no problem of unemployment ^{46/}; however, part-time arrangements in some cases suit both employer and employee. ^{47/} Students work on part-time

^{42/} Italian branch of the International Federation of Business and Professional Women

^{43/} See E/CN.6/213, para. 26

^{44/} Netherlands branch of the International Federation of Business and Professional Women

^{45/} See E/CN.6/213, para. 38

^{46/} New Zealand branch of the International Federation of Business and Professional Women

^{47/} New Zealand branch of the International Council of Women

schedules which do not interfere with their university courses and apprentices may be given time off to study.^{48/} Women are employed part-time as stenographers,^{49/} shop assistants,^{49/} machine workers in factories ^{49/}, domestic assistants ^{48/} and in administrative and professional positions.^{50/} Young married women, widows and married women living near factories are particularly interested in part-time employment.^{48/} Government statistics show that on 15 April 1953, 7,204 males and 10,017 females were employed in part-time work.^{51/}

SOUTHERN RHODESIA

A report from Southern Rhodesia^{52/} states that there is no recognized name for part-time workers "under the Government", although casual workers are occasionally employed. Otherwise, there is practically no part-time employment available, save in exceptional cases. In some small towns, part-time workers seem to be in demand, "probably because industry is growing more quickly than the population".^{52/}

SWEDEN ^{53/}

In industry, part-time employment is mainly found in the textile and clothing and the food and metal industries, and the incidence of part-time work cannot be localized in fixed geographical areas.^{54/} The report notes that in 1945 ^{55/} approximately 600 of the 176,500 workers in the civil service were

New Zealand branch of the International Council of Women
 New Zealand branch of the International Federation of Business and Professional Women, and New Zealand branch of the International Council of Women
 New Zealand branch of the International Federation of Business and Professional Women
 According to statistics supplied by the New Zealand branch of the International Federation of Business and Professional Women
 Southern Rhodesia branch of the International Federation of Business and Professional Women
 See E/CN.6/213, para.28
 Swedish branch of the International Federation of Business and Professional Women

According to the Federation, this survey covered approximately 25% of the industrial establishments, 60% of the retail establishments, 33% of the insurance establishments and 15% of the banks.

employed on a part-time basis, mostly in the postal, telephone and telegraph services. Since 1 July 1948, civil service regulations permit workers to request and to be allowed to reduce full-time employment to part-time, usually at half the normal working hours, and also permits hiring for part-time work. The number of part-time workers in the civil service has practically tripled since 1945; the 1952 Yearbook of the Government Accounting Office reported that on 1 October 1951 there were 183,000 employees of approximately the same categories as those studied in 1945, and 1,828 of these were part-time workers. Of the 1,828 part-time workers, 1,070 (of whom 940 were women) had formerly worked full-time and had asked for a reduction (usually to half-time), while the remaining 758 had been hired for part-time work. Of the 758 hired for part-time work, 590 were women.

35. The number of part-time workers in private enterprise decreased slightly in 1951 and 1952;^{56/} the decline is attributed to "the recent tightening of the labour market and to the better balance between the supply and demand of manpower". In this connexion it should be noted that figures cited by the Federation for percentage of part-time workers in various industries for the years (May) 1947 through (May) 1951 show that in the textile and clothing industry the 1947 percentage of part-time workers was 3%, rising steadily to 5.1% in 1951. The food industry shows a percentage variation of 1.1 part-time workers in 1947, 0.9 in 1949 and 1.8 in 1951.

36. In addition to employment in industry and the civil service, hospitals have tested part-time employment as an emergency measure to relieve temporary labour shortages; this has been the case in laboratory, out-patient and

^{56/} Swedish branch of the International Federation of Business and Professional Women

röntgen departments.^{57/}

37. Part-time work appears to be regarded as mainly practicable in the less qualified job categories, such as production line work; supervisory or other especially responsible jobs are not considered suitable for part-time employees.^{57/} Since certain industries using expensive and delicate mechanical equipment consider it unsuitable to have different operators handle the machinery, the same source notes that part-time personnel are as far as possible not required to use the equipment. A part-time shift has been introduced after the regular shift for the hours 5 to 10 p.m.^{58/} The Swedish branch of the International Federation of Business and Professional Women does not favour this form of part-time employment, but it notes that this shift "has nevertheless proved to be the only solution for many women who cannot leave their children during the day and whose husbands or older children are at home in the evenings".

38. In other cases, the usual hours of work appear to be "half-time", the day being divided into morning and afternoon shifts.^{57/} In general, wages are in direct proportion to the number of working hours, as are other employment benefits. Vacations are regulated by the "vacation law", with a certain number of days accumulated per month - at the same rate of pay as for working days. The regulations of the civil service with regard to part-time employees pay, sick leave, pensions, etc. are based on the regulations applying to full-time workers. Every worker who is a member of a trade union is entitled, regardless of part-time or full-time employment, to unemployment compensation; but in the case of the part-time worker, this cannot amount to more than 6/10ths of the daily wage for single persons, 8/10ths for breadwinners with two children, and 9/10ths with three or more children.

^{57/} Swedish branch of the International Federation of Business and Professional Women

^{58/} Cf. supra, the Australian use of the "short shift".

Compensation for accidents at or on the way to and from work is paid, according to law, in proportion to income for all workers, regardless of the number of working hours.^{59/}

SWITZERLAND ^{60/}

39. The present high rate of employment demands full-time work in order to exploit machinery and equipment to the fullest extent, and reduced working hours are not favourably regarded.^{61/} Part-time work is available for women having an exceptional knowledge of languages and also "where competition with other groups does not occur".^{61/} All responsible positions for women, however, call for full-time as a prerequisite. The same source goes on to note that, "in spite of everything, part-time employment is naturally an important problem for married women and older female working-power".

UNION OF SOUTH AFRICA ^{62/}

40. There appears to be little part-time work for women in South Africa and no statistics are available.^{63/} Existing opportunities are found in office and industrial work, professional occupations (teaching, medicine, architecture) and in casual employment for cloak-room attendants, waitresses and usherettes. The reply notes that the "social system is such that there is very little scope for part-time work for women". Most of the women seeking office and industrial work are married women with young children. Casual jobs are often held by women who wish to work after completing a regular working day.

^{59/} Swedish branch of the International Federation of Business and Professional Women

^{60/} See E/CN.6/213, para.29

^{61/} Swiss branch of the International Federation of Business and Professional Women

^{62/} See E/CN.6/213, para.32

^{63/} South African branch of the International Federation of Business and Professional Women

UNITED STATES OF AMERICA ^{64/}

41. A survey of the members of the American Federation of Business and Professional Women conducted in 1952 revealed that of a total sample of 17,561 members, 91.4% were employed; 6.5% of the total number were employed part-time as against 84.9% employed full time.^{65/} One of every fifteen (or 7% of employed women) was a part-time worker, according to this survey.^{66/} Of the 1,141 women part-time workers studied by the survey, 897 (or 78.2%) indicated their occupations; of these, nearly half were employed in secretarial, clerical, sales and kindred occupations, and almost one in six was employed in the field of education or library service.

42. Of the 897 part-time workers on whom occupational information was submitted, only one per cent fell under the category of "doctor, dentist or psychologist"; part-time lawyers constituted 0.8% of the total; government officials (not listed under other headings) accounted for another 0.8%; "professionals and semi-professionals" accounted for 4.5%; and "proprietors, managers or officials in business and industry" constituted 4% of the total.^{67/} An analysis of the percentage of part-

^{64/} See E/CN.6/213, paras. 34, 35

^{65/} Home-makers constituted 4% of the total, with 0.5% unemployed, 2.9% retired and 1.2% with unreported status.

^{66/} In this connexion, the above-mentioned figure should be compared with the survey conducted by the Women's Bureau of the U.S. Department of Labour in 1949-50, as discussed in the Bureau's Bulletin No.238, on Part-Time Jobs for Women. This survey covered 3,385 establishments employing women in 10 cities, and an analysis of the results revealed that approximately 11% of the total number of employed women were working part-time. The selective nature of the membership of the Federation probably accounts for the discrepancy. A local survey conducted by the Philadelphia branch of the American Association of University Women (U.S. affiliate of the International Federation of University Women) revealed that of a total sample of 1,212 members, 718 or 59% were working for pay; approximately 7% of the total were working part-time for pay. This survey was also selective in that it was restricted to college-trained women, and an analysis was published as "Why Some Women Work" by the Women's University Club, Philadelphia Branch of the American Association of University Women.

^{67/} It should again be noted that the membership of the National Federation of Business and Professional Women constitutes a selective sample of employed women in the United States of America

time workers as against full-time workers employed in the various occupations revealed that one-third of all the members of the Federation employed in primary production (mostly farming) are part-time workers.^{68/} Of the total of 17,561 members surveyed, "one-fifth of those in sales occupations, and one in seven of those doing skilled or unskilled labour or at the other extreme, who are professionals in the medical field, are part-time workers. Only a small proportion of those doing secretarial work or in the fields of education and library service do so part-time".

43. A subsequent report from the same organization notes that almost 40% of the women salespersons were part-time workers during 1951, and that 12% of clerical workers and operatives during the same year were part-time workers.

44. Statistics ^{69/} revealed that part-time workers (i.e., working less than 35 hours per week) are more common among women than men. Of the 24.6 million women who worked some time during 1951, twenty-five per cent had part-time jobs; less than one-fourth of the 45.4 million men who worked during the same period were on short schedule. Almost 60% of the women part-time workers were between the ages of 25 and 64 years as against 20% in male groups in these ages. The survey of membership conducted by the American Federation of Business and Professional Women revealed that more members over 55 years of age were working only part-time than younger members, and that the largest percentage of part-time workers fell in the ten-year age group 35-44 years, with 15.8% of the age group working part-time.

45. The same survey showed that of the group studied, more than two-thirds of all women part-time workers are married, and that approximately one-third of all the

^{68/} The report notes that many of the farm labourers working on a part-time basis are unpaid family members

^{69/} American branch of the International Federation of Business and Professional Women

women part-time workers questioned had some responsibility for dependents; one in every six supported a full dependent through her part-time employment. A subsequent reponse ^{70/} noted that "not marriage as such, but the presence or absence of young children in the home, is the key factor in determining whether a woman works full or part-time. Among women with children, only about two-fifths of those with children between 6 and 17 years and only a fourth of those with children under 6 years worked at full-time jobs for a half year or more." The same organization reports that, on the whole, women part-time workers are "widely accepted in the country".

^{70/} American branch of the International Federation of Business and Professional Women

CHAPTER III

ADVANTAGES AND DISADVANTAGES OF PART-TIME EMPLOYMENT

Section 1. Point of view of part-time workers

46. The additional material available to the Secretary-General on the advantages and disadvantages of part-time work again emphasizes the basic advantage of part-time work which was stressed in the previous report.

A. Advantages

47. Part-time work "permits the taking of work by those who, while wishing or having to take up some paid work, nevertheless cannot, should not or need not work on a full-time basis". ^{71/}

47. As was noted in the previous report, ^{72/} the factors causing part-time workers to undertake part-time work are either economic or psychological, or a combination of both. These factors vary to some extent with the category of workers considered. The advantages of part-time work are therefore considered separately in the following paragraphs:

48. (a) Part-time work appears to have the greatest significance for married women, according to the reports of non-governmental organizations and to the other material consulted in the preparation of this report. ^{73/}

49. Part-time work provides an opportunity of earning additional income and leaves time to carry out domestic responsibilities. ^{74/} This is especially important in the case of married women with young children.

^{71/} See E/CN.6/213, para.59

^{72/} *ibid.*, para.60: Section E of this report (paras. 49-58) is also relevant to this discussion

^{73/} See E/CN.6/213, paras.61-73

^{74/} Danish, Italian, Swedish branches of the International Federation of Business and Professional Women; Belgian branch of the Young Christian Workers; Canadian and New Zealand branches of International Council of Women; International Federation of Christian Trade Unions; Open Door International.

50. In cases where additional income is essential, women would otherwise be compelled to work full-time in addition to their household duties. One report ^{75/} notes that a married woman working full-time puts in a double working day: after her professional work, she still has all her housework to do. Another report ^{76/} adds that "part-time work would solve the problem of combining professional work with the care of children, as in most countries there is still a lack of measures of social welfare easing the strain on women workers - e.g., crèches and day nurseries." Part-time work, according to another source, ^{77/} would reduce overwork resulting from the combination of professional work and household duties. These aspects of part-time work are also stressed in other discussions of part-time work. ^{78/}

51. For women who would otherwise have to work full time, one report ^{75/} notes that part-time work permits the working mother to provide the maternal care which is very important for the well-being of her young children.

52. Even if the additional income is not essential to the subsistence of the family unit, the earnings from part-time work provide amenities which would not otherwise be available, and can provide a reserve fund for education of children

^{75/} Belgian branch of the Young Christian Workers

^{76/} Danish branch of the International Federation of Business and Professional Women

^{77/} Open Door International

^{78/} See inter alia, S. Gruenberg, and H. Krech, The Many Lives of Modern Woman, New York, Doubleday and Co., 1952, pp. 236,237; L. Pruette, "The Married Woman and the Part-Time Job"; Annals of the American Academy of Political and Social Sciences, Volume 143, May 1929, page 302; S. Applebaum, "Working Wives and Mothers"; Public Affairs Pamphlet No. 188, November 1952, page 29; P. Casselman, "The Importance of Part-Time Employment", loc. cit., page 349; E. Powell, "Problems and Possibilities of Part-Time Work for Women", loc. cit., page 9; "Part-Time Employment for College-Trained Women", editorial in Journal of the American Association of University Women, Volume 43, No. 2, January 1950, pp.94,95.

or for emergencies.^{79/} Part-time work can also give women a certain amount of financial independence,^{80/} and can help to maintain the family's standard of living in the face of rising costs.^{81/}

53. The long-term benefits of part-time work to married women have also received considerable attention in the reports of non-governmental organizations. Part-time work provides an opportunity for the married woman to maintain her professional skills against the time when her children are grown and she can return to full-time employment.^{82/}

54. Psychologically, part-time employment can also have a beneficial effect on the morale of married women, "as mixing with people, receiving and giving ideas, give one self-confidence. Frequently a woman going to business is more conscious of her appearance, deportment and speech than she is when not in the business world".^{83/} In some cases, part-time work enables women "to get away from the home to gain a new perspective".^{83/} The married woman's attitude to her family may also be improved by outside employment on a part-time basis. "Clinical psychology is beginning to observe 'the nervous housewife' and the various neurotic trends

^{79/} Canadian and New Zealand branches of the International Council of Women, Danish branch of International Federation of Business and Professional Women and Open Door International. See also L. Pruette, op.cit., page 306.

"Part-time employment ... lessens or destroys the appalling economic risk taken by every woman who today marries and devotes herself to the traditional role of wife. There is no security in domesticity ... Divorce, death or loss of money may put her in a position [in the industrial world] where she has so little to offer organized industry and so much to suffer."

^{80/} New Zealand branch of the International Council of Women and Open Door International

^{81/} Canadian branch of the International Council of Women

^{82/} ibid., and Danish branch of International Federation of Business and Professional Women; Open Door International. See also Philadelphia branch of American Federation of University Women, "Why Some Women Work", op.cit., page 7. "Part-time work ... is less a means of obtaining income than a means of continuing and developing special fields of interest at an age or under circumstances when home responsibilities are not all-absorbing."

^{83/} Canadian branch of the International Council of Women; New Zealand branch of the International Council of Women. See also S. Gruenberg and H. Krech, "The Many Lives of Modern Woman", op.cit., page 134; J. Dann, "Part-Time and the Whole Woman", Mademoiselle, January 1951

that appear among the semi-idle, but the therapeutic value of getting jobs for discontented wives has not been sufficiently recognized." ^{84/} The writer of this article goes on to state that "the mother must have outside interests, preferably impersonal, if she is not to cling too fiercely to the other members of the family. She must find some place where she acts as a person rather than a mother, or there will be no freedom possible to the home." ^{85/}

55. In general, the psychological aspects of participation in work outside the home have been stressed for all categories of persons who would otherwise be unable to pursue non-domestic interests. One report ^{86/} notes that "some form of work keeps the individual alert mentally and physically as long as it does not cause undue fatigue". Again, "part-time work tends to improve the individual concerned, creating greater self-esteem and general personal tidiness". ^{87/}

56. (b) Students and apprentices working part-time are able to pursue their studies and to achieve experience and higher qualifications. ^{88/} For students with limited financial means, part-time work permits continuation of studies which would not be possible in any other way.

57. (c) Persons unable to work full-time on account of health are also benefitted by part-time work, which provides them with income and has a beneficial psychological

^{84/} L. Pruette, "The Married Woman and the Part-Time Job", op. cit., page 302

^{85/} ibid., page 305

^{86/} Canadian branch of the International Council of Women

^{87/} New Zealand branch of the International Council of Women. See also P.H. Casselman, "The Importance of Part-Time Employment", loc.cit., page 348.

"The increasing rate of neurosis and psychosis in the United States and Canada is in part attributed to mechanization of industry, and to the fact that work, by becoming increasingly simplified, is having a frustrating effect on the worker. By engaging in part-time activities more in line with the person's aptitudes, inclinations and personality traits, an outlet may be found and frustration averted."

^{88/} Canadian branch of International Council of Women; Danish and Swedish branches of International Federation of Business and Professional Women; International Federation of Christian Trade Unions; Open Door International; Belgian branch of the Young Christian Workers.

effect both for convalescents and for partially-incapacitated persons.^{89/} Part-time work is a means of keeping people in this category "in closer contact with the outside world";^{90/} and also gives convalescents an opportunity to re-adapt themselves to working conditions.^{91/}

58. (d) Older workers^{92/} and persons retired on pensions also derive advantages from part-time employment.^{93/} Earnings from part-time work supplement the pensions of retired workers.^{94/} The psychological benefits are also important to this category of workers; ^{94/} one report ^{95/} notes that the change of work for retired persons is stimulating.

B. Disadvantages

59. It is evident, however, from some of the reports received by the Secretary-General that under certain conditions part-time work may not be an unqualified benefit to the workers concerned.^{96/}

60. For example, if the place of employment is at a considerable distance from the employee's home, disproportionate time and money may be consumed in travel, with consequent effects on the net income.^{97/}

61. It has also been noted^{98/} that part-time employees hired for peak periods

^{89/} Danish branch of the International Federation of Business and Professional Women; Belgian branch of the Young Christian Workers; Canadian branch of the International Council of Women; Open Door International; International Federation of Christian Trade Unions.

^{90/} Danish branch of the International Federation of Business and Professional Women

^{91/} Belgian branch of the Young Christian Workers. See E/CN.6/213, para.74

^{92/} The problems of older women workers are discussed in the Report by the Secretary-General on this subject, document E/CN.6/

^{93/} See E/CN.6/213, paras.74,75

^{94/} Canadian branch of the International Council of Women; Danish branch of International Federation of Business and Professional Women; International Federation of Christian Trade Unions; Open Door International; Belgian branch of Young Christian Workers.

^{95/} New Zealand branch of the International Council of Women

^{96/} See E/CN.6/213, paras.76-87

^{97/} Danish branch of the International Federation of Business and Professional Women; Belgian branch of the Young Christian Workers; International Federation of Christian Trade Unions; see E/CN.6/213, para.77

^{98/} International Federation of Christian Trade Unions; Swedish branch of the International Federation of Business and Professional Women

may be required to work disproportionately harder than regular employees; and it is possible that part-time workers under pressure may be asked to maintain a work rhythm during the shorter hours of their employment which could not be required of regular employees.^{99/}

62. There also exists a risk that part-time employees may be given routine tasks which do not employ their full capabilities, and that their chances of promotion to more responsible jobs may be lessened.^{100/} Another possible source of difficulty concerns the suitability of the hours of work in relation to the other responsibilities of the part-time worker.^{101/}

63. Several replies indicate that part-time workers are likely to be the first to be dismissed under adverse business conditions.^{102/} Another major difficulty is caused by a greater demand for part-time work than the existing possibilities which results in a greater proportion of time spent in finding employment.^{103/}

64. These possible disadvantages are common to all categories of part-time workers, but the married woman who works part-time may in addition have to face the problems of increased home management costs,^{104/} and may also be constrained to neglect her domestic responsibilities.^{105/}

^{99/} Belgian branch of the Young Christian Workers; see E/CN.6/213, para.87

^{100/} Swedish branch of the International Federation of Business and Professional Women; See E/CN.6/213, paras.80, 81

^{101/} Canadian branch of the International Council of Women; Danish and Swedish branches of the International Federation of Business and Professional Women

^{102/} Danish and Swedish branches of the International Federation of Business and Professional Women; See E/CN.6/213, para.82

^{103/} Canadian branch of International Council of Women; Italian, Dutch, South African branches of the International Federation of Business and Professional Women. See also S. Applebaum, Working Wives and Mothers, op. cit., page 29; E. Stern, "Help Wanted, part-time jobs", Woman's Home Companion, Volume 75, December 1948, page 48 on the situation in the United States, as follows: "Most commercial employment agencies will not register applicants or requests for part-time work; it costs them as much - and involves as much work on their part, with less profit - to place a part-timer as a full-timer. Even non-commercial agencies... make scant special effort to meet the needs of women who can work only part-time!"

^{104/} Canadian branch of the International Council of Women; Finnish branch of the International Federation of Business and Professional Women

^{105/} Canadian branch of the International Council of Women; See E/CN.6/213, para.87.

65. Tax regulations may require joint returns for husband and wife, and income from part-time work may raise the taxable income or reduce exemptions to such an extent as to make part-time work unprofitable; tax considerations would also enter into the calculations of retired or partially disabled persons on pensions, who might also endanger their other sources of income.^{106/}

66. Another major consideration involving public policy to some extent concerns the eligibility of part-time workers for social security. In some cases the costs of maintaining the various benefits of old age pensions, and of sickness, accident and unemployment insurance would be wholly disproportionate to the salary earned from part-time employment.^{107/} Under other circumstances, the benefits may be reduced so far by part-time work as to make the protection received inadequate.^{108/}

Section 2. Point of view of full-time workers ^{109/}

67. It has been pointed out^{110/} that the employment of part-time workers in addition to full-time staff makes possible a better division of work, and therefore acts to the advantage of the full-time employees.

68. Difficulties have arisen in some instances, however, in situations where full-time and part-time employees work together. Full-time workers may feel that the part-time workers may reap the advantages to be gained from peak periods of work, in certain types of employment such as restaurants, and that full-time workers nevertheless have to contend with any disadvantages that may attach to

^{106/} Canadian branch of the International Council of Women; Danish and Finnish branches of the International Federation of Business and Professional Women; See E/CN.6/213, para.85; see also P. Casselman, "The Importance of Part-Time Employment", op. cit., page 350

^{107/} International Federation of Christian Trade Unions, Belgian branch of the Young Christian Workers

^{108/} Danish and Finnish branches of the International Federation of Business and Professional Women; E/CN.6/213, paras. 83 and 84

^{109/} See E/CN.6/213, paras. 98-105

^{110/} Swedish branch of the International Federation of Business and Professional Women

slack periods.^{111/}

69. The shorter hours of part-time workers may also be a source of discontent to their full-time colleagues,^{112/} who may also feel that the presence of part-time workers diminishes their chances of promotion.^{113/} Full-time workers may be of the opinion that part-time workers are receiving unfair advantages as regards the timing of the shorter shift and the scheduling of vacations,^{114/} and they may fear that demands for increased output will result from the competition of part-time employees.^{115/}

70. Apart from the actual situation in the place of employment, full-time workers under some conditions may fear possible long-term results of part-time work. One report notes that full-time workers may fear that they will be compelled to change over to part-time employment.^{114/} This attitude is also reflected in comments emphasizing that part-time work might lessen possibilities of employment for the full-time worker,^{116/} and might lead to a deterioration of the employment situation.^{117/}

Section 3. Point of view of Trade Unions

71. From the information received, the views of trade unions and of national federations of trade unions appear to vary from country to country.

72. A statement by the Swedish Federation of Trade Unions ^{118/} noted that

^{111/} International Federation of Christian Trade Unions. See also E. Powell, "Problems and Possibilities of Part-Time Work for Women", op.cit., page 11; see also E/CN.6/213, para.101

^{112/} E. Powell, op. cit., page 11

^{113/} Danish branch of the International Federation of Business and Professional Women

^{114/} Swedish branch of the International Federation of Business and Professional Women

^{115/} ibid.; Compare this viewpoint on pressure to increase output with that of the part-time worker, para. 61 above.

^{116/} International Federation of Christian Trade Unions

^{117/} Danish branch of the International Federation of Business and Professional Women; Belgian branch of the Young Christian Workers; see also E.Powell, op.cit., page 10; See E/CN.6/213, para.98

^{118/} Swedish branch of the International Federation of Business and Professional Women

"there is a certain need for part-time work for certain people, and a joint committee, representing the Trade Union Federation and the Employers' Federation is at present investigating the question of part-time employment in industry." The statement of the Swedish Federation of Trade Unions adds that "if part-time work is to become usual, an agreement must be reached by the contracting parties concerning the stipulations for part-time employment, and a forceful informational campaign concerning their duty to organize must be conducted among the part-time workers."

73. The International Federation of Christian Trade Unions comments that part-time work must never be allowed to constitute a menace to the working conditions or the employment possibilities of the full-time worker; the French affiliate of this organization notes the need for collective agreements in this field, and the possibility of introducing special clauses to cover arrangements for establishing and regulating part-time work.

74. A Canadian source ^{119/} reports for the Province of Manitoba that trade unions "establish no policy as far as the part-time worker is concerned. It has never been given serious consideration, but trade unions feel that this is a free country and workers should be able to accept part-time employment and employers to hire part-time workers if they desire." The same source, reporting for the Province of Ontario, notes that "we have never heard any objections from trade unions provided working conditions and rates of pay were the same as those enjoyed by full-time workers."

75. A New Zealand ^{120/} report comments that "as long as all award conditions are abided by and the demand for such labour exists, there is no objection. In industries where there is a shortage of operatives they (the unions) sometimes approve

^{119/} Canadian branch of the International Council of Women

^{120/} New Zealand branch of the International Council of Women

under-rate workers' permits for individuals who are unable, for reasons of age or disability, to do a normal man or woman's job".

76. According to one report, opposition to part-time work has been expressed by trade unions and civil servants' organizations in the Netherlands,^{121/} "because it might prove harmful to the salaries of employees in general". Objections to the undertaking of part-time work by persons already employed full-time have been voiced by some Canadian trade Unions^{122/} on the ground that such additional work negates the argument for a shorter work week; it is also felt that a person holding both a full-time and a part-time job cannot do justice to the work of either employer. According to this report, Canadian trade unions feel that part-time work cannot give a living wage, but can only provide a supplement to other income.

Section 4. Point of view of employers

A. Advantages^{123/}

77. From the descriptions of the present status of part-time work in various countries, it is evident that employers benefit from the availability of part-time labour during periods of labour shortage,^{124/} caused by the level of economic activity or by national emergencies; the use of part-time labour makes it possible fully to exploit existing equipment and machinery, and to meet demand for goods and services.

78. The introduction of part-time schedules makes it possible to draw on a labour reserve of workers who would not otherwise be available on the labour market.^{125/}

^{121/} Netherlands branch of the International Federation of Business and Professional Women; see also E/CN.6/213, paras.98-99

^{122/} Canadian branch of the International Council of Women

^{123/} See E/CN.6/213, paras.106-111

^{124/} Canadian and New Zealand branches of the International Council of Women; Danish and Swedish branches of the International Federation of Business and Professional Women; Open Door International; see also E/CN.6/213, para.106

^{125/} Danish branch of the International Federation of Business and Professional Women

79. Through the use of part-time labour, employers are able to provide increased service during peak periods of demand, whether daily, weekly, or seasonal; the device of shorter working hours is also used when it is necessary to provide services beyond regular working hours, whether for weekends and holidays or for night duty. Sporadic increases of demand for goods or services, or commitments for large contracts can also be met with the temporary assistance of part-time workers.^{126/}

80. Some employers are unable to afford full-time assistance, or do not need full-time employees in certain occupations.^{127/} "There are small scale enterprises in practically all industries which cannot employ full-time certain occupations such as bookkeepers or accountants, or even typists and stenographers."^{128/}

81. One report ^{129/} notes that "it is clear that there are always certain jobs in an industry that do not require full shifts in order to run the enterprise at capacity".

82. From a management point of view, the use of part-time labour may reduce the necessity of overtime for full-time workers,^{130/} and so possibly reduce production costs.^{131/}

83. Employers may also permit individual women workers, who cannot keep their full-time jobs for family reasons, to change to part-time hours; apart from

^{126/} See Chapter II, above

^{127/} Canadian branch of the International Council of Women

^{128/} P. Casselman, op.cit., page 348

^{129/} Statement of the Swedish Employers' Federation as reported by the Swedish branch of the International Federation of Business and Professional Women

^{130/} Swedish branch of the International Federation of Business and Professional Women

^{131/} See E/CN.6/213, para.110

personal and social considerations, the employer is thereby able to make use of the worker's experience, and to facilitate a return to full-time hours at a later date.^{132/} In this way previous training and acquired experience are not lost entirely to the labour market.

84. Considerations of training may also make it advisable for employers to use part-time schedules to give employees time to study for the benefit of the work.^{133/}

85. The introduction of part-time shifts in some cases has resulted in an increase in efficiency and in production.^{134/}

B. Disadvantages

86. Finnish and Dutch sources report that private employers are not interested in part-time work as a general rule, without further elaboration as to the reasons involved.^{135/} A statement of the Swedish Employers' Federation notes that "in periods of equilibrium of the labour market, it is unusual to plan new industrial installations in which any great part of the work is to be done by part-time workers, presumably because of the risk of under-exploitation of the investment".^{136/}

87. A number of replies note that, ceteris paribus, part-time work is not favoured by employers for administrative and technical reasons;^{137/} some of the difficulties which may be encountered by employers are as follows:

^{132/} Finnish and Swedish branches of the International Federation of Business and Professional Women

^{133/} Danish branch of the International Federation of Business and Professional Women; see E/CN.6/213, para.108

^{134/} Swedish branch of the International Federation of Business and Professional Women; see E/CN.6/213, para.107

^{135/} Dutch and Finnish branches of the International Federation of Business and Professional Women; see E/CN.6/213, para.114

^{136/} Swedish branch of the International Federation of Business and Professional Women

^{137/} Canadian and New Zealand branches of the International Council of Women; Danish and Swedish branches of the International Federation of Business and Professional Women; International Federation of Christian Trade Unions; Belgian branch of the Young Christian Workers; see E/CN.6/213, paras.112-113

- a) additional planning is required to organize part-time schedules; ^{138/}
- b) supervisory responsibilities and costs are increased; ^{139/}
- c) greater space requirements may result; ^{140/}
- d) difficulties may arise in arranging shifts for part-time workers; ^{141/}
- e) Payroll entries and record-keeping may be increased, so adding to the costs of administration. ^{142/} This cost can be absorbed in some cases if part-time workers do not constitute a significant percentage of the employees, or if piece-work payment is used; ^{143/}
- f) training new or additional staff may increase expenses; ^{144/}
- g) in some countries, employers have to pay full insurance rates for part-time workers; ^{145/}
- h) changing shifts may result in lack of continuity in the work; ^{146/}
- i) it is sometimes difficult to ensure a normal balance of production if some work is done on off-hours; ^{147/}
- j) part-time work may result in lower efficiency and less complete use of the capital equipment; ^{148/} lower efficiency may also result if part-time workers are not incorporated into the rhythm of work. ^{149/}

^{138/} Canadian branch of the International Council of Women

^{139/} *ibid.* See also E/CN.6/213, para. 112 (vii)

^{140/} Swedish branch of the International Federation of Business and Professional Women

^{141/} Danish and Swedish branches of the International Federation of Business and Professional Women; this is also felt to be a disadvantage by full and part-time employees.

^{142/} Canadian branch of the International Council of Women; Danish and Swedish branches of the International Federation of Business and Professional Women; see E/CN.6/213, para. 112(i)

^{143/} Canadian and New Zealand branches of the International Council of Women

^{144/} *ibid.* See also E/CN.6/213, para. 112 (v)

^{145/} Danish branch of the International Federation of Business and Professional Women; see E/CN.6/213, para. 112 (ii)

^{146/} Danish and Swedish branches of the International Federation of Business and Professional Women; see E/CN.6/213, para. 112 (x)

^{147/} Canadian branch of the International Council of Women; see E/CN.6/213, para. 112 (iii)

^{148/} Swedish branch of the International Federation of Business and Professional Women;

^{149/} Belgian branch of the Young Christian Workers.

88. Other factors adversely influencing employers include the reactions of both full and part-time employees to the work and to the conditions of employment:

a) married women working part-time may give precedence to home responsibilities rather than to their work, or may leave their jobs as soon as joint earnings for the year make income tax deductions no longer possible;^{150/}

b) the employment of part-time workers may result in loss of control over the regular staff. Workers requested to work overtime may be loathe to do so when co-workers are not working full-time; and discipline for lateness may be resented when others are not keeping normal work hours. Employees of this calibre seem to feel that part-time work is a form of favouritism in spite of the difference in pay;^{151/}

c) in some cases married women may ask to be transferred to part-time shifts if such are established, and the consequence might be a reduction of the staff of full-time workers, and disorganization of shifts;^{152/}

d) the introduction of part-time work may result in a short supply of jobs for reserve personnel.^{153/}

Section 5. The Community point of view

89. "Part-time work has been considered as one way of using the skills and capacity of those not able to engage in full-time work",^{154/} and it is evident that the production of goods and services to which part-time workers contribute represent a gain to the output of any given economy.^{155/}

^{150/} Canadian branch of the International Council of Women; see also E/CN.6/213, para.112 (xi)

^{151/} Canadian branch of the International Council of Women; see also E/CN.6/213, para. 112 (viii, ix)

^{152/} Danish branch of the International Federation of Business and Professional Women; Belgian branch of the Young Christian Workers; E/CN.6/213, para.113 (xv)

^{153/} Swedish branch of the International Federation of Business and Professional Women

^{154/} International Federation of Business and Professional Women

^{155/} See E/CN.6/213, paras. 115,116

90. The particular skills of some workers may not be available unless their working hours are adjusted to take their other commitments or difficulties into consideration; "the part-time worker occupies an important place in the industry and economy of the nation and the community as a whole benefits from this employment practice".^{156/}

91. From another point of view, part-time work has been encouraged by the organized community in times of peak seasonal activity or in periods of national emergency, when manpower shortages are acute.^{157/}

92. An opposite attitude apparently obtains in slack periods of economic activity, although most non-governmental replies have preferred to stress the positive need for part-time workers in times of manpower shortage. One response notes that "the authorities do not encourage part-time work due to the unstable condition of the labour market".^{158/}

93. Another aspect of the community point of view is concerned with the effect of employment of the married woman on the well-being of the family unit. One organization has noted that the family is the basic unit of society, and that the right and the duty of the mother to devote herself to her family tasks should be fully guaranteed.^{159/} This organization comments that this ideal situation is still far from realization and that women with family responsibilities often need to contribute to the family income; in such cases, part-time work gives women the opportunity to combine salaried work with their home duties without causing undue hardship to the family.

^{156/} Canadian branch of the International Federation of Business and Professional Women

^{157/} *ibid.*; Canadian branch of the International Council of Women; Netherlands branch of the International Federation of Business and Professional Women; see E/CN.6/213, paras. 117, 119

^{158/} Netherlands branch of the International Federation of Business and Professional Women; cf the opinion expressed above (para. 63) that part-time workers are the first to be dismissed in slack periods

^{159/} International Federation of Christian Trade Unions

Section 6. Status of Women and part-time employment

94. Apart from the reaction to part-time work of women holding or seeking such employment, various organizations have expressed concern over the possible effects of large-scale part-time employment on the status of working women as a whole.^{160/}

95. Several sources have considered that an increase of part-time work for women would result in women being relegated to unimportant tasks, where change of personnel during office hours would not involve excessive disorganization.^{161/}

96. It has also been suggested that an increase of part-time work for women would have an unfavourable effect on their conditions of employment, and in particular on their salaries.^{162/} Part-time employment for women "may lead to the impression that women's income is to be regarded merely as a supplement to the family income rather than as a reward for accomplishment".^{163/} Not only is it considered possible that part-time work for women may detract from their ability to compete with men in the same fields,^{164/} but it is also felt by some organizations that extensive part-time employment for women may affect wage levels and so mitigate against the acceptance of the principle of equal pay for equal work.^{163/ 165/}

97. Concern over the type of employment likely to be offered to women and over the conditions of employment is also implicit in the fear expressed by several organizations that an extension of part-time work may result in it becoming the obligatory

^{160/} See E/CN.6/213, paras. 88-97

^{161/} Swiss branch of the International Federation of Business and Professional Women; International Federation of Christian Trade Unions; see E/CN.6/213, para.92

^{162/} International Federation of Christian Trade Unions

^{163/} Swedish branch of the International Federation of Business and Professional Women; see E/CN.6/213, para.91

^{164/} *ibid.*; Opinion of "feminists" cited by the Belgian branch of the Young Christian Workers; International Federation of Christian Trade Unions

^{165/} See E/CN.6/213, para.93

form of employment for married women; this is a matter of serious concern for women with incapacitated husbands, for widows and for single women without other means of support or with family obligations.^{166/}

98. The Open Door International, in discussing this aspect of part-time work, considers that the future level of economic activity will be the key as to whether there will be a demand for part-time workers on the labour market, or whether workers will need to concern themselves mainly with their right to work, and concludes that the attacks directed against the right to work in countries suffering from unemployment lead to the conclusion that the latter will be the more urgent problem.

99. The same organization notes a prevailing trend of regarding working women as a labour reserve in time of emergency, and deduces from this that women's work is considered as an unstable element or a secondary category on the labour market, and adds that those who are concerned with the equal dignity of men and women workers must not accept such a point of view. As regards part-time work for women, the Open Door considers that care must be taken not to consider as an advantage a form of work which is nothing but a second choice.

100. Both the Open Door International and the Swedish branch of the International Federation of Business and Professional Women are concerned over the possible depreciation of women as workers through the extension of part-time employment.

101. Part-time work for women "is not a central question in the complex problem of women's employment; it is a fact, however, that many women are looking for part-time employment and that this form of work is suitable for some of them. Attention should therefore be given to the problem, so as to find the fields of endeavour

^{166/} Open Door International; Belgian branch of the Young Christian Workers; see E/CN.6/213, paras. 90, 92

and the trades that are best suited for part-time employment from the point of view of both employer and worker. The more it corresponds to the interests of the employers, the less marked will be the negative effects on women workers, both part-time and full-time. In this connection, [reference is made] to Great Britain where experiments have been made with special departments for part-time workers only, in order to avoid the organizational and psychological upsets that occur when part-time and full-time workers work side by side."^{167/}

^{167/} Swedish branch of the International Federation of Business and Professional Women

CHAPTER IV

SUMMARY OF SUGGESTIONS

102. The replies of non-governmental organizations and other material available on the general subject of part-time work have not been confined to discussions of the pros and cons of part-time employment, but contain numerous suggestions designed to counteract some of the difficulties involved, or have expressed opinions on ways of handling part-time employment as a matter of public policy.^{168/} These suggestions are summarized below under headings according to the aspect of part-time work to which they are most relevant. These suggestions are not as extensive as those considered in the previous report by the Secretary-General and the following paragraphs should therefore be considered in conjunction with Section J (3) of Document E/CN.6/213.

(a) Public policy

103. Several opinions of non-governmental organizations on the matter of public policy indicate that part-time work is a matter to be dealt with between employer and worker on a voluntary basis and that legislative measures should not be taken to arrange part-time work schedules;^{169/} it has also been suggested that whenever part-time employment is practiced to any great extent, an agreement should be reached between the employers and labour organizations involved, and should be incorporated into the collective agreement.^{170/}

104. It has also been pointed out that the conditions of work of part-time personnel should be carefully watched, and that social security regulations should

^{168/} See E/CN.6/213, paras.123-147

^{169/} International Federation of Business and Professional Women and its Finnish and Swedish branches; the Danish branch is divided on this question.

^{170/} Swedish branch of the International Federation of Business and Professional Women; the International Federation of Christian Trade Unions; see O. Tead, op. cit., page 75, and E/CN.6/213, para.143

be adapted to meet the needs of these workers;^{171/} in any case, part-time work should not be allowed to become a threat to the conditions of work of full-time employees.^{172/}

105. The particular problem has been stated as "the need to find ways for the part-time worker to share the benefits of full-time workers without unduly increasing the burden of employers having part-time employees".^{173/}

(b) Increase in opportunities for part-time work ^{174/}

106. Possible methods for increasing opportunities for part-time employment have also received consideration. One organization recommends that "the study should not be confined to married women alone and that part-time work should not be considered as temporary arrangements, but developed in those areas where part-time work could be carried on with advantage. Ways should be found to develop part-time opportunities to make full use of available abilities of women as a permanent feature of the labour market".^{173/}

107. It has been suggested that opportunities for part-time work should be considered in the fields of teaching, social service, home employment and domestic service.^{175/} "Home Help Services", along the lines of those established in the United Kingdom, non-profit making laundries and mobile house-cleaning units have also been suggested as suitable fields for part-time workers;^{176/} this source suggests that "with some imagination it should be possible to organize on a

^{171/} International Federation of Christian Trade Unions; see E/CN.6/213, paras. 124, 128, 129

^{172/} *ibid.*; see E/CN.6/213, para. 141

^{173/} International Federation of Business and Professional Women

^{174/} See E/CN.6/213, paras. 125, 131, 132, 135, 136

^{175/} International Federation of Christian Trade Unions; see P.E.P. (Political and Economic Planning) Mothers in Jobs, Broadsheet, No. 254, 1946, page 15 and O. Tead, *op.cit.*, page 76

^{176/} E. Powell, *op. cit.*, page 11

municipal basis services that would put to excellent use the part-time workers available", and at the same time provide help at a reasonable cost for "old people, invalids, mothers of young children and others in need of part-time help".^{177/}

(c) Suggestions designed to meet the difficulties of the part-time worker

108. Apart from the question of working conditions for part-time workers comparable to those of the full-time worker, it has also been suggested that serious consideration be given to cutting down the time and effort required to keep house or, in other words, "to make housekeeping a part-time job".^{178/}

Practical recommendations include suggestions for the provision of more efficient kitchen equipment and utensils, prepared and semi-prepared products at reasonable prices, as well as for the arrangement of better and faster shopping facilities.^{179/}

109. A further suggestion concerns the need for the extension of the facilities of day-nurseries and other child-care services, and the development of such facilities to cope with the problem of overlap of part-time groups of children of part-time workers at mid-day.^{180/}

110. On the problems of travel to and from work, it has been suggested that the scheduling of transport facilities be adjusted to meet the needs of part-time workers, to reduce the costs and the time consumed in travel.^{181/}

(d) Suggestions designed to meet the difficulties of the employer

111. Several recommendations have been advanced with a view to meeting difficulties which may be encountered by the employers of part-time workers.

^{177/} E. Powell, op.cit., pages 11 and 12

^{178/} Swedish branch of the International Federation of Business and Professional Women; see E/CN.6/213, paras. 129, 137, 138

^{179/} Swedish branch of the International Federation of Business and Professional Women; Open Door International; see E/CN.6/213, paras. 129, 137, 138

^{180/} Swedish branch of the International Federation of Business and Professional Women

^{181/} International Federation of Christian Trade Unions; see E/CN.6/213, para.133

These include a suggestion that pre-employment training at state expense might obviate the complaint of extra costs involved in training.^{182/}

112. Another suggestion pointed out that it would be advisable that all workers on a part-time shift be of the same category, so that standards of punctuality and working hours would cover all employees concerned.^{182/} It was noted that good supervision is a primary requirement in organizing part-time work.^{182/}

(e) Suggestions concerning the effect of part-time work on the status of women

113. Recommendations on this general problem are concerned with equal pay, opportunities for employment, and advancement to responsible positions.

114. It was noted that equal pay should be for equal work, and that the fact that it is part-time work should not be taken into consideration; in this connexion, it was suggested that minimum wage regulations might be established at hourly instead of at daily or weekly rates. This would be to the benefit of the part-time worker and yet cause no hardship to the full-time worker.^{183/} Another comment noted that equal pay could only be expected for equal effort, and that women's groups should be alert to see that part-time workers are offered comparable wages to those of full-time workers.^{183/}

115. On the question of discrimination against women, and particularly against married women, in opportunities for employment, it was suggested that any legislation concerning discrimination should include provisions forbidding discrimination on the grounds of "sex" and "marital status".^{183/} The same source stressed the need for public education and publicity by women's organizations on the employment possibilities for married women, and noted that women should

^{182/} Canadian branch of the International Council of Women; see E/CN.6/213, para.133

^{183/} Canadian branch of the International Council of Women

maintain and increase their qualifications and knowledge, so as to increase their "bargaining power".

116. The responsibility of women employees to show evidence of loyalty and maturity in their work, and to avoid asking for special privileges and consideration, was cited as a primary need in regard to the questions of advancement, employment and equality of pay;^{184/} it was also noted that legislation would not be necessary in connexion with advancement of women to responsible positions.^{185/}

^{184/} Canadian branch of the International Council of Women
^{185/} New Zealand branch of the International Council of Women