

## Hours of Work in Japan

### THE STATUTORY PROVISIONS

#### *Factories*

The basic law regulating hours of work in Japan is the Factory Act of 1911, as amended in 1923. This Act applies to all factories employing ten or more persons, or engaged in processes dangerous or injurious to health, or operated with motive power and engaged in weaving or doubling, irrespective of the number of workers employed.

So far as hours of work, rest periods, rest days, and night work, are concerned, the provisions of this Act apply only to young persons under sixteen years of age and women.

Hours of work are limited to 11 per day including rest periods. These periods must amount to at least 30 minutes if normal hours exceed 6 per day, and one hour if normal hours exceed 10 per day. The minimum number of rest days is two per month, and four if the work is divided into more than two shifts. Night work is prohibited between 10 p.m. and 5 a.m., with an extension of one hour up to 11 p.m. by permission.

The law recognises exceptions to the foregoing regulations (apart from the provisions relating to rest periods during the day, which are compulsory in all circumstances), in the following cases: (1) *force majeure*; (2) exceptional emergencies resulting from unavoidable circumstances; and (3) other emergencies. Provisions relating to *force majeure* are applicable by order of the competent Minister to specified industries in specified areas. Those relating to exceptional emergencies resulting from unavoidable circumstances may be applied to individual employers by permission of the appropriate administrative authority during a specified period. Permission, however, is not needed in the case of work intended to prevent materials from rapidly deteriorating, provided that such work does not extend beyond four days in succession or seven days per month. In the case of other emergencies, work may be prolonged by two hours a day for not more than seven days a month on reporting to the administrative authority on each occasion. In the case of seasonal industries involving special pressure of work, the occupier of a factory may, by permission, extend the hours of work by a maximum of one hour for a specified period not exceeding 120 days a year. Provisions relating to emergencies do not apply during this period.

The above regulations apply only to private establishments. The conditions of work in State undertakings are regulated by the Government departments concerned, and the standard of protection for the workers is generally higher than in private establishments. For example, the principle of the 8-hour day and the 48-hour week was

applied in the State tobacco factories in 1933.<sup>1</sup> In the Kure Naval Arsenal, overtime and Sunday work were abolished from May 1936.<sup>2</sup> The Regulations for Workers in Military Undertakings, issued on 2 June 1937, fixed the hours of work at 10 per day including one hour of rest for all adult workers, and 9 per day including rest periods for workers under 16 years of age. Full payment is granted for national and military holidays, and half payment from 29 December to 3 January inclusive as annual holidays.

### *Mines*

In mines, the hours of work, rest periods, rest days, and night work, are regulated on the same basis as in factories, with the following exceptions :

(1) Hours of work in underground mines are limited to 10 per day including one hour of rest for all miners irrespective of age or sex. Hours of work are calculated from the time of entering until the time of leaving the pit.<sup>3</sup>

(2) Employment of young persons under 16 years of age or of women in underground mines is prohibited as a general rule.

(3) Subject to permission, any miner may be employed at night for a specified period in coal-sorting at the surface in one of three or more shifts working in rotation.

(4) In case of *force majeure*, a mineowner may be exempted from the hours regulations on reporting to the Mines Inspection Bureau. In the case of exceptional emergencies resulting from unavoidable circumstances, a mineowner may likewise, subject to permission, be exempted from the hours regulations for a specified period.

### *Shops*

Under the Shops Act of 1938<sup>4</sup>, which applies to wholesale and retail shops for the sale of merchandise, and to hairdressing saloons, shops must be closed at 10 p.m. as a general rule and at 11 p.m. in specified localities. At least one rest day per month must be given to all workers.

In shops employing more than 50 persons, young persons under 16 years of age and women must not be employed for more than 11 hours per day including rest periods. Rest periods must amount to at least 30 minutes if normal hours exceed 6 per day and at least one hour if normal hours exceed 10 per day, and workers are entitled to at least 2 rest days per month. Thus, large shops are placed on the same footing as factories and mines, so far as hours of work, rest periods, and rest days, are concerned.

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<sup>1</sup> Cf. *Industrial and Labour Information*, Vol. XLV, No. 11, 13 March 1933, p. 319.

<sup>2</sup> *Ibid.*, Vol. LVIII, No. 11, 15 June 1936, p. 337.

<sup>3</sup> If miners work in a group, the hours between the time when the last miner of the group enters the pit and the time when the last miner of the group leaves the pit may, by permission, be considered to be the hours of work of each miner belonging to the group.

<sup>4</sup> *Industrial and Labour Information*, Vol. LXVII, No. 2, 11 July 1938, p. 37.

In all shops, during busy seasons, hours of work may be extended for a period not exceeding 60 days per year, and rest days may, subject to permission, be reduced to one per month. In emergencies, hours of work may be extended and rest days reduced, with the approval of the administrative authority.

According to the Department Stores Act of 1937, shops engaged in the sale of various kinds of merchandise and occupying a specified floor space must be closed at 7 p.m. from 1 April to 31 October, and at 6 p.m. from 1 November to 31 March. In busy seasons or in emergencies, the closing hour may be postponed to 9 p.m., by permission of the Minister concerned. The advisory commission dealing with department stores in the Ministry of Commerce and Industry recommended on 14 October 1937 that the number of days on which overtime may be worked for seasonal purposes should not exceed 50 per year. The minimum number of rest days per month in department stores is 3 in six large cities<sup>1</sup>, and one in other cities.

### *Transport*

No statutory regulation of the hours of transport workers exists in Japan. Those employed by State railways and communications are protected by the internal regulations of the respective departments. The hours of work of the State railway workers, who numbered about 200,000 out of 250,000 railway workers in the country at the end of 1935, and concerning whom information is available, are regulated as follows :

#### *Engine Staff.*

Regulations of September 1935 fixed the maximum daily period of employment for engine staff at 16 hours during the day and 14 hours at night<sup>2</sup>, including the time required for preparatory and complementary work. Time spent in waiting for trains and in travelling between trains and offices is also included in working hours. The maximum duration of one continuous spell of work on a train is 8 hours, and the average hours of work per day are limited to 8, which may be increased or decreased by not more than one hour according to the nature of the work. A rest period at least equal to the preceding period of service is given on the termination of work. Two rest days are granted per month.

#### *Train Staff.*

The maximum daily period of employment for train staff is 18 hours during the day and 15 at night. The average hours of work are fixed at 9½, subject to prolongation or reduction within the limit of half an hour. Train staff is entitled to a rest period at least equal to the preceding period of service, and to two rest days per month.

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<sup>1</sup> Tokyo, Osaka, Kyoto, Nagoya, Yokohama, and Kobe.

<sup>2</sup> Night service comprises all periods which include more than 3 hours between 10 p.m. and 5 a.m.

*Station Staff.*

The hours of work for station staff are limited to 10 per day, for both day and night service, which may be increased or decreased within the limit of one hour according to the season. Station staff is entitled to 4 holidays per month. Special arrangements regarding hours of work exist for certain services.

*Track Maintenance Staff.*

The hours of work for linemen are fixed at 10 per day, and are prolonged by one hour in the summer months and shortened by one hour in the winter months. Hours of work in tunnels are limited to 8 per day. Linemen are entitled to 3 holidays per month.

Track maintenance staff is paid 10 per cent. above the normal rate for overtime work exceeding one hour in a tunnel or two hours on open tracks. A special allowance is granted for work performed before 5 a.m. or after 8 p.m.

## ECONOMIC CONDITIONS AND THE EMPLOYMENT MARKET

It is obvious that hours of work may be affected by the fluctuations of the business cycle. In Japan, as elsewhere, 1929 was a fairly prosperous year. In January 1930, however, the Government restored the gold standard, and adopted a severely deflationary policy in order to reduce commodity prices to the international level. This brought about a serious business depression during 1930 and 1931. As is indicated in table I below, the index number of industrial employment fell from 100 in 1929 to 81.7 in 1931, the unemployment index rose from 100 in 1930 to 114.4 in 1931, and the index number of industrial production fell from 92.5 to 90.2 between 1930 and 1931.

TABLE I. HOURS OF WORK AND INDEX NUMBERS OF INDUSTRIAL ACTIVITY, 1929 TO 1937

Year	Actual daily working hours <sup>1</sup> (hours and minutes)	Number of working days per month <sup>1</sup>	Employment index <sup>2</sup>	Unemployment index <sup>3</sup>	Production index <sup>4</sup>
1929	9.16	26.9	100.0	—	—
1930	9.08	26.5	90.0	100.0	92.5
1931	9.05	26.4	81.7	114.4	90.2
1932	9.06	26.5	82.0	131.5	97.3
1933	9.13	26.9	89.9	110.6	113.3
1934	9.15	26.9	100.2	101.0	129.1
1935	9.17	26.9	109.7	96.4	143.3
1936	9.17	27.0	115.8	91.6	152.6
1937	9.20	27.1	128.8	80.0	172.4

<sup>1</sup> From the Imperial Cabinet's Monthly Wage Statistics.

<sup>2</sup> Bank of Japan (1929 = 100).

<sup>3</sup> Ministry of Welfare (1930 = 100). Unemployment among salaried employees and casual workers is included.

<sup>4</sup> Ministry of Commerce and Industry (average for 1931, 1932, and 1933 = 100).

In December 1931, however, the gold standard was again abandoned, and this resulted in rapid depreciation of the yen, followed by an increase in foreign trade. At the same time, the Government adopted a rearmament programme which stimulated the munition industries. These factors were responsible for a steady improvement in the economic situation after 1932. During the period between 1932 and 1937, the employment index rose from 82.0 to 128.8, the unemployment index fell from 131.5 to 80.0, and the production index rose from 97.3 to 172.4.

Hours of work were affected by these economic changes. Actual daily hours of work per day as reported by the Imperial Cabinet fell from 9 hours and 16 minutes in 1929 to 9 hours and 5 minutes in 1931, and working days per month from 26.9 to 26.4. This trend, however, was reversed after 1932: daily hours of work increased from 9 hours and 6 minutes in 1932 to 9 hours and 20 minutes in 1937, and monthly working days from 26.5 to 27.1.

In this connection, the progress of social legislation, which also played an important part in reducing actual hours of work during the period from 1929 to 1931, must not be overlooked. In 1929, night work of young persons and women was effectively abolished, reducing hours of operation in the cotton spinning factories from 20 to 17 per day (worked in two shifts). In the same year, the scope of the Factory Act was extended to include those establishments employing fewer than 10 persons which are engaged in weaving or doubling and use motive power. An additional hour's work which had been permitted in the silk reeling industry was abolished in July 1930, fourteen months earlier than the date prescribed by law.

## THE HOURS ACTUALLY WORKED

### *Industry*

#### *Number of Workers Covered by Factory Legislation.*

The Factory Inspection Report for 1936 shows that the total number of factories coming under the Factory Act on 1 October 1936 was 103,663, of which 45,060 employed 10 or more persons, 40,589 employed fewer than 10 persons but were engaged in processes dangerous or injurious to health, and 18,014 employed fewer than 10 persons but were engaged in weaving or doubling and used motive power. The total number of factories employing 5 or more persons, reported in the Factory Statistics published by the Department of Commerce and Industry, was 90,602 at the end of 1936.

According to the Factory Statistics, the total number of workers employed at the end of 1936 was 2,592,687, consisting of 1,134,289 females and 1,458,398 males (including 49,658 under the age of 16). The total number of workers covered by the Factory Act on 1 October 1936 was 2,562,472, or 30,215 fewer than the number included in the Factory Statistics. These workers may be classified as follows:

TABLE II. NUMBER OF WORKERS COVERED BY THE FACTORY ACT  
IN 1936 <sup>1</sup>

Men				
Factories	Under 16	Over 16	Total	
Employing 10 or more persons	64,805	1,201,338	1,266,143	
Dangerous or injurious	5,790	119,239	125,029	
Weaving or doubling	2,118	13,897	15,515	
Total	72,713	1,333,974	1,406,687	
Women				Total (men and women)
Factories	Under 16	Over 16	Total	
Employing 10 or more persons	250,547	830,360	1,080,907	2,347,050
Dangerous or injurious	762	9,187	9,949	134,978
Weaving or doubling	13,195	51,734	64,929	80,444
Total	264,504	891,281	1,155,785	2,562,472

<sup>1</sup> From the Factory Inspection Report for 1936.

As shown in table II, the number of young persons under 16 years of age and women to whom the hours provisions of the Factory Act applied in 1936 was 1,228,498 (72,713 boys under 16 years of age and 1,155,785 women), or 45.1 per cent. of the total number of workers covered by the Factory Act and 44.6 per cent. of the total number of workers reported in the Factory Statistics. The total number of young persons and women shown as coming under the Factory Act exceeded the corresponding figure contained in the Factory Statistics by 44,551.

### *Actual Hours of Work.*

The most accurate information on hours of work is furnished by the Census of Labour, which is taken every three years, covering about 70 per cent. of the total number of workers in factories employing

5 or more persons. The latest Census was taken in October 1936, but the figures for actual hours of work are not yet available.

There are two sources of information on hours of work which are published monthly. One is the Monthly Wage Statistics published by the Imperial Cabinet, and the other the Statistics of Factory and Mining Labour issued by the Bank of Japan. In December 1935 the Monthly Wage Statistics, limited to factories employing 30 or more workers, included only 997 factories employing altogether 528,933 persons (365,994 men and 162,939 women), or 530 persons per factory on the average. The Statistics of Factory and Mining Labour covered on the same date 4,375 factories employing 1,129,269 workers (582,566 men and 546,703 women), or 258 persons per factory. Large establishments work shorter hours than small ones. In December 1935, the actual hours of work reported by the Imperial Cabinet were 9 hours and 16 minutes per day, and the number of working days per month was 27.3, while the figures given by the Bank of Japan were 9 hours and 56 minutes per day and 27.5 days per month. It may be noted that the actual daily hours of work published by the Bank of Japan in 1933 agreed fairly well with those reported in the Census of Labour of the same year. Figures published by the Bank of Japan, however, are available only from December 1932. Table III gives statistics reported by the Imperial Cabinet and table IV figures published by the Bank of Japan, the former to show hours of work in large establishments since 1929, and the latter to give more comprehensive figures for the period since 1933.

Table III gives figures for 1929, a fairly prosperous year, and for 1931, the most depressed year, as well as for 1937 and 1938, the latest years, in which hours of work were considerably prolonged. According to this table, the actual hours of work including overtime in 1937 ranged from 8 hours and 53 minutes per day and 26.2 days per month

TABLE III. ACTUAL DAILY HOURS OF WORK AND MONTHLY WORKING DAYS IN INDUSTRY IN 1929, 1931, 1937, AND 1938<sup>1</sup>

Year	Ceramics		Metallurgy		Engineering and tools		Shipbuilding and vehicles		Precision instruments	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1929	8.55	27.4	8.59	26.6	8.58	26.0	—	—	—	—
1931	8.36	26.8	8.48	25.9	8.58	25.5	8.39	25.0	8.27	24.8
1937	8.57	27.4	9.04	26.8	9.32	27.0	8.53	26.2	9.05	26.1
1938 :										
March	8.52	27.1	9.09	26.7	9.41	27.1	8.53	26.5	8.56	26.2
June	8.56	27.7	9.02	27.3	9.41	27.7	8.53	26.9	9.06	26.6

<sup>1</sup> From the Imperial Cabinet's Monthly Wage Statistics. H = hours and minutes; D. = days.

(Table continued on following page.)

TABLE III. ACTUAL DAILY HOURS OF WORK AND MONTHLY WORKING DAYS IN INDUSTRY IN 1929, 1931, 1937, AND 1938<sup>1</sup> (cont.)

Year	Chemicals		Textiles		Clothing and accessories		Paper and printing		Leather and bones	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1929	9.08	26.6	9.50	27.1	9.11	26.2	—	—	8.45	26.6
1931	8.58	26.4	9.28	26.6	9.04	25.9	9.26	26.6	8.43	25.8
1937	9.09	27.1	9.40	27.2	9.26	26.9	9.31	27.2	9.16	26.7
1938 :										
March	9.13	26.9	9.41	26.8	9.24	27.7	9.34	26.8	9.12	26.7
June	9.12	27.8	9.39	27.3	9.08	27.6	9.33	27.8	9.02	25.5
Year	Wood and bamboo		Food and drinks		Gas and electricity		Others		All industries (average)	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1929	9.13	27.0	8.58	27.6	8.37	29.2	—	—	9.16	26.9
1931	9.08	26.4	8.57	27.3	8.47	29.6	8.47	25.7	9.05	26.4
1937	9.07	26.9	9.03	27.4	9.00	29.7	8.59	26.5	9.20	27.1
1938 :										
March	9.12	27.1	9.07	27.7	8.57	28.2	9.27	26.5	9.22	27.0
June	9.19	27.0	9.08	28.1	9.05	29.9	9.25	27.8	9.21	27.5

<sup>1</sup> See note on foregoing page.

in the shipbuilding and vehicle industry to 9 hours and 40 minutes per day and 27.2 days per month in the textile industry, the average figures for all industries being 9 hours and 20 minutes per day and 27.1 days per month. If the figures for 1937 are compared with those for 1929, it will be seen that there was an increase in all industries except the textile and the wood and bamboo industries, in which working hours were reduced. The largest increase (34 minutes) is found in the engineering and tools industry, followed by the leather and bone industry (31 minutes) and the gas and electricity industry (23 minutes). The increase was negligible in all other industries. The average daily working hours for all industries in 1937 were 9 hours and 20 minutes, showing an increase of 4 minutes over 1929 and 15 minutes over 1931, and the average number of monthly working days was 27.1, an increase of 0.2 over 1929 and 0.7 over 1931. The average figures for March and June 1938 show a further increase.

The average daily rest period in 1937 ranged from 47 minutes in the engineering and tools industry to 1 hour and 19 minutes in the food and drink industry, the average for all industries being 57 minutes.

More interesting figures are to be found in the statistics published by the Bank of Japan (table IV). From the standpoint of working

TABLE IV. ACTUAL DAILY HOURS OF WORK AND MONTHLY WORKING DAYS IN INDUSTRY IN JUNE, 1933, 1937, AND 1938 <sup>1</sup>

Year (June)	Metal working		Engineering		Tools and instruments		Ship- building		Vehicles	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1933	9.58	27.0	10.23	27.5	9.31	27.0	10.00	27.1	9.26	27.9
1937	10.18	27.4	10.38	27.8	9.40	27.5	10.48	27.4	9.33	28.7
1938	10.24	27.5	10.48	27.9	9.52	27.7	10.38	27.6	9.48	28.1
Increase 1933-1938	0.26	0.5	0.25	0.4	0.21	0.7	0.38	0.5	0.22	0.2
Year (June)	Ceramics, glass, and building materials		Lumbering and wood working		Paper		Paper products		Printing and bookbinding	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1933	9.28	27.5	9.33	26.9	10.38	27.0	9.43	26.6	9.36	26.8
1937	9.36	28.0	9.41	27.6	10.36	28.1	9.49	27.4	9.54	27.2
1938	9.38	27.8	9.53	27.6	10.40	28.2	10.00	27.8	9.52	27.3
Increase 1933-1938	0.10	0.3	0.20	0.7	0.02	1.2	0.17	1.2	0.16	0.5
Year (June)	Silk reeling		Cotton spinning		Weaving		Dyeing and finishing		Knitting	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1933	10.01	21.8	8.52	26.5	9.54	27.8	10.29	27.1	9.51	27.7
1937	10.00	25.6	8.55	26.8	9.56	27.9	10.21	27.5	9.46	28.2
1938	10.01	26.5	8.57	26.6	9.56	27.8	10.15	26.9	9.51	27.9
Increase 1933-1938	—	4.7	0.05	0.1	0.02	—	0.14	0.2	—	0.2
Year (June)	Rayon		Clothing		Leather goods		Rubber goods		Medical products	
	H.	D.	H.	D.	H.	D.	H.	D.	H.	D.
1933	—	—	9.24	27.2	9.03	26.9	9.32	25.4	9.22	27.9
1937	9.23	27.9	9.28	27.6	9.29	26.7	9.46	25.8	9.23	28.0
1938	9.20	27.9	9.50	27.9	10.17	27.0	9.39	25.0	9.47	28.1
Increase 1933-1938	—	—	0.26	0.7	1.14	0.1	0.07	0.4	0.25	0.2
Year (June)	Dyes and paints		Artificial manure		Food and drink		All industries (average)			
	H.	D.	H.	D.	H.	D.	H.	D.		
1933	9.27	26.8	10.23	28.9	9.27	27.8	9.46	26.8		
1937	9.41	27.5	10.33	29.1	9.38	28.1	9.54	27.5		
1938	9.52	27.7	10.45	28.9	9.43	28.3	9.59	27.5		
Increase 1933-1938	0.25	0.9	0.22	—	0.16	0.5	0.13	0.7		

<sup>1</sup> Figures published by the Bank of Japan.

H. = hours and minutes ; D. = days.

hours, industry may be divided into three groups—textiles, munitions, and miscellaneous. In the textiles group the majority of the workers are women, and the actual hours of work in June 1938 were less than 10 per day. The dyeing and finishing branch, in which 10 hours and a quarter were worked, was an exception due to the fact that adult male workers predominate in this section of the industry. Working days ranged from 26.5 per month in the silk industry to 27.9 in knitting factories.

In the heavy and chemical industries in which munitions are manufactured, hours of work have been prolonged generally since 1937. In June 1938 the longest hours were worked in the engineering industry (10 hours and 48 minutes), followed by the artificial manure industry (10 hours and 45 minutes), the shipbuilding industry (10 hours and 38 minutes), the metal working industry (10 hours and 24 minutes), and the leather industry (10 hours and 17 minutes). The shortest hours in this group were found in the tool and instrument industry (9 hours and 52 minutes), and the medical products industry (9 hours and 48 minutes), and the vehicles industry (9 hours and 47 minutes). The number of working days was generally between 27.5 and 28 per month.

In the miscellaneous group, daily working hours were less than 10 except in the paper industry, where 10 hours and 40 minutes was reported. The number of working days ranged between 27 and 28 per month in most cases. The average hours of work for all industries in June 1938 were 9 hours and 59 minutes per day, and the average working days 27.5 per month.

Comparing the figures for June 1938 with those for the same month of 1933, we find little change in the various branches of the textile industry, but an increase ranging from 21 to 38 minutes per day was registered in the heavy, medical products and artificial manure industries. In the leather goods industry, work was prolonged by 1 hour and 14 minutes a day. An increase varying between 20 and 26 minutes a day was also reported in the clothing, dyes and paints and lumbering industries, and a smaller rise in all other trades. The increase in average working hours for all industries was 13 minutes per day, and in working days per month 0.7.

In October 1937, the Government issued an instruction to the prefectural governors requesting them to persuade munition manufacturers to limit the daily hours of work for all workers, including adult males, to 12 including rest periods and overtime, and to 14 in emergencies, with 2 or more rest days per month. At the same time, the adoption of shift systems, with a three-shift system whenever practicable, was encouraged. It is reported that the Government is preparing to enforce this practice by law.<sup>1</sup> That is the first step towards limiting working hours for adult male workers in industry.

#### *Overtime.*

Overtime is recognised by the factory legislation in certain circumstances, as has already been stated. According to the Factory Inspection Report for 1936, the number of permits granted in that

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<sup>1</sup> *Tokyo Nichi Nichi*, 22 Dec. 1938.

year for the postponement of the closing hour of factories employing young persons under 16 years of age and women from 10 p.m. to 11 p.m. was 2,032; the number of permits for the extension of working hours by not more than 2 hours a day for not more than 7 days a month in cases of urgent necessity was 22,856; and the number of permits for extension of not more than 1 hour a day for not more than 120 days a year in seasonal industries was 2,167. This makes a total of 27,055 averaging 0.261 per factory per year, as compared with 0.148 per factory in 1931, an increase of 76.4 per cent.

As regards overtime performed by all workers in various undertakings, information is available in the report of the Census of Labour of 1933. This Census covered 8,440 factories employing 1,428,382 workers (718,385 men and 709,997 women), or 11.6 per cent. of the total number of factories employing 5 or more persons and 71.1 per cent. of the total number of workers engaged in such factories. According to the Census, of 1,428,382 persons investigated, 905,071, or 63.4 per cent., worked normal hours (9 hours and 18 minutes), while 479,609, or 33.6 per cent., worked overtime, the average duration of which was 1 hour and 30 minutes. The total daily hours of those working overtime were 10 hours and 24 minutes, and the average hours for all workers were 9 hours and 42 minutes, which is approximately the same as the figure given by the Bank of Japan for the year 1933.

If the figures reported by the Census of 1933 are compared with those of 1930, it is found that the normal hours of work fell from 9 hours and 21 minutes to 9 hours and 18 minutes. On the other hand, the percentage working overtime rose from 20.8 to 33.6, the average duration of overtime from 1 hour and 5 minutes to 1 hour and 30 minutes, and the daily hours of those working overtime from 10 hours and 2 minutes to 10 hours and 24 minutes. The average hours for all workers increased from 9 hours and 28 minutes to 9 hours and 42 minutes, as is shown in table V.

TABLE V. ACTUAL DAILY HOURS OF WORK AS SHOWN BY THE CENSUS OF LABOUR, 1 OCTOBER 1933<sup>1</sup>

Industry	Average hours of work for all workers	Normal hours of work	Overtime			
			Number of workers	Per cent. of all workers	Overtime hours	Total hours
Ceramic etc.	9.36	9.06	20,432	40.0	1.18	10.18
Metal working	10.00	9.00	74,639	61.4	1.48	10.42
Engineering etc.	10.12	9.06	74,480	72.1	1.54	10.36
Shipbuilding and vehicles	10.00	8.42	98,785	75.6	1.48	10.24
Precision instruments	9.36	8.54	9,453	55.0	1.42	10.18
Chemical	9.48	9.12	45,837	47.7	1.18	10.30
Textile	9.30	9.24	88,398	12.7	1.00	10.06
Clothing	9.30	9.24	4,987	16.8	1.00	10.18
Paper and printing	10.00	9.30	29,959	50.7	1.18	10.24
Leather and bone	9.18	9.00	1,335	36.6	1.18	10.00
Wood and bamboo	9.36	9.18	8,150	31.6	0.18	10.24
Food and drink	9.00	8.36	13,161	22.6	1.06	10.06
Construction	9.24	9.12	3,179	17.9	1.18	10.24
Gas and electricity	9.48	9.30	3,023	51.0	1.12	10.06
Others	9.18	8.54	3,791	36.6	1.18	10.06
All industries	9.42	9.18	479,609	33.6	1.30	10.24
All industries in 1930	9.28	9.21	270,052	20.8	1.05	10.02

<sup>1</sup> Published by the Imperial Cabinet (hours and minutes).

*Monthly Holidays.*

As table V shows, the reports of the Census of Labour manifest a considerable difference between the normal daily hours of work and the actual figures, because of the effect of overtime. So far as monthly holidays are concerned, however, the difference is presumed to be small, since the Census reports do not make any distinction between the normal monthly holidays and the actual figures. The first report of the Census of Labour of 1936 shows that during the period between 1930 and 1936 the percentage of factories investigated observing weekly holidays decreased from 22.1 to 17.0, while the factories where two holidays per month were given increased from 69.9 to 74.1 per cent. Little change, however, was noted during the same period in the percentage distribution of workers according to the number of holidays. About one-half of the workers investigated were given two holidays per month, while about 40 per cent. had weekly holidays or more. The average number of monthly holidays for all workers in 1936 was 2.9.

TABLE VI. NUMBER OF MONTHLY HOLIDAYS IN INDUSTRY IN 1930, 1933, AND 1936 <sup>1</sup>

Year	1 day or less	2 days	3 days	4 days or more	Uncertain	Total
<i>Factories (number)</i>						
1930	141	5,250	447	1,661	15	7,514
1933	218	6,259	485	1,470	8	8,440
1936	198	5,458	435	1,248	24	7,363
<i>Factories (percentage)</i>						
1930	1.9	69.9	5.9	22.1	0.2	100.0
1933	2.6	74.2	5.7	17.4	0.1	100.0
1936	2.7	74.1	5.9	17.0	0.3	100.0
<i>Workers (number)</i>						
1930	15,617	628,850	131,282	523,053	1,461	1,300,263
1933	22,212	695,267	162,037	548,278	588	1,428,382
1936	29,813	906,735	165,662	703,569	4,655	1,810,434
<i>Workers (percentage)</i>						
1930	1.2	48.4	10.1	40.2	0.1	100.0
1933	1.6	48.7	11.3	38.4	0.0	100.0
1936	1.6	50.1	9.2	38.9	0.2	100.0

<sup>1</sup> Reports of the Census of Labour, 1930, 1933, and 1936 (published by the Imperial Cabinet).

*Mines**Number of Miners.*

The total number of miners in June 1935, the last date for which figures are available, was 257,415. The numbers of boys under 16 years of age and women, to whom the Mines Regulations apply so far as hours of work, rest periods, rest days, and night work, are concerned, were 1,521 and 25,389 respectively. These workers constituted 10.5 per cent. of the total. The number of miners employed underground, whose hours of work are limited to 10 per day including breaks, was 169,446, or 65.8 per cent. of the total. Particulars are given in table VII.

TABLE VII. NUMBER OF MINERS IN JUNE 1935 <sup>1</sup>

Class of mines	Men			Women	Total
	Under 16	Over 16	Total		
Metal : underground	31	38,047	38,078	26	38,104
surface	602	24,303	24,905	6,407	31,312
total	633	62,350	62,983	6,433	69,416
Coal : underground	71	122,896	122,967	5,308	128,275
surface	780	33,543	34,323	12,539	46,862
total	851	156,439	157,290	17,847	175,137
Others : underground	—	3,067	3,067	—	3,067
surface	37	8,649	8,686	1,109	9,795
total	37	11,716	11,753	1,109	12,862
Total : underground	102	164,010	164,112	5,334	169,446
surface	1,419	66,495	67,914	20,055	87,969
total	1,521	230,505	232,026	25,389	257,415

<sup>1</sup> *Rodo Jiho*, Jan. 1937, p. 16.*Actual Hours of Work.*

Industrial conditions naturally affect the mining industry. The index number of mineral production published by the Department of Commerce and Industry (average for 1931, 1932, and 1933 = 100) fell from 106.1 in 1930 to 96.3 in 1932, but rose to 150.6 in 1937. The employment index of miners published by the Bank of Japan (1926 = 100) also rose from 59.4 in 1933 to 80.6 in 1937 and 91.9 in July 1938.

Actual hours of work, however, steadily declined after 1927. The reduction of one hour for underground miners, enforced from 1929, was no doubt an important factor in the fall of working hours in mines after that date. According to the reports published by the Imperial Cabinet (which covered 112,232 persons at the end of 1935, or 40.8 per cent. of the miners employed in that year), the actual hours of work in coal mines decreased from 9 hours and 30 minutes per day in 1927 to 9 hours and 10 minutes in 1937, the number of working days remaining 26.0 per month. In metal mines the daily hours of work also fell, during the same period, from 8 hours and

17 minutes to 8 hours and 11 minutes, and the number of working days per month from 28.0 to 27.1. The average working day for all miners was shortened from 9 hours and 6 minutes to 8 hours and 48 minutes per day, and the number of working days per month from 26.8 to 26.6, during the period under review.

According to the reports issued by the Bank of Japan (which covered 157,454 miners in December 1935, or 57.3 per cent. of the miners employed in that year), the daily hours of work in coal mines increased from 8 hours and 56 minutes in June 1933 to 9 hours in the same month of 1937, and to 9 hours and 14 minutes a year later. It is also stated that in coal mines, in June 1938, 8 hours and 48 minutes were worked underground and 9 hours and 39 minutes on the surface. The weekly rest was generally observed. In metal mines, the daily working hours were shortened by 3 minutes between 1933 and 1938, and in June 1938 were 8 hours and 35 minutes. Working days per month fell from 28.0 to 27.6. The average hours in all mines were increased from 8 hours and 56 minutes to 9 hours during the five-year period, with working days per month constant at 27.1. Particulars are given in table VIII.

TABLE VIII. ACTUAL DAILY HOURS OF WORK AND MONTHLY WORKING DAYS IN MINES, 1927-1937

Year	Coal mines		Metal mines		All mines	
	Hours and minutes	Days	Hours and minutes	Days	Hours and minutes	Days
Imperial Cabinet's figures						
1927	9.30	26.0	8.17	28.0	9.06	26.8
1928	9.30	26.0	8.17	28.0	9.06	26.8
1929	9.25	25.8	8.14	27.9	9.03	26.6
1930	9.16	25.0	8.12	27.7	8.56	26.1
1931	9.11	24.7	8.16	27.2	8.53	25.7
1932	9.11	25.0	8.17	27.2	8.52	26.0
1933	9.13	25.7	8.15	27.2	8.53	26.4
1934	9.07	25.4	8.12	27.2	8.49	26.3
1935	9.05	25.6	8.10	27.2	8.46	26.4
1936	9.09	25.9	8.10	27.1	8.48	26.6
1937	9.10	26.0	8.11	27.1	8.48	26.6
Bank of Japan's figures						
(June)						
1933	8.56	26.3	8.38	28.0	8.56	27.0
1937	9.00	26.0	8.35	27.6	8.56	27.1
1938 :						
underground	8.48	25.9	8.07	27.7	—	—
surface	9.39	26.1	8.55	27.6	—	—
average	9.14	26.0	8.35	27.6	9.00	27.1

*Transport and Communications*

Hours of work in transport and communication services are given in the Monthly Wage Statistics published by the Imperial Cabinet, which in December 1935 covered 165,195 workers, classified as follows :

TABLE IX. NUMBER OF WORKERS IN TRANSPORT AND COMMUNICATIONS COVERED BY MONTHLY WAGE STATISTICS IN DECEMBER 1935

Occupation	Number of undertakings	Men	Women	Total
<b>Transport :</b>				
Railways	52	101,743	2,110	103,853
Tramways	36	20,643	1,212	21,855
Motor-buses	11	3,210	2,785	5,995
Shipping	292	8,728	—	8,728
Transport agents	18	1,062	19	1,081
<b>Total</b>	<b>409</b>	<b>135,386</b>	<b>6,126</b>	<b>141,512</b>
<b>Communications</b>	<b>31</b>	<b>10,492</b>	<b>13,191</b>	<b>23,683</b>
<b>General total</b>	<b>440</b>	<b>145,878</b>	<b>19,317</b>	<b>165,195</b>

In spite of the economic recovery since 1932, the actual hours of work in transport services continued to decline. As shown in table X, the average daily hours of work for all transport workers fell from 9 hours and 50 minutes in June 1929 to 9 hours and 42 minutes in the same month of 1931, and to 9 hours and 17 minutes in 1937. Rest days more than equivalent to the weekly rest were generally observed during this period.

During the period between June 1929 and May 1938, there was a very marked reduction in the hours of railwaymen, which fell from 11 hours and 20 minutes to 10 hours and 8 minutes. The number of rest days was more than four per month. The daily hours of tramwaymen were prolonged from 8 hours and 51 minutes to 9 hours and 5 minutes, but the number of working days per month fell from 24.5 to 23.9. A considerable increase was reported in motor-bus services ; daily hours of work rose from 7 hours and 15 minutes to 8 hours and 58 minutes, but working days per month fell from 27.0 to 25.4.

In the postal, telephone and telegraph services, during the same

period, daily hours of work fell from 8 hours and 1 minute to 7 hours and 27 minutes; the weekly rest was maintained.

TABLE X. ACTUAL HOURS OF WORK IN TRANSPORT AND COMMUNICATIONS, 1929, 1931, 1937, AND 1938 <sup>1</sup>

Year (June)	Railways		Tramways		Motor-buses	
	Hours and minutes	Days	Hours and minutes	Days	Hours and minutes	Days
1929	11.20	24.9	8.51	24.5	7.15	27.0
1931	10.51	25.1	9.24	23.9	7.15	27.0
1937	10.13	25.7	8.53	24.1	9.00	25.6
1938 (May)	10.08	25.5	9.05	23.9	8.58	25.4
Year (June)	Average for all land and water transport		Post, telephone, and telegraph		Average for transport and communications	
	Hours and minutes	Days	Hours and minutes	Days	Hours and minutes	Days
1929	9.50	25.2	8.01	25.9	9.10	25.5
1931	9.42	25.0	7.30	26.4	8.54	25.5
1937	9.17	25.4	7.24	25.7	8.40	25.5
1938 (May)	—	—	7.27	25.7	8.44	25.5

<sup>1</sup> From the Imperial Cabinet's Monthly Wage Statistics.

### *Shops*

No reliable statistics are available of actual hours of work in small retail shops in recent years. However, the law requiring shops to close generally at 10 p.m., which was brought into operation in October 1938, shows that retail shops are kept open until late hours.

In November 1936 the Bureau of Social Affairs of the Japanese Government made an investigation into hours of work in 395 shops employing 50 persons or more, covering 91,596 workers altogether. This investigation showed that, of 395 shops, 30 had adopted a two-shift system, 28 a three-shift system, and 1 a four-shift system. The hours of work in the 336 shops which were operated without shifts were as follows :

TABLE XI. HOURS OF WORK IN 336 SHOPS EMPLOYING 50 PERSONS OR MORE IN NOVEMBER 1936<sup>1</sup>

Hours of work including rest	Shops		Hours of work including rest	Shops	
	Number	Per cent.		Number	Per cent.
Less than 7	3	0.9	12-13	19	5.6
7-8	40	11.9	13-14	10	3.0
8-9	95	28.3	14-15	2	0.6
9-10	87	25.9	Over 15	1	0.3
10-11	40	11.9	Uncertain	5	1.5
11-12	34	10.1	Total	336	100.0

<sup>1</sup> K. YOSHITAKE, in *Shakai Seisaku Jiho*, June 1937, pp. 140-143.

According to this table, 88.1 per cent. of all the shops under review worked between 7 and 12 hours per day including rest periods, and the majority between 8 and 10 hours.

Of 395 shops investigated, 119, or 30.1 per cent., observed the weekly rest; 129, or 32.7 per cent., had 2 rest days; 97, or 24.6 per cent., 3 rest days; and 44, or 11.1 per cent., 1 rest day per month.

### CONCLUSIONS

Statutory regulations governing hours of work in Japan cover only young persons under 16 years of age and women employed in industry and mines. The maximum hours of work are fixed at 11 per day including at least one hour of rest, and the minimum number of rest days at 2 per month, and 4 if the work is divided into more than 2 shifts. In underground mines, the limitation of working hours to 10 including one hour of rest applies to all miners including adult male workers. No statutory regulation of hours of work exists for transport workers; those employed by State railways and communications are protected by the internal regulations of the respective departments. Shops and hairdressing saloons employing 50 persons or more are placed under the same legal restrictions as factories and mines so far as hours of work are concerned. The closing hour for small shops is generally fixed at 10 p.m.

As regards actual hours of work, in industry both daily working hours and working days per month were reduced considerably during the period between 1926 and 1931. The trend has been reversed, however, since 1932, and especially since 1937. According to a report published by the Bank of Japan, in June 1938 the actual daily hours of work in those branches of the textile industry in which a majority of the workers are women were less than 10, the limit fixed by law

for hours of work including breaks. In the heavy and chemical industries where ammunition is produced, hours varying between 10 hours and 24 minutes and 10 hours and 48 minutes were worked per day in the engineering, shipbuilding, metal-working and artificial manure industries; less than 10 hours was reported in the vehicle industry and the tool and instrument industries. In all other industries, the daily working hours were below 10, except in the paper and leather-goods industries. The average working hours for all industries in June 1938 were 9 hours and 59 minutes per day, and the number of working days per month 27.5, showing an increase of 13 minutes per day and 0.7 in days per month as compared with the figures for the same month of 1933.

In mines, the actual hours of work fell steadily after 1927, and even after 1932, although a slight increase was noted during 1937 and 1938. According to the Bank of Japan, in June 1938 the actual daily hours of work in coal mines were 8 hours and 48 minutes for underground work and 9 hours and 39 minutes for surface work, the general average being 9 hours and 14 minutes. The weekly rest was generally observed. In metal mines, 8 hours and 7 minutes were worked underground per day, 8 hours and 55 minutes above-ground, and 8 hours and 35 minutes as a general average, and the average working days per month were 27.6. Average working hours for all mine workers, underground and surface, were 9 per day, with 27.1 working days per month.

In transport, the Imperial Cabinet reports that the average daily hours of work for all railway workers in June 1938 were 10 hours and 24 minutes and the monthly working days 25.6. In tramway services, 9 hours and 7 minutes were worked per day on 24.3 days per month, and in motor-bus services 8 hours and 54 minutes per day on 25.9 days per month. In the postal, telephone and telegraph services, 7 hours and 28 minutes were the average daily hours of work and the monthly working days 25.9. In shops, compulsory closing hours came into operation in October 1938, and the results are still unknown.

## Conditions of Work in Syria and the Lebanon under French Mandate

Two articles on this subject have already been published in the *Review*, one summarising the results of an enquiry into conditions of work in the Lebanon<sup>1</sup> and the other containing information collected early in 1933 with regard to conditions of work in the fifteen principal urban centres of handicrafts and modern mechanised industry in Syria and the Lebanon<sup>2</sup>.

<sup>1</sup> *International Labour Review*, Vol. XXVIII, No. 5, Nov. 1933: "A Contribution to the Study of Labour Conditions in the Lebanon", by Fuad ABU-IZZIDDIN and George HAKIM.

<sup>2</sup> *International Labour Review*, Vol. XXIX, No. 3, March 1934: "Working Conditions in Handicrafts and Modern Industry in Syria".