

THE USE OF PART-TIME WORKERS IN THE WAR EFFORT



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INDUSTRIAL RELATIONS SECTION
Department of Economics and Social Institutions

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FOREWORD

IT is increasingly evident that American industry will be compelled "to fit the pattern to the cloth" if a shrinking civilian labor force is to cover a growing war economy. The adjustments—psychological, technical, and physical—which many managements have already effected in order to assimilate large numbers of full-time women employees are striking proof that American industry is still ingenious and flexible. But just as we are about to commend ourselves on our rapid shift to women workers, we discover that the supply of women available for full-time work is not all the statisticians prophesied.

The reasons for the approaching shortage in many communities is so obvious that it was overlooked. Compared to Great Britain, there are more small children in the average American family. Further, teen-age boys and girls are much more likely to be in high school in this country than in Great Britain. Not only does this reduce the proportion of youths entering the labor market as full-time workers, but it lengthens the span during which the mother of the family must continue to operate a household of considerable size. The standard of comfort expected by American fathers and children, the absence of domestic servants, and the complexities of marketing under conditions of shortages and rationing all militate against the housewife leaving the home for a full day's work in industry. If American industry needs whatever help the housewife with children can give in offsetting a shrinking labor supply, it is none too soon to fit the work schedule to the limited daily and weekly hours during which the housewife is able and willing to be away from home.

It is to tap this source of available hours of work that a rapidly increasing number of companies have experimented with part-time work schedules. In addition to housewives, high school students and professional, clerical, and sales personnel in activities less affected by the war frequently have time and energy left over for work in war industry after their daily or weekly job is done. These are the "bits and pieces" of labor supply. In normal times they are little used in manufacturing industries. But now with the regular blocks of additional labor service hard to obtain, great ingenuity is being exercised by many managements in fitting in the "bits and pieces" to fill the gaps.

Some managements are hesitant to introduce part-time schedules lest women now employed full time would prefer the shorter weekly hours.

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The conclusion reached by other managements seems wise, that women to whom a part-time schedule with lower earnings is attractive may sooner or later quit work entirely if such schedules are not introduced. At the same time, such schedules may draw into employment enough additional workers—women, men, and youths—to more than offset the loss of hours on the part of women shifting from full to part time.

In line with its policy over the last twenty years, the Industrial Relations Section has sought the aid of cooperating companies and organizations in its analysis of new trends in industrial relations policy and practice. It is hoped that the following report will be of interest and value to managements faced with acute labor shortages.

J. DOUGLAS BROWN
Director

Princeton, New Jersey
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I. INTRODUCTION

THE continuing labor shortage in many areas impels both government and industry not only to search for new sources of workers but also to study every possible means of increasing the contribution of men and women already employed. Arrangements for part-time employment have proved to be factors in both approaches to the more thorough utilization of the manpower of the nation. The availability of jobs of from twenty to thirty hours a week, scheduled with consideration of the non-employment responsibilities of housewives and students, is bringing a large new force of workers into war industries in many areas. Employment on a part-time basis has also permitted white-collar workers, particularly middle-aged men in the professions and business, to contribute a substantial number of hours to the production of war material. The possible extent of these additional sources of war workers is suggested by the lists of applicants quickly accumulated by companies and public employment offices when any encouragement is given to part-time employment. The noticeably increased interest of management in part-time schemes in the past few months is due both to the necessity of trying out all sources of new workers and to the successful experience of companies which have pioneered in the employment of part-timers.

In its first survey of experience with arrangements for part-time employment, the Industrial Relations Section found in late 1942 that of a group of 133 representative manufacturers in war industries only 45 were hiring part-time workers. The majority of the 45 had inaugurated such an arrangement since the beginning of the war, many of them in November or December of 1942. Since then, the Section has sought information on new experience from the companies first questioned, and has, in addition, secured data from other manufacturing companies, public utilities, banks, retail stores, and public employment offices. The accumulated reports from the various industries provide a representative sampling of opinion and experience. They show an increasing use of part-time workers both in the number employed and the scope of jobs, and reveal the advantages and the difficulties in short-shift arrangements among a wide variety of employers.

England has had considerably more experience than the United States with the use of part-time workers in war industries. The Min-

istry of Labour has urged the more extensive employment of such workers and has issued material suggesting best procedures in their employment, training, and hours' schedules. Individual British firms have reported on their experience with "auxiliaries," as part-time workers have begun to be called in that country, and many of their schedules and procedures are readily adaptable to American needs.

In the following chapters, the experience of American and British industries with part-time workers is summarized topically. The aim throughout has been to analyze and present the information from the point of view of the company executive who is weighing the question of whether or not to undertake part-time arrangements, and to provide a practical guide for the companies which have made the decision to use this means of increasing their employee force.

II. PRESENT USE AND POSSIBLE EXTENSION OF PROGRAMS FOR PART-TIME EMPLOYMENT

Information recently secured from American employers shows steady progress in the inauguration of arrangements for part-time work. "Watchful waiting," the attitude of the majority of companies towards the use of part-timers six months ago, has frequently given way to action. Furthermore, many firms which had instituted schemes for part-time employment in late 1942 have since reported the expansion of these arrangements. In retail stores, which had extensive pre-war experience in the use of short-hour schedules, war conditions have stimulated the growth and often the alteration of such schedules. Widely applied voluntarily in English industries for the past two years, part-time employment is now included in the Control of Engagement Order in an attempt to bring more women into essential industries.¹

A. CURRENT USE OF PART-TIMERS

1. *Types of industry*

a. Manufacturing companies

The comparatively small proportion of manufacturing companies already using part-time production workers represents a wide cross section of American industry. The employment of part-time workers on production was reported by manufacturers of: aircraft and aircraft parts; machine tools; other light metals manufacturing; heavy machinery and equipment; steel and steel products; rubber goods; textiles and clothing; building materials; paper and paper products; optical instruments; food products; electrical household appliances; and pharmaceutical products. The British Ministry of Labour's lists of industries which are employing part-timers on manufacturing jobs show a similarly varied group.

Very few of the American plants using part-timers on production work have had long experience with them. The few exceptions for the most part had had cooperative arrangements with the schools for a

¹ *The Ministry of Labour Gazette*, February, 1943. "Control of movement of labour." p. 20; *The Economist*, May 8, 1943. "Mobilization, the last lap." p. 584.

number of years, and had employed teachers and students under various hours' arrangements for a variety of jobs. Two companies reported that they had hired women for a short evening shift in order to make the hours of work meet the restrictions of the state law. However, most of the companies using part-time production workers have begun this practice only within the last year.

In most cases the number of part-time workers reported by manufacturing establishments in this country was a minute fraction of the employed group. However, one light metals company stated that part-timers composed ten per cent of the total number of employees. In great contrast is the ratio of part-timers in some English factories. The Ministry of Labour cited as "a good example of what can be done in a short period by the use of part-time labour" an electrical engineering firm which, in six months, was able to replace 87 per cent of its original full-time male staff with women of whom the great majority (62 per cent of the total employed staff of 1000) were married women on part time.¹

b. Public utilities and banks

In general, part-time schemes in banks and public utility companies have been instituted during the past year, principally in areas of labor shortage. One communications company stated that it had a well-developed program for part-time workers before the war. However, this firm has found it necessary to revise its policy as to the types of persons recruited for part-time work and the scope of the operations on which they are used. The other companies seem to be using but a sprinkling of part-timers, mainly for office work and customer service.

c. Department stores

The special adaptability of department store work to part-time arrangements is evidenced in the reports that a substantial majority of medium-sized and large stores have had part-time employees for many years. Many store executives feel that it would be uneconomical to maintain a full-time sales staff large enough to meet the daily or seasonal peaks of buying and to cover the lunch hours when the force is depleted. The same problem is faced by certain non-selling departments, such as the telephone section, where the volume of work is much above normal at some hours.

Stores had considerable experience with part-time arrangements as a spread-work measure during the early 1930's and have also, in the past, hired desirable applicants on a part-time basis to hold them for

¹ *Production and Engineering Bulletin*, December, 1942. "Spotlights on production." p. 128.

later full-time work. The amount of emphasis given part-time schemes at present varies between department stores in areas of industrial concentration and those in less fully mobilized districts. Stores in the latter grouping secure part-time help for evening openings, Saturdays and special sale days, and employ some short-hour people daily. In areas of tight labor markets, part-time workers are being used not only to supplement but also to replace regular full-time employees, since women as well as men able to accept full-time jobs are attracted to war production. Executives of representative department stores in defense centers have expressed the opinion that while extremely high proportions of part-timers might not be economical, emergency conditions may warrant or make imperative the extension of part-time arrangements.

2. Types of work

The type of work adaptable to part-time arrangements depends both on various factors of the job and the qualifications of individual applicants. These vary from company to company, but already the range of jobs on which part-time workers are being used is impressively large. The following types of work on which companies are placing part-timers are indicative of some of the major possibilities for effective use of these groups:

a. Office work

Part-timers are being used on a variety of clerical jobs in banks, retail establishments, public utilities, and factories. The work found adaptable includes typing, filing, keeping and checking records and ledgers, filling in forms, mailing, cashiering, accounting, drafting, switchboard operation, and employment testing. One manufacturing executive stated that part-time employees could be used for "almost all kinds of plant office work" and some executives in the retail field made similar statements regarding clerical work in department stores.

b. Plant production and unskilled labor jobs

The types of plant jobs mentioned by individual companies varied with the type of industry but there was considerable agreement among all the concerns reporting that unskilled labor jobs, such as in shipping departments, light machine jobs, simple assembly work, and parts inspection were most suitable for part-time workers. All of these jobs require only short periods of instruction. In the United States, light metal manufacturers were among the companies mentioning the greatest variety of production jobs on which part-time employees are placed. One of these, employing housewives and students, assigns these work-

ers to all kinds of simple mechanical and unskilled labor jobs. Another company included as production jobs most easily adjusted to part-time schedules: light factory work such as inspection, assembly, operation of drill presses, small milling machines, tapping machines and lathes, and bench work. Other reported uses of part-timers on production have been as machinist helpers and job instructors, and for welding, riveting and sheetmetal work. The most comprehensive statement concerning jobs adjustable to part-time schedules was that of the personnel director of an abrasives manufacturing company. He has found "that practically all jobs can be broken down so that people may work part-time."

The Ministry of Labour is urging British employers to conduct surveys of their jobs to determine whether any of their operations might be rescheduled or broken down for part-time work. Although such plant-wide surveys are the exception at present in the United States, a few cases have been reported of consideration of total operations to decide whether the company has overlooked opportunities for part-time help. For example, a firm making hydraulic presses found that because of the prolonged training period involved it could not use white-collar workers on the majority of machine operations but that it could profitably employ part-timers as erection floor assemblers, carpenters, and on simplified machine operations. An aircraft manufacturing company recently made a survey of the attitudes of foremen toward the use of part-time employees and found a general opinion that:

"Short shifts seem to be most readily adaptable to electrical precision and tubing assemblies, and reasonably adaptable to other types of sub-assemblies. However, it may be difficult to apply the short shift in some operations. According to final assembly foremen, it is not desirable in their department. (One general foreman, however, believed that a short shift could be applied to final assembly.) . . ."

To stimulate and aid company surveys, the British Ministry of Labour has been active in compiling and publishing information on occupations on which part-time workers are employed. The fairly detailed list of jobs on which women are being utilized on part time in engineering and airframe manufacturing industries includes:

Engineering

"Assembling	Coremaking	Oxy-acetylene welding
Drilling	Store-keeping	Sheet metal working
Milling	Time-recording	Viewing bench work
Inspecting	Burr bench work	Fettling castings

Packing	Electric wiring	Machine operating
Labouring	Nut and bolt work	(small arms factories)
Eyeletting	Soldering	Bench work (fitting, etc.)
		Capstan operating
		Press operating

Airframe manufacture

“Operating presses—hand and power
Stamping and engraving part numbers
Pre-drilling skins, and any pre-drilling to jigs or templates
Small sub-assembling
Riveting
Burring and fraying from machine and press shops
Detail wiring
Detail inspection using simple gauges
Assisting draw mill operators
Holding up for riveters and assemblers
Simple milling or drilling in machine shops.”¹

It has been found that women prefer light, clean operations. However, a few British firms are using women on part time as warehouse laborers with great success. These firms reported that the combined productivity of two part-time workers was higher than that of one full-time employee on such work.

c. Other kinds of work

In addition to clerical work, non-manufacturing industries are using part-timers in a variety of ways. Transport companies report the use of male white-collar workers on various classes of railroad track work and in bus driving. Experienced part-timers are used in the operating departments of a telegraph company. Several firms are employing messengers on part time.

Typical of the reported experience of department stores in defense centers is the statement of a personnel director that “practically all departments throughout the store employ part-time workers.” He listed the departments as: “sales, offices, receiving, work rooms, wrapping, garage, food, some maintenance departments, floor service, telephone departments.” Some firms describing the use of part-timers in the sales departments state that, contrary to peacetime practice, part-timers are now being utilized in better dresses and heavy household equipment when shortages of full-time workers make such placement necessary.

¹ *Engineering Bulletin*, April, 1942. “Pioneering the part-time trail.” p. 89.

B. COMPANY OPINION AS TO INCREASED EMPLOYMENT OF PART-TIMERS

1. *Statements of companies using part-timers*

Most of the manufacturing companies which reported the present use of part-timers on production work expect either to employ more workers on this basis as it becomes necessary, or are now seeking more qualified applicants for part-time work. One of the first companies to establish a half-shift arrangement for white-collar workers has, since the inauguration of the scheme with ten part-time employees in late October, 1942, constantly increased the numbers used. By the third week in December the firm was employing 75 such teams of two men per shift and in February, 1943, the plant was using 155 teams or 310 men and was expecting to increase the number. This experience seems typical. Representative comments received from other manufacturing companies using part-timers on production processes were:

"We have been using such part-time workers to some extent in several ways and plan to increase such use considerably more." (rubber industry)

"The number of part-time employees on our pay roll is very small, principally because of the scarcity of this type of qualified employee rather than of any hesitancy to employ." (steel manufacturer)

". . . for some months we have been placing part-time employees in office, factory and steel plant jobs. Thus far we have made a particular effort to obtain male high school and technical school students between the ages of 16 and 18 years. . . . Later it is our intention to offer part-time jobs to housewives." (steel and light metals products)

Executives of some of the manufacturing companies using part-time employees in clerical and other non-production jobs are apparently considering the practicability of expanding this program to production departments. One aircraft-parts plant using extra typists from 6 P.M. to 10 P.M. reported, for example:

"The personnel director is of the opinion that part-time workers could be used to advantage, but a survey of the various departments would have to be conducted to determine where such employees could be used."

Other companies with part-timers in clerical jobs suggested that the nature of their production processes would make the scheduling of production workers for less than a full shift very difficult.

Only a few non-manufacturing companies stated definitely that they did not anticipate increased hiring of part-timers. One of these, a trans-

port concern successfully using about 200 male white-collar workers for street car and bus operation, said that the firm was limited in the number of bus drivers they could employ because of the limited amount of part-time runs. Another company, a bank, felt that the hours' schedule did not lend itself to the greater employment of part-timers and that, if further adjustments were needed, a desirable next step would be to utilize full-time employees from some departments for extra hours in other departments. Other banks, however, expressed the opinion that it would be necessary to expand their part-time programs. A typical comment from this group was:

"To the limited extent to which we are using part-time workers at the present time our experience has been favorable. The workers are pleased with their employment and the turnover is low. It is possible that the plan may be extended to other branches shortly."

Those retail stores which have not expanded their part-time rolls appreciably show, in general, a lively interest in the experiences of firms with intensive part-time programs. While some stores which have not yet felt the full effect of the war on maintenance of personnel have already instituted schemes for the gradual release of full-time workers, a few express doubts about the immediate need for increased conversion to part-time programs. Stores in one area may differ in opinion as to the degree to which they are planning for the expanded use of part-timers. For example, one personnel executive stated that previous experience with unreliable high school pupils had prejudiced management against part-time help for the near future. The personnel manager of another store in the same city had seen "the handwriting on the wall" early last year and, besides advising male employees to take courses preparing them for defense jobs, had attempted to explore all the possibilities of part-time employment. Agreeing with this point of view, many executives in retailing here and in England urge all stores to lessen the impact of labor shortages by reducing their full-time staff to a bedrock minimum.¹ Stores in Great Britain and in defense areas in the United States report from experience that if proper attention is given to the recruiting, training, and scheduling of available part-time groups, department stores may be largely and adequately manned by part-time help.

¹ War manpower officials sounded the keynote of the Special Wartime Conference of the National Retail Dry Goods Association in January, 1943, by encouraging retailers to plan for the greater employment of part-timers. Suggestions were advanced for the use of older women and housewives to take the places of men and women who can carry full-time jobs in essential industries.

*2. Statements of companies with no experience with
part-time workers*

A considerable number of companies reporting no experience with part-time employment expressed interest in the possibilities of such a development. Others gave specific reasons why such an arrangement would be impractical and felt that it should be undertaken only as a last resort. Characteristic comments were:

"... at a recent meeting of management I presented a plan for the use of employed white-collar workers on a part-time basis—two 8-hour shifts each week. I suggested also that we recruit high school youths and housewives to work 4-hour shifts. While management is hesitant to launch itself on such a program, I am sure that in due time we will make the venture here. . . . I know it can work, and am sure that once started, management will find it expedient to extend the idea to the furthest possible limits." (aircraft manufacturer)

"This company is . . . making a study of the methods utilized in British war industry in the utilization of workers in this manner. . . . It is anticipated that we will employ workers on a part-time basis if further study indicates the desirability of such action." (aircraft manufacturer)

"Right now we are struggling with the problem of developing a shift schedule that will permit the use of part-time workers. . . . There isn't any question in my mind but that we must employ part-time workers. I do think, however, that industry in general has been much too slow in making the necessary adjustments." (chemical manufacturer)

"In our efforts to keep all our machinery working at maximum activity, we have found it practically impossible to work out any schedule of part-time work. Any kind of part-time arrangement would need to fit in with the individual's outside schedule and possibly be subordinated to it. This does not give us a chance to match our hours so as to keep machinery at full-time production activity." (heavy machine manufacturer)

"The operations common to oil refining do not lend themselves to the utilization of part-time workers to any large extent. . . . The only types of jobs where part-time workers might be utilized to any advantage would be for certain clerical work which does not involve continuity of output."

"We have made a rather careful survey of the possibility of using part-time workers in our plant, and have come to the general conclusion that such a practice will be resorted to only when all other means of furnishing an adequate labor supply have been exhausted. . . . There is little doubt that the existing labor supply could be extended to some extent by

the use of part-time help and we may come to it some time later." (aircraft manufacturer)

A striking development since the preliminary survey is the inauguration of part-time schedules in many companies hesitant to embark on such planning at that time. For example, sixty employers have now adopted part-time arrangements in a Connecticut city in which only one manufacturer was trying out a part-time scheme six months ago.¹ In many other areas the pattern of progress has been similar. After one company has had successful experience with part-time employees, and as the labor market has become tighter, other managements have begun to consider the extent to which the use of short shifts might ease a difficult manpower situation.

¹ A good source of information on part-time planning in Connecticut is the *Monthly Bulletin* (Connecticut Employment Security Division and U. S. Employment Service, Hartford). Since the close of 1942 the section on the "Situation in the State" has included reports from the field offices on part-time developments.

III. RECRUITMENT AND SELECTION

A. SOURCES OF PART-TIME WORKERS

Students, housewives, and white-collar workers are the most important sources of part-time workers. Of these, students are the group in which employers in the United States show the greatest interest. Some companies recruit college and high school pupils for part-time work principally because they want first chance at employing them in full-time work during vacations and after graduation. Other firms prefer students because they are young and "husky," and if enrolled in technical or engineering schools, have already shown an aptitude for the type of work for which they are employed. The preference for students as part-time employees is evidenced by the fact that twice as many manufacturing companies reported the employment of students on this basis as any other one type of worker and that the majority of non-manufacturing companies is interested in this group.

The next most frequently mentioned type of part-time employee is the housewife. Most of the other individuals employed on a part-time basis have regular full-time employment at another kind of job. War industries are employing on part-time schedules persons of such varied occupations as teachers, salesmen, lawyers, owners of small shops, newspaper reporters, actors, porters in railroad stations, customs employees, and city firemen. In addition to students and housewives, department stores employ industrial workers and government employees on part-time schedules.

Manpower developments suggest that hiring patterns will undergo some readjustments. It seems likely that male students will be a diminishing source of part-time labor because of the draft, accelerated programs in the colleges, and conversion to single session arrangements in the high schools (arising from transportation difficulties and teacher shortages). Increasing interest is being shown in women students and, in addition to the arrangements made by individual students, several women's colleges have inaugurated cooperative plans with local war industries. It is doubtful whether persons fully employed in war production will continue to be available for part-time work in less essential industries. Housewives are reported to be the largest single source of part-time labor for both war work and supporting industries in Eng-

land, and it seems probable that as other groups are fully mobilized this group will assume a similar role in the United States.

B. RECRUITING METHODS

The ease in securing applicants for part-time work has been remarked upon by the majority of companies with such arrangements. Most of the firms with recently inaugurated part-time schemes stated that they had more applicants than they considered employing at the moment. In particular, few manufacturing companies reported a scarcity of qualified applicants. Non-manufacturing concerns in general were doing more recruiting but having little difficulty in attracting part-timers. English industries have had similar experience.

With a few notable exceptions in industries other than manufacturing, companies have not often felt it necessary to go outside their own employment offices to secure part-time applicants. However, several of those using students speak of solicitation through the board of education and the counsellors in the various high schools and colleges. Companies which felt it necessary to advertise the inauguration of a part-time scheme seem to have had large numbers of applicants. In many instances, the initiative for securing part-time work has come from employed persons who are eager to contribute to the war effort but cannot accept full-time employment in a war industry. A business man in one city persisted in his idea of the feasibility of employing white-collar workers on four-hour shifts in factory jobs until it was adopted by one concern, and he and his associates were the first employed for this arrangement. Lawyers and other white-collar groups have been active in approaching plants for part-time work and recently a film actors' association announced that it had made an agreement for such scheduling at a local aircraft plant.

United States employment offices are playing a notable part in stimulating the adoption of part-time plans among war industries and in recruiting for these programs. Located in a city in which 900 people are now working part time in war plants, an Employment Service manager wrote that "a lot of missionary work on inducing employers to use part-time workers had been done by this office as far back as a year ago." A number of such offices have devised special publicity material and have set up staffs to deal exclusively with part-time groups. Reports show that formal plans in United States Employment Service offices for the promotion of part-time schedules are increasing. A recent statement was:

"On March 15, the United States Employment Service in . . . set up a Part Time Division, staffed by four Junior Interviewers, who register

applicants and refer to employers. The staff is now in the process of contacting all defense industries that show on their . . . reports a shortage of help."

In contrast to the majority of manufacturing companies, some stores and public utilities have reported a wide variety of recruiting channels. Community organizations (including public employment offices, schools, colleges, women's clubs, and churches), classified advertisements, and present full-time and part-time employees have been utilized to spread the news of part-time jobs. Department stores have also used their display advertisements, put up posters where customers might see them, and sent letters to customers and former employees suggesting that the recipient might know of persons interested in part-time employment. Radio has been used with varying degrees of success, some stores stating that the small quantity or low caliber of the recruits did not warrant the continuance of this means. Store recruiting campaigns in war centers use a dual appeal—the opportunity to supplement the family income and to "keep up the home front." The dependence placed on the patriotic appeal for store part-time help when the full-time labor of the community has been completely mobilized for war purposes is shown in the following statement of a British department store executive:

"It seemed to us that the middle-aged woman had been rather neglected in the various national appeals . . . and we felt that to get hold of the type of woman we wanted . . . we should have to make it clear that in coming to us for this part-time work they were making it possible for us quickly to release our younger women, so necessary to the war effort.

"That our policy was a right one was proved by the fact that in three of our towns . . . over one thousand people appeared on the morning after the first advertisement, and this was, in fact, the only time when the scheme broke down: we were overwhelmed administratively, and had to send a number of them away, giving them appointment slips for another day."¹

That work on war production has a special drawing appeal needs no prolonged discussion. The personnel director of a manufacturing firm using over 300 white-collar workers on half shifts estimated that ninety per cent of the people seeking part-time employment in his plant do so for patriotic reasons, about five per cent may eventually want or be forced into full-time war-industry employment and are finding out whether they like factory work, and five per cent express financial and other reasons for seeking part-time work. While other employers have stressed more the financial motive or a combination of motives, the desire

¹ Hooper, F. C. "Part-time employment." *Journal of the Royal Society of Arts*, August 7, 1942. p. 597.

to contribute to the war effort is undoubtedly a compelling factor in applications for part-time work.

C. SELECTION AND PLACEMENT

There has been comparatively little discussion of selection and placement procedures specifically concerned with part-time workers. The types of work for which the firm expects to engage part-timers, the selection procedures normally set up by the firm for these jobs, and the degree of urgency in securing part-time recruits influence the procedures actually used.

British firms have found that printed descriptions of the work available are helpful adjuncts to the pre-employment interview. The Ministry of Labour suggests that a policy of allowing the recruits to take the paper home for study may be helpful in avoiding the turnover that can result from pushing applicants into a job at the first interview. British experience also indicates that careful planning be given to the maintenance of basic standards when the usual procedures or policies are altered. A department store¹ found it necessary to direct the firm's medical officers to certify persons reasonably fit to carry out the work for which they were engaged even though they did not come up to the peacetime fitness requirements. The firm also found it necessary to eliminate general intelligence and special aptitude tests, but made an effort to compensate for this by special efforts in the employment interview to determine the type of work for which the applicant seemed best suited.

¹ *Ibid.* p. 598.

IV. INDUCTION AND TRAINING

A. INDUCTION POLICIES

The fact that many part-timers are entering industry for the first time makes careful induction procedures especially important. Furthermore, where the part-time program is itself new or is being expanded far beyond peacetime proportions, management's efforts in anticipating the effect of the plan upon supervisors, full-time employees, and union relations may be as essential to the successful induction of part-time workers as the orientation and training procedures established.

1. *Advance consideration of attitudes of supervisory and employee groups*

Executives of companies which have recently established part-time programs agree that some preliminary discussion of this move is essential for the successful "send-off" of the plan. These company officers generally emphasize that in no case should part-timers be forced upon a department manager or foreman. While many plants consider advance discussion with the supervisors of the departments affected the only necessary move, a few point out the value of company-wide surveys of opinion of department heads as to the feasibility of using part-timers, and as to the difficulties they anticipate. These firms feel that the department heads have much to contribute toward decisions on best placement of part-timers in the plant and possible readjustments in work scheduling and job processes.

The announcement to full-time workers of the inauguration of a part-time plan, explaining its emergency character, is deemed helpful in securing cooperation from the full-time employees in the department. Some firms recommend further that consideration be given to the effect which the scheme may have on full-timers—such as a change of schedule or a transfer to another department—and that arrangements be made to alleviate the impact of these effects wherever possible. Very few companies have reported that full-timers have objected to the introduction of part-time workers. A few department stores, however, say that there have been occasional grumblings that part-timers are not able to do their share of the stock work since they are not present at the opening and closing of the day. Some stores have forestalled this objection by hiring school girls to do one or two hours of stock work in

the late afternoon. Only one manufacturing concern said that some of the regular employees resented the employment of part-timers. This firm spoke of the inflexibility of the hours that part-time employees can work and stated that other workers at times object to adjusting their schedules. The substantial majority of companies reported that "there have been no objections from full-timers" and that "part-time workers are cordially received."

Considering the dislike of part-time schemes as a "spread-work" measure during the depression, it may be surprising that only a few companies encountered or anticipated union objection to the plans. One company, which has not yet felt an acute labor shortage, stated that its union wanted its members to have a chance at overtime work before part-time workers were employed. Where there has been an unmistakable need for additional labor, unionists have offered no objections but in some cases have sought assurance as to the temporary nature of the scheme. In a few instances, the union has requested the acceptance of plans whereby regular part-time employees should join the union or secure work-permits. Various adjustments in union policy appear to have been made for these groups. A manufacturing plant stated that while union membership is not compulsory, production workers on part time are accepted as union members for half dues and some have joined on this basis. A transport company reported that part-timers are not eligible for union membership but receive work-permits for two dollars a month. In a city in which white-collar workers are employed in nearly every war industry, union officials relaxed their rules and gave part-timers work-permits without the payment of initiation fees.¹ The National Labor Relations Board has decided that part-timers employed regularly are eligible to participate in the selection of bargaining representatives.²

2. *Orientation policies*

The degree to which part-timers feel themselves a part of the company in which they are employed and the manner in which they function has been shown to be directly affected by the attention paid to planning for their proper orientation. Department stores, especially those expanding their part-time forces, consider it important to provide the same orientation courses for part-timers as for full-timers. Less formal but similar in objective are the procedures adopted by some manufacturing companies. An executive of one such company writes :

¹ Huff, Ted. "Part-time rescue crews." *Manpower Review*, April, 1943. p. 12.

² *Labor Relations Reporter*, May 10, 1943. "Wagner Folding Box Corporation." pp. 396-7.

"We exercise extreme care in properly acclimating these men to the shop and shop personnel. They are taken into the departments in which they are going to work, introduced to their foremen, who in turn take them into the locker rooms, and in the same process the foreman endeavors to acquaint them with the various shop facilities and very briefly explains some of the policies, rules, and regulations.

"The men are then returned to their respective departments and the foreman personally places them on definite assigned jobs, introduces them to their co-workers and to the instructors by whose side these men will work."¹

3. *Location of part-timers*

In Britain, large manufacturing plants often put all their part-time workers in one floor or one wing of a factory. These companies feel that such an arrangement has definite advantages. It enables managers and foremen to specialize in the problems peculiar to part-time work, avoids the confusion for full-time workers and foremen that might arise from differences in hours, facilitates discipline, and yet permits part-timers to feel at ease more quickly. However, most American firms and a number of English companies have not segregated part-timers. As some British firms have pointed out, new recruits can often be trained more thoroughly and rapidly when they are placed among experienced full-time workers. Furthermore, it may in many cases be impractical to attempt to move a number of jobs from the work space where they are normally located.

These objections do not apply, however, to the transfer of small sub-assembly work to places convenient for part-time employees. A few American firms have followed the lead of the British in making arrangements for the sending of such work to local communities to be handled in warehouses and store rooms. This type of work is easily moved and the training is simple. Arrangements for community production allow adjustments to individual hours' schedules without disrupting factory routine and alleviate personnel transportation problems since they bring the job close to the home of the worker.

A problem peculiar to department stores is that of the relation of part-timers to any particular department. While the majority of stores use many of their part-time employees wherever needed, only placing in the same department the group which reports daily, some stores have worked out plans whereby even part-timers "on call" always work in the same department or area. A scheme reported by one company was the use of these "extras" on a divisional basis, according to floors. The

¹ Mason, Walter C. "How the half-shift plan taps new labor supply." *Supervision*, March, 1943. p. 8.

department heads on each floor send in requisitions for help to their floor superintendent who is in charge of the "extra" group. The store has found that this system maintains sales standards by allowing the part-timers to familiarize themselves with the stock of one area, minimizes loss of time in shifting them between sections, and allows closer follow-up. Another store trains each "extra" for a particular department and allows that department priority on that worker. Several executives in retailing have stated that these and other schemes for the identification of each part-timer with an area are especially important as store operations become increasingly dependent upon an effective, well-oriented part-time group.

B. TRAINING METHODS

The value of giving part-timers an adequate amount of training for the jobs to which they are assigned has been emphasized by many executives. While some companies have felt that because of the shorter hours and temporary nature of the part-timer's employment less consideration need be given to his training and follow-up than is given full-timers on the same type of work, many firms have observed this to be "pound foolish" in terms of the company's product or service. They point out that mistakes are costly whether made by part-timers or full-timers.

Several companies, recognizing the need for adequate training, are hesitant to embark on part-time programs because of the expense involved in training more persons than would be necessary if only full-timers were employed for the job. This consideration has not been a serious obstacle where only a short training period is necessary or, if long, where part-timers are an important source of replacements or expansion for the duration of the war.

1. *Pre-employment and preliminary in-company training*

Preliminary training seems to be utilized more widely in non-manufacturing than manufacturing companies with part-time workers. A telegraph concern is using its training school for "refresher courses" for women formerly employed in specialized departments and now able to accept that work on a part-time basis only. The other companies giving preliminary training to part-timers are those using this group on work which requires responsible relations with customers—as in bus driving or selling.

Some department stores give all part-time employees the same preliminary course given new full-time employees, generally taking two or three days, while others give the usual course only when the store expects to use these persons throughout the year on a regular part-time

schedule. In one case reported, all non-selling as well as selling employees are given instruction on systems procedures so that they may be transferred if necessary. Since part-timers cannot always report for the regular courses, some stores are holding special training classes at a time best suited to part-time schedules. Home training kits are used by one store to supplement class room instruction. This same store discovered that Saturday training for high school students was more successful than after-school classes during the week when the students were tired.

Few reports were received of pre-employment or preliminary training procedures for part-timers engaged in manufacturing in the United States. One vocational school told of the development of an eight-week training program on a part-time basis for persons interested in war industry and a rubber manufacturer wrote of giving special instruction in the evening to a high school group. Several British firms are placing part-timers in the company's training school for periods of time varying with workshop vacancies and the type of work for which the part-timer is being trained. However, other British plants believe that the usual part-timer is discouraged by special training courses and wants to begin work at once.¹

2. On-the-job training and follow-up

Whether or not preliminary training is given part-timers, some individual instruction on the job is imperative. Follow-up also is important to determine whether the individual is able to cope with the job and whether he is working according to approved methods. The duties of helping and observing the part-timer are assigned to experienced workmen or supervisors.

Manufacturing companies seem to be depending almost entirely on training on the job for the development of adequate performance among their part-time groups. The training described by the personnel director of a machine-tools company seems fairly typical of what is generally considered good practice for simple operations. In this firm, learners start in one of the assembly departments beside experienced workers and are closely supervised for a period of two or three days by the foreman or assistant foreman. Part-timers who do not seem to be adapted to the work on which they are first placed may be moved to another type of job more in line with the individual's qualifications. Banks and department stores usually assign an experienced workman or "sponsor" to aid the recruit. Some stores have found the sponsor system inadequate and have, after extending the class-room training of the new part-

¹ *Planning*, No. 185, February 10, 1942. "Part-time Employment." pp. 9-10.

timer to that given full-timers, depended upon the department manager or an assistant for on-the-job supervision.

3. *Upgrading*

Relatively little experience with the upgrading of part-timers has been reported. A manufacturing company stated that whenever any of the split-shift men shows any special mechanical aptitude, attention is given to the possibility of advancing him from simple assembly work to machine operation. The foreman makes an effort before the transfer to determine the type of machine best fitted for the part-timer. A problem which may arise when only split-shift arrangements are adopted is that of finding teams with similar potentialities. This problem does not arise where other part-time schedules have been utilized.

Learning through job progression is the predominant system of upgrading in stores. Stores with acute shortages of full-time help most frequently undertake to teach their part-time employees more than one job. The practice stated by one such store was that of aiding the recruit, first placed in a department demanding a minimum of experience and ability, to learn the stock of neighboring departments so that she could be shifted into a more difficult or specialized department when replacements were needed. An unusual practice reported by this store was the development of extensive training courses, sometimes lasting several months, to facilitate the transfer of part-timers to such specialized work as shoe salesmanship. The store states that the department managers and customers have been enthusiastic about the resulting proficiency and reliability of these employees.

V. HOURS OF WORK

A. HOURS' SCHEDULES

1. *Manufacturing industries*

While the hours' schedules in effect for part-time employees vary between and often within one company, two facts stand out: (1) Part-time employees are usually assigned to day or evening work; in only a few cases did companies mention the use of part-timers on the "grave-yard shift." (2) An arrangement of paired workers so that two part-timers will handle a full job for one shift is favored by management, and is in effect in considerably more than half of the companies reporting the use of part-time employees.

The paired-worker scheme includes a full day's work on alternate days for a total of twenty-four hours a week per employee, alternate full weeks or months, and split shifts of four hours a day for five, six, or seven days a week. The daily half-shift arrangement was reported much more frequently than the alternate day schedule. Several companies stated that they employ city firemen on a day-on-day-off basis. As one company explained, these men work for the fire department "24 hours a day and are off the next 24 hours. They work for us on alternate days, and have so arranged their schedules with the Fire Department that two such men can fill a full-time job with us." A few companies are using housewives and white-collar workers for three consecutive or alternate days. Such schemes are in effect where travelling time and expenses make a short work-week per employee preferable to a daily half shift. Furthermore, they enable white-collar workers to spend three evenings with their families. The employment of teams of students, each partner working an alternate full week or month is in practice in some American firms which have made cooperative arrangements with high schools or colleges.

Where male white-collar workers are employed on regular half-shift schedules, the responsibility for maintaining the paired arrangement is often put upon the applicants. The personnel director of one company utilizing the half-shift plan stated:

"When we talk with these men we talk to them in pairs and they must agree between themselves who takes the first part of the shift and who takes the second part. We have it further agreed that in case any

man wishes to drop out, he places his partner in jeopardy and between the two of them they must find another partner within the week."

One of the employees hired on this basis provided additional information as to his arrangements :

"We work 28 hours per week. My partner and I have worked out our own system. The one works from 8:00 to midnight from Monday to Friday, works the entire shift from 4:00 to midnight on Saturday, then takes Sunday off. The other puts in the other half of the shift including Sunday, as the plant works seven days a week. . . . We find the day off each week a welcome rest. Inasmuch as we have been learning together whoever relieves at 8:00 has no difficulty in picking up and continuing what the other was doing."

A special provision for the maintenance of a continuous team was made by an aircraft firm employing film actors on part time. The agreement provides that if one member of a team is occupied before a camera, his partner must work the full shift. In cases where management has recruited students and housewives for the half shift apparently not as much responsibility for maintaining the paired arrangement is put upon the applicants as when white-collar workers have taken the initiative in seeking employment.

Less regular schedules were reported for jobs which are not on a continuous-operation basis. Jobs of this type are primarily in clerical and unskilled occupations but also include production work on otherwise idle machines. In production work of a non-continuous nature, daily shifts of four, five, and six hours seem to be most generally used. For example, a company rebuilding machine tools stated: "Part of the plant has a night shift starting at 5:30 in the evening and running until 5:30 in the morning. Survey of idle machines and the type of men available brought about the decision to work from 6 to 10 P.M." A few companies employ women for five or six hours in the evening to supplement the regular eight-hour production shift rather than run two regular seven-hour shifts. Some plants are using part-timers for full shifts on Sundays only. A company's statement that part-time typists, file and record clerks, and accountants were used at varying hours in the evening "whenever the files and records aren't in use" seems to be typical of the arrangements that have been made for white-collar workers on part-time clerical jobs in manufacturing industries. Students are employed in laboring and office jobs afternoons, evenings, and Saturdays. A few of the part-timers work as little as two hours at a time, but most of the schedules call for shifts of three to five hours.

The outside responsibilities of the part-timer are important factors

in the determination of the times at which different groups can be scheduled. British firms have found that schemes which disrupt normal home-life will not prove acceptable to housewives. According to the Ministry of Labour, the adjustment of a shift by an hour in the morning—to start at 8:30 instead of 7:30—so that the homemaker can prepare breakfast, take the children to school, and travel to work, may make the difference between the failure or success of a part-time scheme. American plants have reported that students and teachers prefer the first part of the second shift (3 or 3:30 P.M. to 7 or 7:30 P.M.) but that this section is unpopular with housewives, especially when it runs until 7:30. The foremen of the precision assembly department of an aircraft firm feel that they may be able to use some housewives on a shift from 10 o'clock in the morning to 2 o'clock in the afternoon. As department stores have found, these hours are attractive to mothers because they allow them to be at home when their children leave for school and when they return.

2. Non-manufacturing industries

The extent to which non-manufacturing industries are able to vary their hours schedules to meet the needs of part-time groups naturally depends upon the type of job for which part-timers are recruited. Most rigid of the requirements are those reported by companies using white-collar men to operate street cars and buses. One of these companies stated:

“Due to the varying loads of traffic, it is necessary that we place more streetcars and coaches on the street for short periods of time during the morning and evening rush hours. We have work available for part-time employees from about 5 a.m. to 9 a.m. and from 3:30 p.m. to 6:30 p.m. Part-time employees have worked out very successfully where their regular hours of employment in their regular occupations are such that they can work either a morning or evening rush hour for us each day.”

Where part-timers are utilized in direct service operations which must be maintained throughout the day on a part-time basis, companies have arranged continuous and often slightly overlapping short-shift schedules, giving the applicants as much choice of shift as possible. A bank whose hours are from 10 A.M. to 10 P.M. is employing 25 housewives and older women as part-time savings tellers six days per week on three schedules: 9:30 to 2:30, 1:30 to 6:30, 5:30 to 10:30. Similarly, several department stores in areas of labor shortage are employing part-timers on various short shifts to cover the hours of the store's operations. Department stores have also reported the use of city firemen and students on team arrangements: the firemen on alternate days or three

consecutive days, and the students for morning or afternoon shifts or for alternate full weeks.

As in manufacturing industries, unskilled and clerical work has been found most easily adapted to varying hours' schedules. A number of stores are using high school boys and men with other employment for evening and weekend work in their warehouses. One store reported using men who were employed on the second shift (4 P.M. to 12 P.M.) in shipyards for 9:30 to 3 o'clock stock work in retailing. Another store utilizing for warehouse work men employed in industry on rotating shifts reported receiving the men's industrial schedules in advance so that the store might know when to schedule work for these men. The Saturday and Sunday employment of male students and white-collar workers on track work is said to be furnishing a western railroad with "thousands of man-hours of constructive labor."¹ Students, housewives, and older men are being used for messenger work at whatever hours they can report. Information has been received of a plan whereby women secretarial students are employed for office jobs in teams set up by the university they attend.² However, it seems that the majority of non-manufacturing companies, like manufacturers, are making schedules for part-time workers to use to best advantage the available applicants.

B. EXPERIENCE AS TO FATIGUE, EFFICIENCY, AND ABSENTEEISM

Since part-time workers are usually employed on full-time work elsewhere or have home or school responsibilities that consume time and energy, the question arises as to the effect of the double load upon the person's attendance and efficiency on the part-time or full-time job. Employers of full-time workers in war industries feel that such workers should not accept additional part-time employment. Several public utilities whose employees work a 48-hour week have asked them not to endanger their health and productivity by taking on extra jobs. Recognizing this problem, many companies employing white-collar workers on a part-time basis require evidence that the applicant's regular employer knows of his intention to do part-time work. A department store, employing students, housewives, and other part-time groups, states that it has found it profitable as well as humane to make inquiries into the out-of-store demands upon the part-timer and to avoid hiring applicants who would not be able to handle both jobs and secure the normal amount of sleep. This store will not accept students for more than four after-

¹ *Railway Age*, April 3, 1943. p. 654.

² *American Business*, April, 1943. "Students in half time office jobs." pp. 36-37.

noons a week, feeling that their attendance records, health, or school work would suffer if employed for a longer time.

Extensive experience with groups other than housewives has been of too short duration to furnish data on the question of fatigue. Housewives have been used in department stores in the United States for a number of years and in England for the past two years. When work schedules are arranged to avoid conflict with home duties, part-time arrangements are reported to have resulted in improved timekeeping and efficiency and a lower turnover among these women employees. A British aircraft factory found that:

“ ‘The average output of part-time workers was 3.3 units per hour, as against an average of 1.75 units per hour for full-time women.’ Absenteeism, moreover, was markedly lower among part-time than among full-time workers. Over the month of February part-time women lost only 5.5 per cent of planned hours as against 17.5 per cent of planned hours in the case of full-time women.”¹

With respect to the risk of over-fatigue among other part-time groups, companies state that since the part-time activity is usually a change from the regular occupation, it is likely to be less tiring than if the same hours were worked at one job. A characteristic comment was that made by a company using white-collar workers in production:

“There is no apparent occupational fatigue in the group, due largely to the fact that their regular vocations require little or no physical effort. The men tell me that the mental relaxation far overcomes any physical fatigue they expected would develop on this type of work.”

None of the firms giving attention to the full responsibilities of doubly-employed groups reported any timekeeping problems. One company stated that in the four months in which their half-shift scheme has been operating the rate of absenteeism had been less than one-half of one per cent among the part-timers.

Except for one bank which scheduled fifteen minutes' rest for workers on a five-hour shift, there has been no evidence of formal rest pauses for part-time workers in the United States. Where the shift is four hours or less there would not seem to be any need for a definite rest period. Studies of fatigue indicate however that in cases of five- or six-hour employment, especially where the person has put in a full work day at another type of job, a rest pause during the short shift may be of value.

Experience with the use of part-timers who have full-time employment in a different type of work is not yet sufficient to judge the cumu-

¹ *Planning*, No. 205, April 20, 1943. "Part-time work in an aircraft factory." p. 22.

lative effect upon the health and efficiency of these workers. As enthusiasm in new work wears off, the effects of fatigue on productivity may become evident. One business man handling his regular full-time work and a part-time job in a war plant stated that he felt very tired when employed for seven consecutive days. An employer also commented on the apparent fatigue among the white-collar middle-aged men when an emergency required them to put in a seven-day week. It would seem that a day of rest each week is as important for part-timers as for full-time employees. In any case, employers facing the need for an extension of part-time arrangements will want to consider the health, absence, and production records of the various groups of part-time workers in determining future policies as to recruiting and scheduling.

VI. WAGE RATES AND BENEFITS

A. WAGE RATES

The practice reported by all companies using part-time employees is to pay at least the same hourly rate to part-timers as to regular employees. A number of companies explained in more detail that inexperienced part-timers are paid the regular rate of pay starting with the beginner's rate and receiving increases as they progress to standard productivity. Experienced persons rehired on a part-time basis are paid "equitable" rates taking into account how long the recruit has been away from work and how long it takes to regain former skill.

Several firms have felt it feasible to pay all or certain groups of part-timers either a little more than the usual hourly rate, or to pay time-and-a-half for weekend work. For example, some department stores are giving their part-time employees more favorable straight rates than those given full-timers. They state, furthermore, that commissions tend to be high for part-time salespeople because the majority of such employees are in the store for the peak selling hours. The reasons given for the favorable rates were the need to attract part-timers and the fact that transport, meal, and other expenses are proportionately higher in relation to their earnings than is the case of full-time employment. Companies paying higher rates for part-time work require that persons desiring to work more than five hours a day change over to full-time rates. Store executives state that the explanation as to the proportionately larger expenses of part-time employees has forestalled any objections from the regular full-time workers. They have found also that full-time employees rarely ask to be changed to part-time work. Some stores pay specific groups, usually city firemen and men otherwise employed, higher rates than other part-timers because of their higher productivity in warehouse work. One such firm pays the men time-and-a-half for Saturday work, even if they are employed by the store only for the one day a week. Students and white-collar workers employed for weekend track work on a railroad are paid time-and-a-half for Sunday work. The practice of giving split-shift employees overtime pay for the sixth day of work was reported by a few manufacturing companies.

Manufacturers seem to be paying the same piece rates to part-timers as to full-time workers. While in theory piece work might be expected to be unfavorable to part-timers, it has been found that in the simple

jobs on which most part-timers are placed, they tend, after a short period of training, to be as fast as full-timers. If the part-timers' productivity is higher, their earnings are proportionately higher. One company reported that almost consistently two part-timers turned out more parts than one full-time employee. The executive telling of this experience felt that the part-timers had no fear of the piece-rate being cut if individual earnings went away above "normal"—a fear, he believes, that influences many employees even when assured that rates will not be cut.

One American executive expressed the opinion that it would be difficult to fit part-timers into a group incentive system. The British Ministry of Labour suggests, however, that if only part-timers are used on a job where the rate is not a time rate and the unit of production is too large to be completed in one shift, a special group bonus system may be devised under which the production bonus is divided between the part-timers who contribute to the completion of a job.¹

A manufacturing executive stated that he felt that wage rates were a secondary consideration to part-time workers since most of them sought "as American citizens to do their part in the war effort." However, a white-collar worker employed in manufacturing on a part-time basis expressed another point of view:

"It must be remembered that many of these people do not have well paying jobs, have had no increases despite the increase in the cost of living, and need the extra money to keep body and soul together."

The importance of earnings to housewives has been pointed out by a number of companies and the fact that many mothers have felt it necessary to take full-time employment is at least an indication of this. Evidence of the importance of both the patriotic and the monetary appeal is given by companies here and abroad, and the statement of another executive seems typical of experience: "The workers seem to be well pleased to have the extra money and to be able to contribute something definite to the war effort."

B. ELIGIBILITY FOR VACATIONS AND BENEFITS

Statements on the question of granting benefits to part-timers suggest that experience with this type of employee is too recent for many of the companies, other than retail stores, to have determined policies as to eligibility. Entering into consideration of eligibility for specific benefits are such factors as the temporary nature of part-time arrangements and the fact that many of the persons so employed have full-time employment elsewhere. These have been mentioned as reasons for exclusion

¹ *Mobilization of woman-power: planning for part-time work.* July, 1942. p. 7.

from seniority rosters, and from retirement and group life insurance plans.

Because of the nature of department store work, many stores regard part-timers employed daily on short hours as part of the regular work force and grant them all the benefits received by full-time employees. The majority of stores give no benefits other than discount privileges to employees who do not work daily. However, one firm stated that when "on-call" employees were used for a number of years they might request and be given a few days off with pay. Another included all "per diem" employees in salary reviews. Still another retail store was considering paid vacations for city firemen employed on alternate days and felt that vacations would be granted.

Several executives in concerns other than retail stores have stated that they regarded paid vacations as beneficial for part-timers employed on a daily half-shift or short-shift arrangement. A few of those employing housewives or students on a regular part-time basis are granting membership in sickness benefit plans. Companies working out policies as to these and other benefits state that they "will probably be based on the total hours worked rather than on a certain length of time as an employee." As part-time employment is extended, it seems likely that many companies not yet concerned with policies as to benefits will take steps in this direction. One comment was:

"As certain of our employee benefit plans now function, the part-time employees are not able to enjoy full benefits. However, if the number of persons in this group increased materially above that now used we no doubt would take steps to rectify this position. As a general rule, we endeavor to grant equal privileges to all employees."

VII. CONCLUSIONS

Reports from individual companies and from a number of public employment offices suggest the rapid increase in the employment of workers on part-time arrangements. Indications are that this increase will continue for some time in areas of acute labor shortages. The experience with part-time workers in a great variety of production, clerical, and other non-production work is already widespread enough to have brought to light both advantages and problems. While the problems mentioned have outnumbered the advantages, none of the companies reporting experience with part-time arrangements felt that the real difficulties outweighed the advantages. On the contrary, a considerable proportion of the companies were enthusiastic about the calibre and efficiency of the part-timers, and while frequently pointing out specific problems, aimed to increase the number of part-time employees as rapidly as feasible.

A. ADVANTAGES

The reported advantages in a program of part-time work fall into four general categories: (1) it provides an opportunity for training for later full-time work; (2) it helps to prevent excessive overtime work by regular full-time employees; (3) the part-timers often produce more per hour than the full-time employees; and *of most importance*, (4) part-time arrangements contribute substantially to the total manpower resources of a community.

1. Provides an opportunity to train for later full-time work

Some companies have reported unfavorable experience with students employed on a part-time basis. However, many other companies, in manufacturing, public utilities, banking, and retailing, expressed an eagerness to hire both high school and college students. This preference for students in part-time employment was based apparently on satisfaction with their work as part-timers and a hope that the students would accept full-time employment during holidays and that at least a certain percentage of them would remain with the same employer after graduation. Teachers have also been welcomed as part-time workers in a number of plants this last winter with the anticipation that they would accept full-time work during the summer.

One employment office executive stated that they urged employers to

hire housewives on a part-time basis looking forward to their acceptance of a full-time job when they had become accustomed to the work. However a number of employers pointed out the fact that women who sought part-time work usually had responsibilities which made it difficult to carry an eight-hour-a-day job, and had found that these women would quit the part-time job if pressure were put upon them to work full time.

2. *Reduces excessive overtime by regular employees*

Full-time employees frequently want to add to their weekly earnings by a certain amount of overtime, and supervisors likewise prefer to have their workers put in reasonably long hours before adding part-time workers. However in many war plants, hours have been extended beyond the point of diminishing returns. In such cases, plant efficiency may be greatly improved by using part-time workers during weekends or on a regular half-shift schedule throughout the week. Where machines would otherwise not be in use at certain hours, or in case of most office work, part-timers can be used to advantage on an evening shift.

3. *Part-time employees often are more efficient than the full-time workers*

A number of companies, inaugurating a part-time schedule on an experimental and tentative basis, have been delighted to find that the new part-time workers not infrequently produced more than the regular employees on the same jobs. Several explanations have been given for the higher efficiency of the part-timer. The part-timers on the average are more intelligent; they are more enthusiastic about contributing to the war effort; and on a half-shift basis, they have less chance to become bored with routine work. Some employers wondered whether the initial enthusiasm of the part-timers would continue and felt that in the long run, the efficiency of part-time and full-time workers was likely to be about equal.

4. *Contributes to the mobilization of manpower*

The principal objective in inaugurating part-time schemes today is the fullest use of the available manpower of a community. Company executives, union representatives, and government officials have emphasized that part-time plans cannot be viewed apart from the use of the labor supply as a whole, and agree that it would be premature to embark upon the extensive employment of part-timers in any particular firm before optimum use is made of available full-time workers. However, if part-time schemes are considered in connection with the intensive utili-

zation of full-time labor reserves, it is felt that such plans can augment the supply of man-hours for war production in several important ways.

a. Provides additional labor reserves

Company experience here and in England has shown that part-time work brings into the labor force housewives and students with responsibilities which preclude full-time employment. The War Manpower Commission recently quoted the Bureau of Census estimate that in March, 1942, about 5.7 million additional persons were available for part-time jobs.¹ Approximately 2.9 million housewives, 2.5 million students, and 0.3 million others showed willingness to do part-time work. The employment departments of companies in critical areas point out the value of utilizing these reserves to raise the quantity and quality of recruits. A survey conducted by an aircraft manufacturing plant stated:

"The quantity of women available in the labor market is limited because many women feel they cannot work 8 hours a day, six days a week. [Our] employment interviewers believe that women who might make excellent factory employees do not apply for work here because their home responsibilities will not permit them to be on the job 48 hours a week."

b. Reduces turnover and absenteeism among women
now in the labor market

A related problem with which company executives show concern is the fact that mothers of young children often have been unable to meet the strain of their total responsibilities when they have taken full-time jobs. It has been suggested that the productivity of women on the job is lowered because of the combination of fatigue and worry over home problems, that the majority of women who are absent are those with family duties, and that many of the women who quit full-time jobs do so because of these outside responsibilities. Many employers are beginning to feel that short-shift arrangements may keep these women in war industries and reduce their absence rates to a minimum.

c. Releases full-time workers

The substitution of part-timers for full-timers in jobs adjustable to part-time schedules gives industry additional workers for jobs that can only be performed by full-timers. One obvious and practical measure reported was to transfer to regular full-time work employees who had been handling a combination of jobs each of which was part-time and to substitute individuals available only for part-time work. The extension

¹ *The Labor Market*, January-February, 1943. "The part-time labor reserve." p. 37.

of part-time schedules in less essential work has progressed more rapidly in England than here. However, the importance of advance planning in this direction to avoid unnecessary hardship to non-war industries has been pointed out both by employment office managers and company executives.

- d. Facilitates the utilization and adjustment of white-collar workers in war production

Part-time schedules enable self-employed persons, white-collar workers, and persons with other special skills employed outside of war industry to participate in war production. Many of these individuals are performing essential services that prohibit transfer to war work, while others are reluctant to give up their present employment until faced with more rigid labor market controls. A considerable percentage of part-time workers in war industries is from this group, and employers have commented favorably on the productivity of these professional and business men.

B. PROBLEMS

While a few companies have reported that their only problem in connection with part-timers is how to secure more of them, a large number of companies have mentioned one or more difficulties involved in the establishment of a part-time program. They refer both to adjustments in the job and to problems of personnel relations, and include the following:

1. *The expense of employing and training two part-time employees is approximately double the expense for each new full-time worker.*

Most manufacturing companies try to avoid placing part-timers on a difficult job involving much training, but retail stores have found it necessary at times. They consider it a worthwhile expenditure when employees are selected carefully for regular part-time work. Every new employee, whether working four hours or eight hours a day, involves a certain amount of record-keeping. However, it is generally agreed that this is a minor item when considered in relation to the gain in production.

2. *The inflexibility as to scheduling of part-time workers makes it difficult to use them at certain hours on constant shifts or at all on rotating shifts.*

This has been the most frequently mentioned objection to part-time workers. Nevertheless, when the need for workers is great enough, management has found ways of fitting part-timers into almost every type

of shift schedule. The British have expressed doubts as to the feasibility of using part-timers when the work schedule is arranged on the basis of three eight-hour shifts per day. They feel that the preferred treatment as to shift assignment of the part-timers would create resentment among the full-timers. Although part-timers are employed by many American employers operating on an eight-hour, round-the-clock schedule, only a few have mentioned this particular difficulty. It may be more serious, however, if part-timers are used much more extensively than at present.

3. Supervisors object to part-timers whose work schedules overlap regular shifts.

Many employment managers consider this a valid objection and refuse to employ applicants for part-time work who cannot work at least four hours within a regular shift.

4. It is difficult to get applicants to form a standard team.

A number of companies forestalled this problem by announcing that they would consider for part-time employment only those individuals who applied in pairs and agreed together to be responsible for one full-time job. A few companies have continued to maintain this rule, but others found it prevented an extension of part-time employment and quickly dropped it. Employment managers who are using part-timers on a split-shift basis say that if the work to which they are assigned is simple, there are no complications in having one worker pick up where the other has left off.

5. Transportation problems are increased.

Both British and American experience suggests that it is impractical to employ on a part-time basis workers who must travel far. This almost prohibits the use of part-timers by plants which are located in out-of-the-way places. Stores and plants located on public transit lines in areas of dense population are most suitable for part-time schedules. The alternative, to transport the work to small communities where women can be recruited for part-time work near their homes, has been tried more extensively in Great Britain than here.

6. Full-timers resent the faster pace or higher proportionate earnings of the part-timers.

Retail stores, which employ part-timers frequently for the rush periods of the day, have had complaints when the earnings of part-time salespeople on a salary-plus-commission basis have been comparatively high. Employment managers believe this ill-feeling can be avoided if the wage

system takes into account both sales and stock work, and if the full-timers are told of the need for the part-time workers and their proportionately higher transportation expenses for a shorter work-day. Some personnel executives in manufacturing concerns feel that if the full-time workers on piece-rate are assured that the rate will not be cut as individual productivity increases, the higher efficiency of the part-timers may be an incentive to the full-time workers rather than a cause of serious complaint. No one reported any trade union grievance on this score.

7. Individuals carrying a full-time and a part-time job become too tired to do their best work on either.

Very few companies using part-timers feel that fatigue has affected adversely either their health or productivity. A number of employment managers said there were signs of fatigue when part-timers worked seven days a week, but apparently none when the workers have one full day for rest each week. While the total work-week is long, workers and management report that an entire change in type of work avoids fatigue in so far as it results from monotony or boredom. Some managements, however, request their full-time employees not to undertake additional part-time work, feeling that the extra work would be bound to affect adversely the employee's efficiency on his full-time job.

C. SUCCESSFUL PROCEDURES

From the reports of difficulties encountered and successful experience, it is possible to observe the factors which are of most importance in developing a program for part-time employment. American and British experience alike support most of the following recommendations. When distinctly different procedures have been evident in the reports from the two countries, both arrangements are mentioned.

1. A part-time program is most likely to succeed if undertaken after a preliminary study of the conditions which may facilitate or retard such a program.

The most important items to consider in the preliminary survey are: (a) the location of the plant (its accessibility, and the density of population in the surrounding area); (b) present demand for part-time jobs (measured by applicants at the company's employment office and at the public employment office); (c) the jobs in the organization which are immediately suitable for short-shift schedules, or can be adjusted to such an arrangement without great difficulty; (d) the attitude of supervisors towards the inauguration of part-time arrangements; and (e) the

effect of the use of part-timers on the hours of work or other conditions of work of the full-time employees.

Certain items, such as the location of the plant, are unchangeable and if they are apparently unfavorable to short-shift arrangements, the idea probably should not be pressed. In England, this difficulty is overcome by sending light assembly work to communities where part-timers can be recruited. There is, as yet, little support for this idea in the United States.

Other difficulties, such as objections by foremen to the extra work involved in training part-timers, may be met by telling the foremen of successful experience in other plants or departments, by placing part-timers at first on jobs requiring little training, and by planning carefully for whatever training is necessary. Announcement of the need for the employment of part-time workers and the reasons for adjustments in connection with the part-time program should be explained to all full-time employees affected by the change.

2. *It is advantageous to plan a recruiting program in accord with the type of part-time worker sought.*

Managements seeking students for part-time work keep in touch with high schools and colleges in the area. When housewives are being employed, recruiting is done through newspaper advertising, through women's clubs, churches, and other civic groups, and present and previous employees. Many employment managers feel that a direct approach to the type of applicant desired is much more effective than general advertising, either by newspaper or radio.

3. *Part-time workers should be selected with at least as much care as full-time workers.*

Applicants for part-time work must be chosen with adequate consideration of their qualifications for the job, and, if it is for a regular part-time job, with full discussion of their willingness and ability to continue on the job as long as needed. In order to avoid hiring people whose ambition exceeds their energy, interviewers inquire carefully into the applicant's outside responsibilities. Many companies have also adopted the practice of requiring written permission from the full-time employer before giving a part-time job to an applicant with regular employment elsewhere.

4. *Definite induction procedures for the part-timers are valuable.*

Companies hiring women without previous industrial experience have stressed the importance of a satisfactory introduction to the plant and

to the job in helping the worker adjust quickly to the new environment. A large percentage of part-time workers, whether students, housewives, or white-collar groups, have had no previous plant experience. Certain procedures have been found useful in making the new part-timer feel himself a part of an important enterprise. These include: information on company products and policies; encouragement to participate in employee recreational programs; an explanation of the benefits which are available to part-timers; and a friendly introduction to his foreman, training supervisor, and the people who are working next to him. The results are likely to show both in reduced turnover and more rapid attainment of the required skill.

Many English firms have decided that part-time workers adjust more quickly to the job if they are placed together in a separate plant or department. American firms have reported few difficulties when part-timers work side by side with full-time employees.

5. Each worker should be trained according to the requirements of the job.

Department stores with their long experience with part-time workers have found that shortened training for this group does not pay. Salespeople need to know their stock and how to meet customers whether they are employed a few hours a week, or eight hours a day. Similarly for plant production workers or clerical employees, the best training for the specific job is likely to be the most profitable in the long run.

6. Part-time schedules must be adjusted to applicants' other responsibilities.

If companies are to employ many part-time workers, usually a variety of schedules to fit the individual needs of the different types of applicants will be necessary. Housewives generally prefer work on a short day-shift. Students and white-collar groups usually can work only afternoons, evenings, and week-ends. Whatever the particular daily schedule, part-timers as well as full-timers want and need one day of rest each week.

7. An annual vacation for part-time workers in proportion to the time worked is desirable.

While no standard practice has evolved for granting many employee benefits to part-timers, practice and opinion are generally favorable to giving an annual vacation with pay to regular part-time employees.

The accumulated experience with arrangements for part-time work leaves little room for doubt that, if the labor shortage is acute, part-time schedules can be worked out satisfactorily for a great variety of jobs. The dearth of skilled workers and the employment of many women with no previous mechanical experience has required a marked simplification of jobs in the past few years. Continued simplification may be necessary if part-time workers are to be used much more extensively. Location of plant may be the biggest obstacle in the way of part-time employment, and adjustments in schedules the most difficult problem. In any case, however, the experience of Great Britain and our own increasing use of part-timers in the past few months suggest that this type of employment can add appreciably to the labor supply of the nation during the coming year.

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