

8-8A
no. 19

JAPAN LABOR YEAR BOOK FOR 1955



MINISTRY OF LABOR
TOKYO

JAPAN
LABOR YEAR BOOK
FOR 1955

MINISTRY OF LABOR
TOKYO



Published by: The International Labor Affairs Section,
Ministry of Labor, 1956

Preface

This is the fourth issue since the "Japan Labor Year Book for 1952" was first published.

This Year Book is designed to give the outlines of our country's labor situation in 1955 through the movements of labor economy in the year and activities of governmental departments responsible for labor administration.

Part I contains an analysis of labor economy based on statistical data. Chapter 1 outlines the whole picture, Chapter 2 employment, Chapter 3 wages and other working conditions and Chapter 4 industrial relations. This Part as a whole represents the first half of "General Observations" of the "Analysis of the Labor Economy for 1955"—so-called the Labor White Paper—which the Labor Statistics and Research Division, Ministry of Labor has made public every year since 1949.

Part II contains important activities displayed in the field of labor administration. Chapter 1 outlines the basic policy for labor administration and important measures taken during the year. Chapter 2 briefly sketches the organization of various departments and the matters under the jurisdiction of them provided for in the Ministry of Labor Establishment Law and the Ministry of Labor Organization Order.

CONTENTS

PREFACE	Page
PART I. LABOR ECONOMY	
CHAPTER I. <i>General Situation of Labor Economy</i>	1
Favorable Turn of National Economy	1
Labor Economy Affected by Expansion of Production	5
Problems behind the Favorable Tone	9
CHAPTER II. <i>Employment and Labor Market</i>	11
Strong Tone of Regular Employment	11
Improvement in Labor Market and Decline in Unemployment ...	16
Increase in Labor Force and Problems Involved in the Structure of Gainfully Occupied Persons	18
CHAPTER III. <i>Wages and Other Working Conditions and Workers'</i> <i>Life</i>	21
Rise in Real Wages and Betterment of Household Economy	21
Fluctuation of Wage Differentials	26
Working Hours and Industrial Accidents	29
CHAPTER IV. <i>Movement of Labor Relations</i>	31
Yearly Development of Industrial Relations	31
Organization of Trade Unions	34
Trends of Labor Disputes	35
PART II. LABOR ADMINISTRATION	
CHAPTER I. <i>Outlines of Labor Administration</i>	39
Fundamental Policy of Labor Administration	39
Emphasis of Labor Administration	41
Worker-Employer Cooperation	41
Medium and Small Scale Enterprises	43
Enactment of Special Protective Legislation against Silicosis and Other Occupational Diseases	44
Unemployment Countermeasures	47
Employment Countermeasures for Women	53
Establishment of the Round-Table Conference of Labor Problems	54

CHAPTER II. <i>Organization of Labor Administration</i>	56
Outlines	56
Labor Policy Administrative Organization	58
Labor Standards Administrative Organization	62
Women's and Minors' Administrative Organization	65
Employment Security Administrative Organization	66
Labor Statistics Administrative Organization	68
Ministerial Secretariat	69

APPENDIX

Chart of Organization of the Ministry of Labor, 1955

TABLES AND CHARTS

TABLES: Page

1.	Major Economic Indices	8
✓ 2.	Indices of Labor Economy based on the 1951 Level	15

CHARTS:

1.	Ratio of Increase or Decrease in General Indices and Indices of Labor Economy to Those of the Previous Year	4
2.	Indices of Production, Employment and Unemployment	13
3.	Comparison of Increase or Decrease in No. of Gainfully Occupied Persons by Industry	20
4.	Trend of Consumer Price Indices	22
5.	Trend of Contracted Cash Earnings	22
6.	Trend of Real Wages	22
7.	Trend of Total Income and Total Expenditure	24
8.	Trend of Monthly Hours Work per Regular Worker in Manufacturing	30
9.	Trend of Mandays Lost in Postwar Years	37

PART I

LABOR ECONOMY

Chapter I

General Situation of Labor Economy

FAVORABLE TURN OF NATIONAL ECONOMY

1. Affected by Government's retrenchment policy, our national economy had been stagnant as a whole during 1954, but partly influenced by the growth of exports continuing from the second half of 1954 and partly due to a record-breaking rice crop for 1955, it again showed signs of activity leading to renewal of postwar production peaks in the mining and manufacturing in each month following July in the year under review.
2. Next, let us review the trend of the year. The favorable trend seen since the autumn of the preceding year centering in export industries was continued up to the earlier part of the year, prices were stiff and the manufacturers' stock on hand continued to be reduced. However, prices centering around food and export commodities began to fall slightly from March, and partly due to seasonal factors the manufacturers' stock on hand began to increase gradually, though not so large as in the previous year. However, unlike the case in the previous year production indices of the mining and manufacturing continued to maintain high levels: the April-June average surpassed by about 7 per cent that of the like period of the previous year.
3. In the second half in particular, the favorable trend in overseas markets helped to accelerate exports (i.e. the Jan.-Jun., 1954 average: about 120 million dollars; the Jan.-Jun., 1955 average: about 150 million dollars; and the Jul.-Dec., 1955 average: about 185 million dollars) and, in addition, it was made clear that the rice crop for 1955 was the largest on record. Accordingly, the Jul.-Dec. total of government payments for export advance and delivery of rice made through Foreign Exchange Special Account and Staple-Food Management Special Account exceeded that of the previous year by about 1,350 million yen.
4. Domestic consumer demand which had shown sideling tendencies since 1954 increased though slightly since the second half due to increased earnings through increased production and to increased agricultural incomes. In addition, investment demand which had been stagnant since August and September was on the increase again centering around in-

dustries in which export increased of iron and steel, shipbuilding, synthetic fiber, etc. and new industries concerned with synthetic fiber, petroleum chemistry, etc.

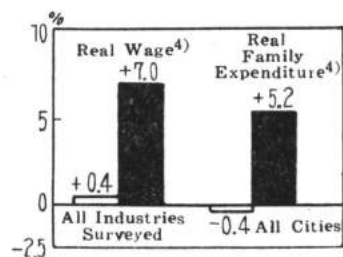
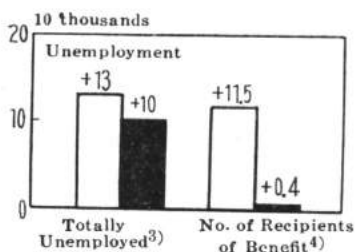
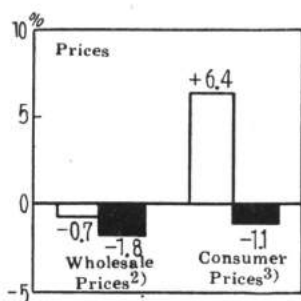
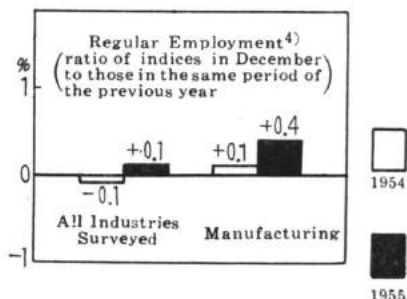
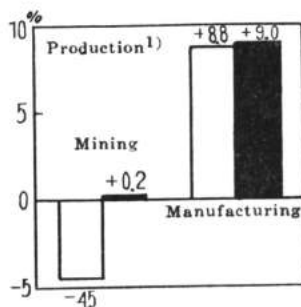
5. Consequently, prices as a whole showed an upward trend since June and July, centering around iron and steel, metal, etc., export of which markedly increased, and indices showing producers' stock on hand in the mining and manufacturing decreased month after month since the July peak. Production indices in the mining and manufacturing in particular surpassed the highest March level by 1.5 per cent in July, and since then until December broke the highest postwar record month by month, continuing a favorable record: the Jul.-Dec. average was 13 per cent higher than that of the corresponding period of the preceding year.
6. As seen by industry, activity was gradually displayed not only in industries which had shown marked rising trends since the autumn of the previous year due to increased export such as primary metals, chemicals, shipbuilding, etc., but in machinery and related industries which had been dull, and also in the coal mining industry. Consequently, the Oct.-Dec. production indices showed increases by about 20 per cent in metals and machinery respectively and by about 15 per cent in chemicals, rubber and leather respectively as compared with the corresponding period of the preceding year, and production indices of most of industries were exceedingly higher than those of the previous year.
7. Thus, as seen from the yearly average, our national economy attained the enlarged economic scale i.e. by about 7 per cent in production in the mining and manufacturing, by about 20 per cent in production in agriculture and fishery and by about 9 per cent in real national income, all of which considerably exceeded the levels of the previous year, and national consumption which had been stagnant during the previous year again showed a slight but upward trend.

As regards the balance of international payments in particular, the following fact should be worth mentioning. The Five-Year Economic Self-Supporting Program included an export increase target amounting to 1,060 million dollars (66%) to be attained by 1960. Out of the scheduled amount an increase of 380 million dollars (24%) or over one-third of the said amount was successfully effected already. Thus, during the year under review the balance of international payments went into the black amounting approximately to 500 million dollars (about 100 million

dollars in 1954), despite a considerable decrease in incomes from invisible trades centering around reduced special procurement demands and some increase in import.

8. In the 1953 economic expansion, on the other hand, the increase made in domestic investment and consumer demand had served as a starting factor of a favorable turn of business investment and financing, whereas export trade had resulted in nearly the same amount as of that in the previous year. Consequently, the rise in consumer prices partly due to the failure of crops and the suddenly worsened balance of international payments had exposed our national economy to an imminent danger. In the year under review, however, supported by both an increase in export and a heavy harvest, the balance of international payments improved greatly, prices showed a stabilizing tendency and economic normalization was taking practical shape in parallel with the economic expansion.
9. This will be described in more detail. Firstly, prices, particularly of metals and the like, showed an approximately 20 per cent rise in the Jun.-Dec. period in response to a sharp rise in overseas prices since the second half, but the general wholesale price level showed a decline by 1.8 per cent in the yearly average. The consumer price in particular kept on declining slightly throughout the year affected by increased supply of black market rice, agricultural products, fish, etc. Secondly, as regards enterprises that are the impellent force in economic development, more improvement was made in the contents of accounts, combined with the increased gross profit rate due to increased sales and further improvement was also made towards healthier capital formation. Particularly during the year under review the attitude of enterprises towards investment was prudently cautious, while on the other hand the Bank of Japan's tight-money policy was rigidly carried out. In consequence, refundment of loans was accelerated from enterprises to city banks and from city banks to the Bank of Japan, and the balance of loans of the Bank of Japan declined from 243,300 million yen at the end of 1954 to 31,900 million yen at the end of 1955 or a sharp decrease by 200,000 million yen in a single year which was the most significant postwar phenomenon.
10. The 1955 economy as mentioned above showed an entirely unexpected activity resulting from considerably increased export and a heavy harvest

Chart 1: Ratio of Increase or Decrease in General Indices
and Indices of Labor Economy to Those
of the Previous Year



Source: 1) Economic Planning Board.
2) Bank of Japan.
3) Statistics Bureau, Prime Minister's Office.
4) Ministry of Labor.

of rice in particular, brought about the expansion of production not accompanied by price rises—the so-called “quantitative prosperity” and made a remarkable progress towards normalization in all the fields of economic independence as well as in family budget, enterprises and financial organs.

LABOR ECONOMY AFFECTED BY EXPANSION OF PRODUCTION

11. Under these circumstances, the favorable turn of national economy mentioned above in the year under review very much affected labor economy. Namely, the influence of the expansion of production began to extend gradually over the fields of labor economy from the spring of 1955, reduced employment of regular workers came to a halt while a favorable turn was seen in the labor market and actual unemployment as indicated in the Labor Force Survey which had followed a sideling trend showed an indication of temporary year-end reduction. Workers' nominal wages was on the increase since May or June and real wages in the second half was considerably higher than that in the like period of the previous year combined with a decline of consumer prices.
12. The trend of our labor economy since enforcement of retrenchment policy may be better reviewed by dividing it into three periods: (1) the period ranging from April or May 1954 when the policy began to affect labor to July or August 1954, (2) the period ranging from the autumn of 1954 when our labor economy was still stagnant, with a deflationary trend at the basis, though a slightly favorable indication was seen in our economy centering around export industries to the first half of 1955, and (3) the period at which production rose up considerably due to increase in home consumer or investment demand attributable to further increase in export and heavy harvest, and accordingly our labor economy turned into a favorable trend.
13. Namely, at the spring-summer period of 1954 the retrenchment policy began to affect production, adjusted enterprises greatly increased in number and employment indices of establishments employing thirty workers and more considerably declined month after month centering around temporary and day labor. During this period wages generally showed a sideling tendency chiefly due to decrease in overtime work, production efficiency allowances, etc. Particularly in the coal mining and

shipbuilding industries social attention was called to considerably increased cases of deferred payment or non-payment of wages.

14. This trend continued even after the autumn of 1954 when our economy turned slightly favorable centering around export. Namely, during the period employment indices of regular workers seen in the Monthly Labor Survey weakened the decreasing pace as compared with the first half, but were still on the slight decrease. The employment increase in the March–April period of school-leavers' accession was quite insignificant showing 1.6 per cent in all industries surveyed (2.6 per cent in the like period of the previous year), and 2.3 per cent (3.8 per cent) in the manufacturing. As regards the labor market situation of the first half as compared with the corresponding period of the previous year, job orders were on the slight decrease in the Public Employment Security Offices (hereinafter called as "PESO") while job applicants were on the increase in number i.e. in March 1955 the totally unemployed amounted to 840,000, the largest figure ever recorded since the survey (July 1947).
15. However, in the second half of 1955 employment was again on the increase, reflecting a generally favorable turn of business and a favorable trend in production. Employment indices in the Monthly Labor Survey showed almost no change in the Jun.–Dec. period (an increase of 0.4 per cent in the manufacturing in December as compared with the like period of the previous year). This is because this Survey in its nature does not necessarily take into account the balance of number in employment between new establishments that came into operation and those abolished, and also the balance between increase and decrease in employment caused by the change in the scale of enterprises. The Labor Force Survey showed, on the other hand, an employment increase of 350,000 (slight decrease in the Jan.–Jun. period) in the Jul.–Dec. period in the manufacturing over the same period as of the previous year. The actual number of qualified recipients of unemployment benefits was on the decrease, though it was on the steady increase until April and in December the reduction by about 26 per cent was seen as compared with the like period of the previous year.
16. Wages began to follow a rising trend since May or June chiefly due to expansion of production, increased overtime work, periodical wage increase, increased year-end bonuses, etc., and real wages in the Jul.–Dec. period showed an increase by about 10 per cent over the like period of

the previous year, partly due to a fall of consumer prices. The total amount of wages in arrears, the cases of which were on the sharp increase in number since the spring of the previous year was on the gradual decrease since June, and at the year-end the reduction by over 20 per cent was seen as against the same period of the previous year.

17. As regards the worker's monthly receipts and disbursements, the balance between earned income and expenditure was in the black which made it possible to improve the consumption level. This was chiefly due to increased income, the decline of consumer prices and tax reduction since July. Indices of monthly expenditure per worker's family in all cities were nearly the same as of the previous year in the first half, but showed in the second half an increase by 8 per cent and over on an average as against the same period of the previous year.
18. Thus, the 1955 average showed that in parallel with a rise in labor productivity and a favorable turn of enterprises, worker's real wages increased by 7 per cent (stationary in the previous year), and the urban worker's consumption level rose by 5 per cent (0.4 per cent in the previous year). The 1955 balance of receipts and expenditures showed 8.2 per cent in the black as against 6.6 per cent in the previous year, and the index of real wages (including tax) based on the prewar level (1934-36=100) showed 114.5, and the urban workers' consumption level rose to a postwar peak of 106.5.
19. Wage hike struggles undertaken by trade unions during the year under review were: the spring struggle staged by 8 local industrial unions presenting a united front; those staged from summer to autumn by iron and steel workers and by cotton-mill workers and those in various industries demanding year-end or summer bonuses. Further, the number of labor disputes and participants was on the considerable increase during the year due to an increase of the number of medium or small enterprises. The total number of disputes (total of those with acts of dispute and those without any act of dispute but participated by the third party) was the largest since 1950 and the number of participants was the largest since 1948.
20. Disputes demanding special bonus were on the increase, while those demanding wage hike were on the considerable decrease in number. The average duration of disputes and the number of days lost were on

Table 1: Major Economic Indices

	Basis	Source											
		1951 average	1952 average	1953 average	1954 average	1955 average	1955 Jan.-Mar. average	Apr.-Jun. average	Jul.-Sept. average	Oct.-Dec. average	1956 Jan.-Mar. average		
Production in mining & mfg.	1934—1936=100	111.4	126.4	155.1	166.9	180.7	167.1	177.2	184.3	191.5	190.9	108.3	Economic Planning Board
Stock kept by producers in mining & mfg.	1953=100	82.1	100.9	100.0	129.4	120.0	119.3	123.4	123.6	113.9	109.2	92.7	Ministry of International Trade and Industry
Results of exports	million dollars	1,354.5	1,272.9	1,274.8	1,629.2	2,010.5	432.4	459.6	512.2	606.4	556.9	123.4	Ministry of Finance
(Amount of exports)	1934—1936=100	31.4	31.4	35.3	46.8	57.3	49.9	52.2	57.6	68.7	—	123.3	Economic Planning Board
Results of imports	million dollars	1,995.0	2,028.2	2,409.6	2,399.4	2,471.3	577.2	644.0	590.9	659.2	691.9	103.2	Ministry of Finance
(Amount of imports)	1934—1936=100	48.3	54.2	74.4	76.6	77.5	76.2	81.0	75.1	85.9	—	103.9	Economic Planning Board
Balance of international payments	million dollars	331	314	194	100	494	82	58	174	179	124	—	Bank of Japan
Trade	"	△ 428	△ 429	△ 945	△ 430	107	4	30	56	78	34	—	"
Invisible trade	"	759	744	751	529	387	80	88	118	101	88	—	"
Balance of payments of government funds to the public	100 million yen	△ 244	690	△ 125	843	2,864	△ 1,053	479	635	2,823	△ 1,173	—	"
Average issue amount of Bank of Japan notes	"	4,053	4,532	5,082	5,196	5,245	5,309	5,059	5,096	5,507	5,540	100.9	"
Year-end balance of the Bank of Japan loans	"	2,230	2,232	2,987	2,433	319	2,521	2,118	1,434	319	273	13.1	"
Year-end balance of loans of all the banks all over the country	"	15,178	21,280	26,712	29,119	31,958	29,266	29,594	30,301	31,958	32,584	109.7	"
Year-end balance of deposits of all the banks all over the country	"	15,063	22,238	27,076	30,366	37,243	31,614	32,187	34,627	37,243	38,929	122.6	"
All bank clearing index	1951=100	100.0	131.7	169.2	197.4	223.4	207.9	212.9	220.2	252.3	233.3	113.2	Clearing House
Dept. stores sales index	"	100.0	126.5	165.8	185.8	198.2	157.6	172.3	171.8	291.0	184.6	106.7	Ministry of International Trade and Industry
Wholesale price index	"	100.0	101.9	102.3	101.6	99.8	100.7	99.3	99.3	99.8	101.1	98.2	Bank of Japan
Consumer price index	"	100.0	105.0	111.9	119.1	117.8	118.7	118.3	117.4	116.9	117.4	98.9	Statistics Bureau, Prime Minister's Office

Note: (△) denotes deficit.

the decrease as against the previous year, showing relatively prompt settlement of disputes in general without their being aggravated.

PROBLEMS BEHIND THE FAVORABLE TONE

21. As mentioned above, our labor economy showed a gradually favorable tone in response to the favorable turn in our national economy, resulting since the second half of 1955 in a slight increase in employment but a considerable increase in real wages.

As regards employment, there was during the year under review an increase in production age population and in the manpower rate on the one hand and increased production due to increased productivity on the other. In spite of increased production, however, the increased proportion of manpower could not be fully absorbed. Employment and wage trends by industry and by size showed that on the one hand there were some divisions in which improvement was made while on the other there were some divisions in which the situation was nearly the same as the previous year, pointing at notable differences between the two sectors.

22. As mentioned above, employment in the manufacturing was on the increase since the second half of 1955, and the number of job orders and employment considerably increased over the previous year, while the number of cases of enterprise readjustment and of lay offs was on a considerable decrease as compared with the previous year. On the one hand, however, a continued increase by 1,360,000 was also seen in production age population, while on the other a considerable rise in the manpower rate centering around female workers was noticeable. On this account, demand and supply of manpower as a whole can not be said to have been improved to a considerable degree as compared with 1954, though undoubtedly some improvement was made. The employment structure still involves many a problem.

23. In other words, the employment trend by industry in the manufacturing during the year showed that production increased considerably in large-scale industries as of steel and iron, chemicals, cotton spinning, etc., due to an increase in export, while in spite of the fact, there was no increase seen in employment generally. Employment seems to have increased rather in medium or small enterprises.

24. Increased employment in the shipbuilding and others meant the increase in the number of casual workers but not in regular employees. Employment indices in the manufacturing obtained by the Monthly Labor Survey showed that in December as compared with the like period of the previous year only 0.4 per cent increase was seen in the number of regular workers as against about 18 per cent increase in temporary or day laborers. The Labor Force Survey also revealed that employment of employees in non-agriculture and non-forestry taken as a whole increased by 4.5 per cent (700,000) on the yearly average, whereas employment of casual workers increased by 16 per cent (160,000).
25. Despite the enlarged economic scale employment increased by 110,000 in secondary industries and by about 50,000 in transportation, communication and other public utilities while on the other hand in commerce (wholesale and retail trade, finance etc.) and services in which existed traditional underemployment it increased by about 370,000 and 500,000 respectively.
26. Furthermore, though unemployment was said to be on the decrease since the second half, total unemployment amounted to 690,000 on the yearly average which was heavier by 17 per cent than the 1954 peak. The number of those who were working 34 hours or less a week and seeking additional jobs and of specified job seekers increased by about 30 per cent as against the previous year. Particularly, the number of job applications submitted to PESO by day laborers since the previous year represented an increase by 20 per cent over the previous year in total number. Despite the government measures taken to employ more workers in the relief work projects, the unemployment rate of day laborers was on the increase as against the previous year.
27. As regards wages, nominal wages increased by about 6 per cent on the yearly average centering around rises made since the second half, but the increased rates partially involved increased wage rates for old age groups. On the other hand, wage differentials by age group, by job or by regular, temporary or day laborers somewhat widened, and wage differentials by scale in the manufacturing also showed a trend to widen in the second half.
28. The trend of our labor economy, as seen by industry and by scale, showed that employment was on the increase and increased wage rates

were higher in industries as of petroleum, coal, chemicals, etc. due to increased production because of increased exports and increased domestic demands. On the other hand, however, employment was either on the decrease or stagnant and increased wage rates were negligible in spinning and weaving, food manufacturing, manufacturing of automobiles and parts, textile machine manufacturing, etc.

29. In these industries reduction by about 20 per cent was seen in the total number of cases of readjustment of private enterprises, though differentials of average wages somewhat widened, while in establishments employing 14 workers and less it increased by 5 per cent. As regards non-payment of wages the total amount in arrears was on the decrease, but the year-end number of pending cases was larger by 8 per cent over the like period of the previous year. The number of cases in establishments employing 100 workers and over decreased from 5.2 per cent of December 1954 to 4.1 per cent of December 1955, while that in establishments employing 99 workers and less was on the increase showing that nonpayment of wages in medium and small enterprises remained to be a problem yet to be solved.

30. As regards labor disputes as shown in statistics, the total number of disputes in each of which 100 workers and over participated was nearly equal to that of the previous year and the number of disputes involving acts of dispute was on the slight decrease, whereas the same in each of which 100 workers and less participated increased by about 15 per cent respectively over the previous year. And as regards disputes by demand items, negative demands as of opposition to wage reduction, opposition to dismissal, etc. were generally higher in percentage and this fact indicates that medium and small enterprises did not enjoy prosperity while larger ones did.

Let us make a careful analysis of the factors in the following.

Chapter II

Employment and Labor Market

STRONG TONE OF REGULAR EMPLOYMENT

31. At first with reference to the movement of regular employment in comparatively modern establishments employing 30 workers or more

according to the Monthly Labor Survey, a declining tendency was seen not only in all the industries surveyed but also in the manufacturing industry after May or June in 1954 influenced by the economic retrenchment policy as abovementioned. In 1955, however, although the basic conditions presented in 1954 continued also in the first half of the year, the second half maintained nearly steady movement and showed a considerably different tendency as against the same period in 1954 in which there was a decline of regular employment by 2.6 per cent in all the industries surveyed and by 3.6 per cent in the manufacturing respectively.

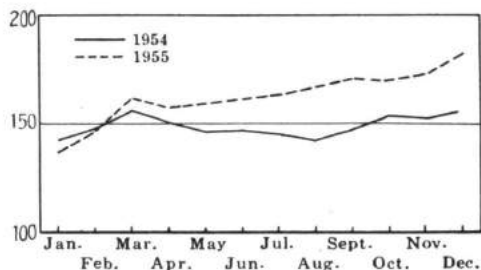
32. In regard to labor turnover in the manufacturing according to the same survey, although every month until May 1955 showed lower rates of accession as compared with 1954, higher rates were registered after June or July, revealing that a little increase in employment was made in enterprises with a brisk activity of production.

But on the other hand separation rates were lower in all the months in 1955 than those of 1954 influenced by higher rate of staying on the job shown by workers in enterprises.

33. This tendency was common with all the industries according to major classification and above all it was conspicuous that a brisk recovery of employment was seen in the mining and a rapid increase of it was seen in the wholesale and retail trades and in the banking and insurance industries, but that on the contrary employment was stagnant in the building and construction industry. For example, because of business depression in the coal mining industry, the employment index of it which had continued a considerable decline since 1952 began to show a steadiness since June 1954 resulted from the boom of the industry and an increase in the index, though a little, was seen every month from November 1954 to January 1955. In the wholesale and retail trades and banking and insurance industry an increase of 3.5 per cent and 2.1 per cent in the indexes was seen respectively during one year (December 1954–December 1955). On the other hand, the building and construction industry which showed an increase in employment continuously in 1954 because of the progress of electric power source development began to show a rapid decrease in it since March 1955 (a decline by 10 per cent between March and December 1955) influenced by the completion of the first stage of the construction works.

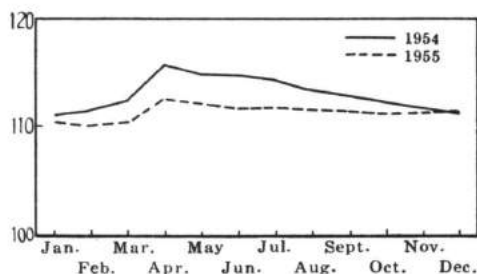
Chart 2: Indices of Production, Employment and Unemployment

(1) Production Index (mfg.)
(1950 = 100)



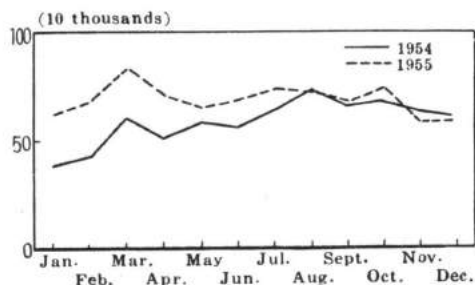
Source: Economic Planning Board.

(2) Regular Employment Index (Mfg.)
(1951 = 100)



Source: Monthly Labor Survey, Ministry of Labor.

(3) No. of Totally Unemployed



Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office.

34. With reference to employment in various branches in the manufacturing industry, (1) an increase in it continued almost through the year under review and the yearly average of it was well above that of 1954 due to an increase in exports and a good demand in domestic trades in the printing and publishing, chemicals, petroleum and coal, rubber goods, precision industries and others; but (2) a decline in it still continued through the year and the yearly average of it was well below that of the preceding year in the spinning and weaving, lumber and wood products manufacturing, basic metal, machinery manufacturing (excepting electrical machinery and transport equipment) and other industries which held off employing new employees owing to inactivity of production or rationalization of enterprises.
35. Moreover with reference to employment movement by size of establishments according to the regional employment survey and the changes in the number of workers insured in the unemployment insurance, while there was a decline in employment in bigger enterprises employing 500 or more workers, an increase in it was made in those employing 499 or less workers and the rate of increase was high according as the size of establishment was small. Generally speaking, this year bigger enterprises did not show an increase in employment, because (1) they raised their production by promoting their operation rate, (2) they managed to meet the demand for labor by transferring workers within establishment, increasing overtime work and increasing the number of casual workers to employ and (3) they carried out enterprise rationalization more actively. It was noticeable that there was a steady rise in employment in small and medium-sized enterprises.
36. Next, with regard to the movement of employment of casual and day laborers according to the Monthly Labor Survey, a decline was seen in 1954 both in all the industries surveyed and in the manufacturing, showing a 10-20 per cent decrease in comparison with the second half of the preceding year. But in the second half of 1955 it began to increase again by 2 per cent and 7 per cent respectively. This trend was noticeable especially in the wholesale and retail trades (an increase of 50 per cent in the second half of 1955 as compared with the same period of 1954), revealing that this year enterprises were making efforts to fill vacancies by employing casual and day laborers.

Table 2: Indices of Labor Economy Based on the 1951 Level

Indexes	1951 average	1952 average	1953 average	1954 average	1955 average	Jan.-Mar. 1955 average	Apr.-Jun. 1955 average	Jul.-Sept. 1955 average	Oct.-Dec. 1955 average	Jan.-Mar. 1956 average	1955 1954
Production (mfg.) ¹⁾	100.0	111.4	138.7	151.0	164.5	151.4	161.7	168.2	174.1	174.4	108.9
Employment (") ²⁾	100.0	103.0	107.8	113.0	111.5	110.4	112.2	111.7	111.5	111.6	98.7
Productivity (") ³⁾	100.0	108.2	128.7	133.6	147.5	137.2	144.1	150.5	156.1	156.3	110.4
Wages (") ⁴⁾	100.0	117.7	133.5	142.1	149.2	130.9	138.5	152.0	175.4	141.2	105.0
Family Expenditures (all cities) ⁵⁾	100.0	121.1	150.3	159.4	165.7	149.9	155.8	160.5	196.5	161.6	104.0
Consumer Price (all cities) ⁶⁾	100.0	105.0	111.9	119.1	117.8	118.7	118.3	117.4	116.9	117.4	98.9
Real Wages (mfg.) ⁷⁾	100.0	112.1	119.3	119.3	126.7	110.3	117.1	129.5	150.4	120.3	106.2
Real Family Expenditures (all cities) ⁸⁾	100.0	115.3	134.3	133.8	140.7	126.3	131.7	136.7	168.5	137.6	105.2
Working Hours (mfg.) ⁹⁾	100.0	103.8	102.0	101.6	102.0	97.9	102.7	103.4	103.9	101.6	100.4
Labor Cost Rate (") ¹⁰⁾	100.0	109.1	104.8	110.1	106.5	100.1	102.2	107.1	116.8	93.4	96.7
Mandays Lost (") ¹¹⁾	100.0	250.6	71.1	63.8	57.6	30.3	47.6	28.5	124.2	104.1	90.3

Notes:

- 1) Obtained by changing the production index of the manufacturing calculated by the Economic Planning Board on the base year.
- 2) Obtained by estimating through the link-relatives method the number of workers at the beginning and at the end of every month in the manufacturing covered by the Monthly Labor Survey. Figures for July 1954 and after are temporary.
- 3) Obtained by dividing the production index by employment index.
- 4) Based on the monthly total cash earnings per worker in the manufacturing covered by the Monthly Labor Survey.
- 5) Obtained by converting the monthly total family expenditures of a worker's household covered by the F.I.E.S. in all cities to a family expenditures for five members for 30.4 days.
- 6) Based on those prepared by the Statistics Bureau, Prime Minister's Office.
- 7) Obtained by dividing the wage index by C.P.I. (all cities).
- 8) Obtained by dividing the family expenditure index by C.P.I. (all cities).
- 9) Based on the total hours worked per worker per month in the manufacturing covered by the Monthly Labor Survey.
- 10) Obtained as follows:

$$\frac{\text{Wage Index} \times \text{Employment Index}}{\text{Production Index} \times \text{Wholesale Price Index (Excluding edible farm products)}}$$
- 11) Based on the index number of mandays lost by strikes and lock-outs according to the Labor Disputes Statistics.

37. The abovementioned movement of employment was disclosed according to the Monthly Labor Survey. This survey, however, shows the employment trend in specified establishments abstracted as a sampling and does not reflect the balance between the numbers of employed persons in new establishments and in discontinued establishments or the difference between increase and decrease in employment caused by the extension and reduction of the size of establishments. Therefore, if taking into consideration the factor of the rise in employment caused by an increase of new establishments, it could be said that there was an increase in employment in the second half of the year under review.
38. This trend was clearly noted also in the changes of the number of employed persons on the basis of the Labor Force Survey. With regard to the changes of the number of employed persons in non-agriculture and non-forestry according to the survey, while the number of employees in commerce, services and others showed an increase of 310,000 in the first half of the year under review as compared with the same period of the preceding year, in the second half it increased to 1,160,000 and above all in the manufacturing the number of employees showed a decrease of about 120,000 in the first half of the year, but an increase of about 320,000 in the second half.
39. Moreover, according to the Monthly Labor Survey, there was a marked increase in regular employment when the period of new entry into employment set in 1956. The rate of employment increase in March and April 1956 was 3.5 per cent in the total number of industries surveyed and 4.8 per cent in the manufacturing respectively, both showing an increase by 2.2-2.3 times those of the same period of the preceding year. In addition, according to the Labor Force Survey, the number of employees in non-agriculture and non-forestry on an average of four months from January to April 1956 showed an increase of 1,300,000 over the total of the same period of the preceding year.

IMPROVEMENT IN LABOR MARKET AND DECLINE IN UNEMPLOYMENT

40. The above was the gist of employment in establishments covered by the Monthly Labor Survey and the movement mentioned above could be seen also in the situation of job orders and job applications registered at PESO or in the business statistics of the unemployment insurance.

Namely, with reference to the situation of job orders and job applications for regular and casual workers registered at PESO in 1955, while there was an increase of about 10 per cent on a yearly average as compared with 1954 in the number of job applications (active), there was an increase of only 1.5 per cent in the number of job orders and the employment ratio of 1955 was 12.4 per cent as against 12.5 of 1954.

41. But as regards the yearly movement of employment, while the number of job orders in 1954 showed a considerably high level until April, a period of new entry into employment, but a marked decline after the period, in April 1955 it was at a lower level than the same period of the preceding year but the decline of it after the period was not so sharp as was seen in the same period of the preceding year. As a result in the number of job orders in 1955 there was a decline of about 5 per cent in the first half of the year but a marked increase of about 12 per cent in the second half as compared with the preceding year.
42. On the other hand, with reference to the movement of the number of job applicants, while it was at the level of 1,100,000 every month in 1954, it was higher than this in the first half of 1955, but after June or July it showed a decline every month with the result that, while there was an increase of more than 20 per cent on an average in the first half of the year as compared with the same period of the preceding year, in the second half there was conversely a decline of 0.4 per cent.
43. With regard to the number of day laborers in civil employment, while in the first half of the year under review it was a little less than the same period of the preceding year, in the second half there was an increase of about 25 per cent on an average as compared with the same period of the preceding year and above all an increase of nearly 70 per cent was made in December. As compared with the preceding year in the yearly total classified by industry, there was a marked increase in every industry including an increase of about 200 per cent in the banking and insurance industry and of about 60 per cent in the wholesale and retail trades, reflecting signs of activity in the demand for day laborers.
44. The abovementioned trends could be seen in the results of the business statistics on the unemployment insurance of the Employment Security Bureau, Ministry of Labor and the conditions of readjustment of enterprises. Namely, although the actual number of recipients for benefits of

unemployment insurance on a yearly average was almost at the same level of the preceding year, according to the yearly movement it got to the largest in March and after that it went on decreasing. The number of recipients for the benefits of the unemployment insurance who got paid for the first time was a little more in the first half of the year under review than the same period of the preceding year, but in the second half it showed a marked decline of about 27 per cent as compared with the same period of the preceding year. Next, both the number of establishments which carried out readjustment of enterprises and the number of dismissed persons as the result of readjustment showed a decline of 10 to 15 per cent in the yearly total as compared with the preceding year.

Moreover the actual number of recipients for the benefits of the unemployment insurance showed a seasonal increase towards 1956 as seasonal laborers left their jobs, but it was fairly less as compared with the same period of the preceding year and for example in March 1956 there was a decrease of 27 per cent as compared with the same period of 1955.

45. The number of totally unemployed persons on the basis of the Labor Force Survey showed a declining trend. Namely, it was 390,000 in January 1954, 710,000 in August and more than 600,000 in November-December, but in 1955 it was 840,000 in March, the highest for the year, and 570,000 in November-December. Towards 1956, in spite of the increase in employment in the period of new entry into employment and the increase in job orders in labor market in general, the number of totally unemployed persons reached 1,060,000 in March, the highest ever recorded, owing to full activity for job seeking developed by school-leavers and women who had been in non-labor force but began to desire to enter employment, but in April it came back to nearly the same level maintained in the same period of 1955.

INCREASE IN LABOR FORCE AND PROBLEMS INVOLVED IN THE STRUCTURE OF GAINFULLY OCCUPIED PERSONS

46. As abovementioned since the second half of 1955, with the favorable turn of the Japan's economy, demand for labor force by industry increased bringing about a rise in employment, relations between demand and supply in the labor market were eased and the number of the unemployed showed a tendency to decline. But relations between demand and supply for labor force on the whole during the year under review

were not well improved, because there was an increase in the supply of labor force owing to annual increase of 1,360,000 in production age population on the one hand and to a considerable number of female labor force grown out of non-labor force on the other and the number of totally unemployed persons on the yearly average was well above that of 1954.

47. Namely, there was an increase of 1,020,000 (yearly average) in the Japanese total population this year and its increasing rate (natural increasing rate was 11.8 per mill in 1954 and 11.6 per mill in 1955) was continuously on the decrease. On the other hand the production age population (persons aged 14 years and over) showed an increase of about 1,360,000, a little above the 1954 level and it was estimated that a considerable number of women among the non-labor force turned into the labor force. As the result, while there was a decline of 140,000 in the non-working population as compared with 1954, there was an increase of 1,460,000 in the working population which was twice 680,000, increased number of 1954.

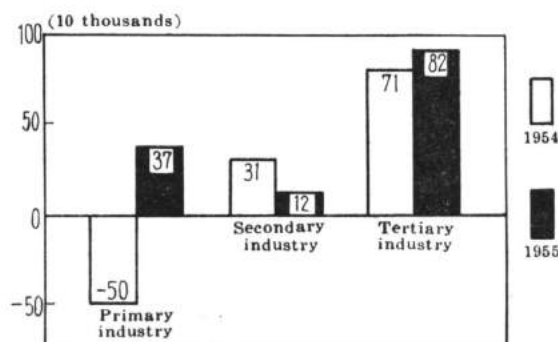
48. With reference to the distribution of this increased working population on a yearly average according to the Labor Force Survey, around 390,000 found employment in agriculture, around 950,000 in non-agriculture and around 100,000 were totally unemployed persons.

49. As to those employed persons classified by industry, in agriculture and forestry most of them (350,000) were those working 19 hours or less a week and the majority of them (330,000) were family workers. The number of those working 35 hours or more a week rather declined as compared with the preceding year. Namely, in agriculture and forestry owing to a rich harvest only the auxiliary work increased centering around family workers caused by the increase in agricultural work load and it seemed that the number of those who followed an occupation in agriculture and forestry did not increase.

50. But on the other hand in non-agriculture and non-forestry, while there was a marked increase of 370,000 (570,000 in 1954) in distributive trades such as wholesale, retail, banking and real estate trades, of 500,000 (60,000 in 1954) in the service industries, there was an increase of only 160,000 (260,000 in 1954) in the manufacturing industry and 70,000 in the transport, communication and other public utilities. There was an in-

crease of 120,000 in the building and construction industry caused by the increase in the number of day laborers employed in the unemployment relief works, but in the mining there was a decline of 90,000 conversely. With reference to the secondary industry and tertiary industry, the former showed an increase of 2.0 per cent over 1954 and the latter 6.7 per cent. The increasing rate was very high in the tertiary industry.

Chart 3: Comparison of Increase or Decrease in No. of Gainfully Occupied Persons by Industry



Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office.

51. As regards the increase according to the employment status, in 1955 as abovementioned there was an increase of around 740,000 in persons employed by others and around 160,000 in self-employed persons centering upon the increase shown in the second half of the year under review. About one half of the increased employees (390,000) were women and almost all the increased self-employed persons were also women engaging in home work and having no employees. Moreover about 20 per cent of the increased employees were day laborers and about 30 per cent of 740,000, increased number of employees, were those who were working 34 hours or less a week.

52. As abovementioned, those who found employment in non-agriculture and non-forestry showed a marked increase in number, but the quality of increase could not always be called healthy as it involved many problems.

As to the movement of the number of underemployed persons who desired to find employment but not seeking it among non-working popu-

lation and those who were working 34 hours or less but desiring to have an additional employment, there was an increase on the yearly average of about 20 per cent in the former and about 25 per cent in the latter and nearly the same rate of increase was seen even in the average of the second half of the year under review.

53. In the labor market of day laborers who found it difficult to seek employment, in spite of the fact that there was a marked increase in job orders given out by private circles mainly in the second half of the year under review as mentioned above and that there was also an increase of about 20 per cent in job orders given out by governmental and public works in general including an increase of 70 per cent in public works and of 16 per cent in unemployment relief works, the increase in job orders did not come up with the increase in job applications. As the result, although unemployment rate was improved from 16.9 per cent in the first half of the year to 16.0 in the second half, it was still unfavorable in the second half as compared with the same period of the preceding year.

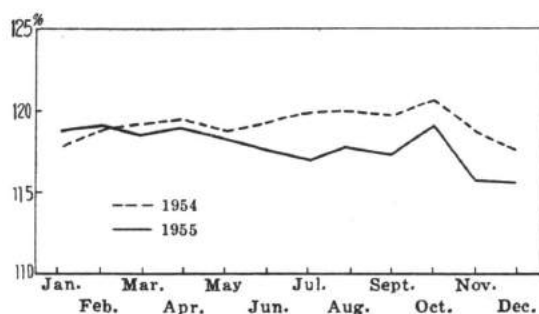
Chapter III

Wages and Other Working Conditions and Worker's Life

RISE IN REAL WAGES AND BETTERMENT OF HOUSEHOLD ECONOMY

54. As mentioned above, toward the latter half of 1955 employment turned somewhat to an increasing tendency from steadiness and wages of workers showed a slight increase from May or June with increased payment caused by the rise in production, increase in overtime work, increased payment of year-end allowances resulted from favorable management of enterprises, and so forth in addition to the wage increase at regular intervals. There was a considerable betterment in workers' real wages and consumption level of their households since the latter half of the year under review.
55. With reference to the average monthly cash earnings per worker in all the industries surveyed according to the Monthly Labor Survey, there was an increase of 5.8 per cent over 1954 and this rate of increase was a little lower as compared with 6.9 per cent of 1954, but while in the first

Chart 4: Trend of Consumer Price Indices (All Cities)
(1951=100)



Source: Statistics Bureau, Prime Minister's Office.

Chart 5: Trend of Contracted Cash Earnings (Mfg.)
(1951=100)

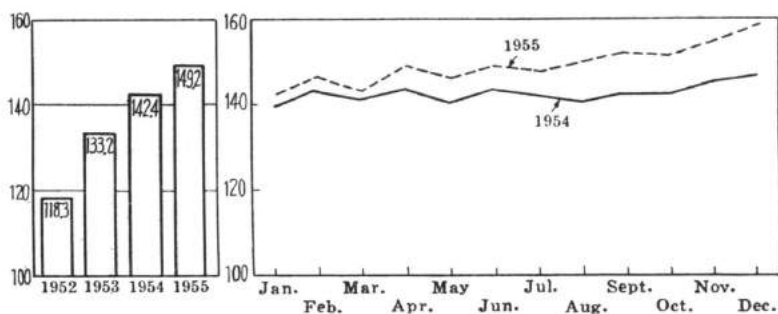
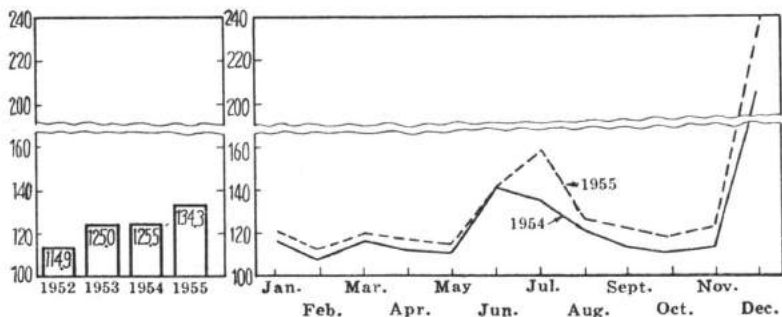


Chart 6: Trend of Real Wages (All Industries Surveyed)
(1951=100)



half of 1955 it was about 3 per cent (9 per cent in the same period of 1954), in the second half it was about 8 per cent (5 per cent in the same period of 1954). Next, with reference to contracted cash earnings, while there was an increase of 3.4 per cent from December 1953 to December 1954, an increase of 7.2 per cent was made from December 1954 to December 1955, showing that the rise in production gradually brought about the increase in wages.

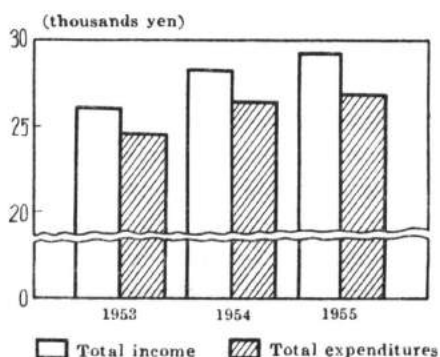
56. As for the movement of earned income of the head of a worker's family in 28 cities throughout the country according to the Family Income and Expenditure Survey (F.I.E.S.) made by the Statistics Bureau, Prime Minister's Office, while there was an increase of only 2 per cent on an average from January to June 1955 over the same period of 1954, an increase of 6.5 per cent was made in July-September and in October-December the rate was 7.3 per cent. Owing to the fall of the consumer price caused by (1) an increase in the shipment of agricultural products including green vegetables and fishery products, (2) a fall of black-market price of rice due to the rich harvest, (3) stabilization of prices of textile goods and other consumption goods, and so forth, there was an increase on the yearly average of 7 per cent (10 per cent on an average in the second half of the year) in the real wage index in all the industries covered by the Monthly Labor Survey and of 6 per cent (8 per cent on an average in the second half) in the earned income of the head of a worker's family in the city respectively over 1954.

57. With reference to wages in arrears which remained unsettled according to the survey made by the Labor Standards Bureau, Ministry of Labor, the number of cases of them was still at a high level (an increase of 8 per cent at the end of December), reflecting the difficulties experienced by small and medium-sized enterprises, but amount of them reached a peak in June, after the month it decreased gradually and there was a decline of about 20 per cent in December as compared with the same month of 1954.

58. Household economy of the worker's family was generally improved because of a little reduction of the earned income tax as a result of the revision to the Income Tax Law made in July in addition to the increased income and the fall of the consumer price as abovementioned, and while there was a rise of 5 per cent (a decline of 0.4 per cent in 1954) in the real family budget index or consumption level as compared with 1954,

the black-ink figure according to the balance between total income and total expenditures (percentage to total income) increased from 6.6 per cent of 1954 to 8.2 of 1955. Above all as regards the balance between earned income and real expenditures, the rate of black figure in 1955 was 5.7 per cent against 2.5 in 1954 and there was an increase in the amount of a deposit or a premium as savings out of this black balance.

Chart 7: Trend of Total Income and Total Expenditures
(Workers' Families in All Cities)



59. With reference to the increasing rate of consumption level by item, every item on the yearly average showed almost the same rate as compared with 1954, and after July or August expenditures increased for clothing, furniture and utensils and sundry expenses. As to the consumption of food, while there was not much increase in the case of staple food, consumption showed a rise in non-staple food including beverages, confectionery and fruits, flesh and meat, and eggs.

As for the percentage of the amount of expenditures on food in consumption (Engel's Coefficient), in spite of the rise in the consumption of food, there was a decline in the percentage on the yearly average from 45.5 per cent in 1954 to 44.5 in 1955, and on the other hand the percentage of sundry expenses and housing expense showed an increase respectively of 32.2 and 6.1 per cent in 1955 against 31.1 and 5.5 in 1954.

60. As abovementioned from the second half of the year under review workers' living conditions were again improved owing to the increase in wage income due to the rise in production and the fall in the consumer price due to the decline in prices of agricultural products. At the same time we should not lose sight of the fact that the betterment was produced

without bringing about unfavorable balance of international payments and recession of operation of enterprises contrary to the case we met with in 1952-53.

61. Namely, in 1955 there was a rise in wages and at the same time there was a considerable increase in labor productivity. With reference to labor productivity index of the manufacturing industry calculated from the employment index of the Monthly Labor Survey and the production index prepared by the Economic Planning Board, it showed an increase of about 10 per cent on the yearly average in 1955 over 1954 (an increase of 4 per cent) and in the second half in 1955 there was an increase of 15 per cent in it as compared with the same period of 1954. As a result in the management respect in enterprises, in spite of the fact that the wholesale prices on the yearly average fell by 2 per cent due to the increase in volume shipped, the amount sold showed a considerable increase over the preceding year, but on the contrary there was a little decline in the percentage which wages made of the total of production cost.
62. With reference to the results of business operations of enterprises (all industries surveyed) at the time of the settlement in April-September (the first half of 1955) according to the "Analytical Survey on Management of Japanese Key Enterprises" prepared by the Bank of Japan, while there was an increase of about 8 per cent in the net amount sold as compared with the preceding period (October-March), the labor cost comprised in the manufacturing cost showed only a slight increase of 2 per cent. As the result there was an increase of nearly 15 per cent in profit and the foundation of enterprises became solid. As regards the percentage which the labor cost made of the manufacturing cost, it was on the decrease from 13.7 per cent in the first half of 1954 and 13.6 in the second half of the same year to 12.9 in the first half of 1955 and it was gradually getting near 12.5 in the second half of 1955.
63. After all in 1955 the Japanese economy, standing on the basis of two pillars of the increase in exports and the record-breaking rich harvest of agricultural products, expanded its foundation, improved the balance of international payments very much and brought about betterment in the results of business operations of enterprises under the stabilization of prices and at the same time made it possible to raise the wages and living conditions of workers to some extent.

FLUCTUATION OF WAGE DIFFERENTIALS

64. Although wages and living conditions of workers showed an improving tendency on the background of a favorable change in the national economy, the fact never to be forgotten is that such indexes indicated the average of the whole. There was a great inequality in their movement when classified by industry, scale of enterprise, and category of workers. Especially during the year under review the balance between supply and demand of labor force, as mentioned already, was not much improved on the whole and underemployment seemed to have increased more than that in the preceding year. In consequence the disparity in the conditions between workers employed in prosperous industries and workers who were unemployed or partially employed will leave behind as an important problem in future.
65. According to the movement of wages (total amount paid in cash) classified by industry, the highest increasing rate on the yearly average was occupied by the mining industry (an increase of 7.6 per cent) which in 1954 was very low under the influence of strikes, next came the construction (7.4 per cent) and the finance and insurance (6.6 per cent), while the wholesale and retail (2.5 per cent) and the manufacturing (5.0 per cent) showed lower rates.
66. The more detailed classification of the movement of wages indicated that the manufacturing industry with especially high increasing rates included chemicals, furniture and fixtures, lumber and wood products, paper and allied products, printing and publishing, fabricated metal products, and others the output of which increased because of the increase of export, the improvement of domestic demand, and the betterment of management condition, or the wage-increasing-rates of which were relatively low in 1954 but recovered in 1955; and that the low-increasing-rate industry contained petroleum and coal, stone, clay and glass products, tobacco, and others the wage-increasing-rates of which were remarkably high in 1954 and machinery, leather and leather products, rubber products, and "miscellaneous" the conditions of which were not favorable in 1955.
67. In comparing the contracted cash earnings from October to December, both in 1955 and in 1954, however, the higher increasing rate was seen in the transport equipment, precision machine, electrical machine, and

others the output of which went up because of the increase in export, investment in equipment and the overtime work and in the petroleum, coal and chemicals the business conditions of which were continually better than in the previous year. On the contrary, the manufacturing industry in which the increasing rates were low contained the apparel and other finished products, rubber products, stone, clay and glass products, textile products, tobacco, and so forth.

68. The movement of wages classified by scale of establishments in the manufacturing industry showed in the former half of the year under review the tendency held over from the previous year. The wage differentials between medium-scale establishments (with 100-499 employees) and large-scale establishments (500 or more employees) increased, while the differentials between the former and small-scale establishments (30-99) employees) decreased. In the latter half of the year under review, however, the general prosperity of large-scale establishments gave rise to larger differentials. As regards contracted cash earning, taking Oct.-Dec. 1954 as 100, the establishments employing 500 or more workers showed 111.9 in the corresponding period of 1955, while those with 100 to 499 indicated 108.6 and those employing 30 to 99 represented 106.0.

69. This tendency was particularly notable in special cash payment. The yearly total amount of special cash payment per capita in the manufacturing industry indicated that, taking large-scale establishments with 500 or more workers as 100, the amount paid in medium scale establishments and small-scale ones decreased from 65.1 in 1954 to 60.9 in 1955 and from 30.8 in 1954 to 29.3 in 1955 respectively.

70. In addition, the disparity in the increasing rate of wages among industries showed in 1955 also the decreasing tendency carried over from 1953 and 1954. This, however, does not mean any decrease in wage differentials among establishments, but indicates that such a big economic change as was seen from 1951 to 1953 did not take place during the year under review and that the structures of wages and prices were more stabilized. The distribution of classified average wages obtained from calculating the average wages (contracted cash earnings) in September 1954 and 1955 on the basis of the Monthly Labor Survey clarifies that it was more expanded in 1955 than in 1954. In 1955, contrary to the previous year, the wages of the establishment taking the place of a lower quarter of the said distribution were almost steady, while the

average wages of the establishment locating in a higher quarter of the distribution increased by 4 per cent.

71. As the abovementioned movement clarified the wage differentials classified by industry and scale of establishment on the basis of the Monthly Labor Survey, mention will be made as to the changes in the wage differentials classified by sex, age, type of employee, and so forth. Survey items on the Monthly Labor Survey were revised in May 1955 and the Prevailing Wages Survey available did not cover the same establishments as the former. These items therefore may better serve us in grasping the general tendency than in making a precise comparison.
72. First, the comparison of the wage increasing rate by sex in the manufacturing industry points out that in the latter half of the year 1955 men exceeded women slightly. This tendency was seen both in regular laborers and in staff employees, and was especially remarkable for special cash payment made in summer and at year-end.
73. Next, the movement of average wages by type of employee indicated that the increasing rate of staff employees exceeded that of regular laborers. This tendency was remarkable for the increasing rate of earned income of the head of a worker's family as shown in the F.I.E.S., that is, the disparity in net earnings between both households widened from 100 to 72.0 in 1954 to 100 to 71.1 in 1955.
74. According to the prevailing wages survey made in April 1955 also, wages of managerial and clerical employees showed a relatively higher increasing rate (an increase by 7 to 5 per cent) but the increasing rate of regular laborers was low (4 to 2 per cent).
75. In addition, the wage differentials by age, education, length of service, and so forth which had shown a widening tendency from 1948 did not indicate any notable change so far as the prevailing wages survey made in April in 1954 and 1955 was concerned. From the view-point of individual industries, however, wage differentials by age seemed to increase slightly but continuously, for instance, the wage increasing rate of those 30 years old was highest.
76. The disparity in wages between regular laborers and casual and day laborers also showed an increasing tendency. In comparing the increas-

ing rate of daily amount of a regular laborer's wages with that of a casual laborer, the former increased by 5 per cent from 1954 to 1955, while the latter remained stationary or was on the slight decrease.

77. As mentioned already, the wage differentials followed a widening tendency during the year under review. From the viewpoint of workers' living conditions, however, low-income class whose Engel's Coefficient was high were favorably influenced because of the fact that the price of food went down remarkably (by 3 per cent on a yearly average) and that the prices of living necessities did not go up. The comparison of living conditions between lower and higher income classes also clarified that in 1955 there was not such a wide disparity as was seen in 1954 in the improvement of domestic economy and of the consumption level.

78. As regards the constituent ratio of wages, similar tendency as seen in the previous year continued during the year under review, showing an increase in the ratio of basic wages and a decrease in the special allowance to cover the deficit in the worker's livelihood. In addition, miscellaneous special allowances tended to decrease as an aftermath of simplification of wage structure.

WORKING HOURS AND INDUSTRIAL ACCIDENTS

79. Finally, we will make a brief observation on working hours and industrial accidents.

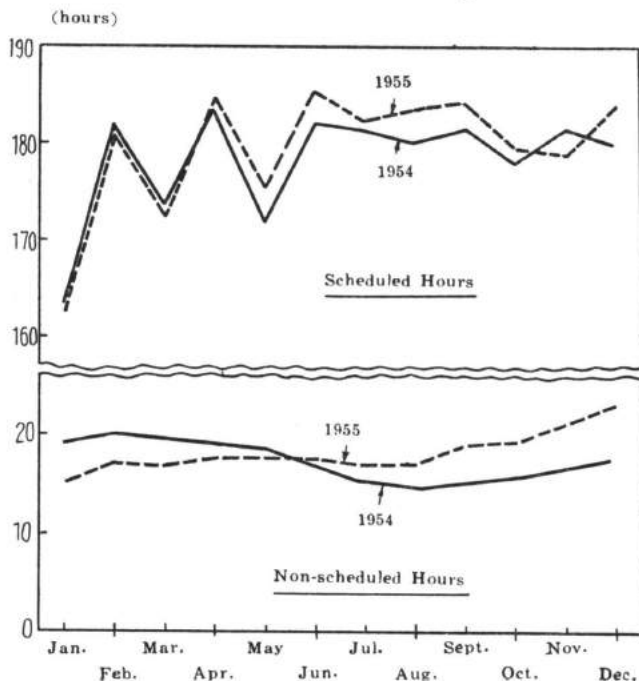
According to the Monthly Labor Survey which covered the establishments employing 30 workers or more, notable change was not seen in working hours both in all industries covered and in the manufacturing. While in 1954, however, a slightly decreasing tendency was seen as compared with previous years, in 1955 an increasing tendency became somewhat apparent again.

80. This slight increase in yearly average working hours was caused by the increase of working hours in the latter half of the year. The working hours of all industries and the manufacturing in the former half of 1955 decreased by 0.6 per cent and 0.9 per cent respectively as compared with the corresponding period of the previous year, but those in the latter half increased by 1.3 per cent and 1.6 per cent respectively. This remarkable increase resulted possibly from the fact the economic condition in the

latter half of 1955 was very active and that the working hours in the latter half of 1954 decreased under the influence of the deflationary policy.

81. This increasing tendency seen in the latter half of the year was caused by the increase in overtime work. Working hours in the manufacturing industry being divided into the scheduled and non-scheduled hours, the former did not show any great change and continued a slight increasing tendency (by 0.3 per cent in the former half and by 0.2 per cent in the latter half as compared with the corresponding periods of the previous year). But the latter showed such a marked change as a decrease by 11.4 per cent in the former half and an increase by 17.3 per cent in the latter half. In addition, as regards the disparity in working hours classified by scale of establishment, it turned out that the working hours in large-scale establishments increased remarkably in the latter half of the year, but those in establishments with 100 to 499 employees decreased from 105.3 hours to 104.6 (establishment with 500 or more workers=100 hours) and those in establishments employing 30 to 99 workers remained stationary.

Chart 8: Trend of Monthly Hours Worked per Regular Worker in Manufacturing



82. Classified by industry, the working hours increased in nearly all industries, excluding public utility enterprises such as transportation and communication, and especially remarkable was the increase in the mining, wholesale and retail. In every industry, however, a common tendency was seen of working hours remaining stationary or decreasing in the former half of the year and increasing in the latter half. As classified by medium groups in the manufacturing industry, those which showed a remarkable increase on the yearly average included apparel and other finished products, furniture and fixtures, transport equipment, and so forth. If the said increase is observed from the viewpoint of non-scheduled hours which showed a remarkable increase in the latter half of the year, those which increased by about 40 per cent contained apparel and other finished products, and leather and leather products, and those which increased by 20 to 30 per cent included electrical machinery, transport equipment, precision machines, and so forth.

83. The frequency rate and severity rate of industrial accidents in 1955 showed generally a decreasing tendency as compared with the previous year. However, it should be noted that the severity rate in mining went up because of the increase in serious accidents such as death and permanent disability, that the frequency rate in the transportation, communication, and other public utility enterprises which had been on the decrease went up in the latter half of the year, and that the frequency of accidents in the construction industry which had continued an increasing tendency until 1954 began to decrease owing to the reduction of work.

Chapter IV

Movement of Industrial Relations

YEARLY DEVELOPMENT OF INDUSTRIAL RELATIONS

84. Finally, we will take a bird-eye view of the movement of industrial relations during the year under review, taking into consideration the abovementioned development of labor economy. Generally speaking, the industrial relations in 1955 were in peace and quiet. Although the number of workers who participated in industrial disputes increased, the disputes themselves were settled in a short period and working days lost showed the minimum in the post-war years.

85. In the first quarter of the year, the Sohyo (General Council of Trade Unions of Japan) concentrating its effort on the general election held in March decided the policy to propel a wage-increasing struggle, especially an active movement united through all industries. However, the first attack of 8 national unions including the coal, private railways, synthetic chemistry, paper manufacturing, electricity, electric machine, metal, and chemistry failed to realize the anticipated result, except that miners and synthetic chemical workers walked out. The strikes in the coal and private railways were settled at the end of March and at the beginning of April respectively. The following second and third attacks did not develop to resort to force.

86. The amount of increased wages demanded by unions in the said struggles was generally moderate influenced by the depression held over from the previous year, and the most of wages increased also amounted to a small sum including periodical wage increase.

The demand for summer allowances made from May to July did not develop into disputes with a few exceptions. The contents of terms settled also were similar to those in the previous year, although some differentials existed among industries.

87. The Japan Federation of Employers' Associations decided in 1955 the fundamental policy that employers, in view of the national and international situations, should develop their activities not only in the field of industrial relations but also in politics, education and idea. Against the abovementioned struggles in spring, the Federation asserted that the increase of wages should be kept under strict self-control and the strength to win an international competition should be stored up by decreasing the cost of production, and that the profits due to promotion of productivity should be used to increase the capital and also be divided among consumers.

88. In the Sixth General Meeting of the Sohyo held at the end of July, the "Movement against Hatoyama Cabinet" was discussed and Mr. Akira Iwai (National Railways Workers Union) was elected secretary-general in place of Mr. Minoru Takano (National Federation of Metal Industry Workers Unions). As the main items for struggle for 1955 decided were (1) an increase of wages, (2) full employment, (3) prevention of industrial accidents and occupational diseases and extension of social insurance, (4) defending the fundamental right of workers and miscellane-

ous rights guaranteed by the Constitution, (5) security of peace and independence, (6) strengthening the political activities, and (7) protection of education and culture. In addition, the meeting confirmed the policy to carry out a united wage-increasing struggle of government employees and private workers in spring 1956.

89. The Second General Meeting of the Zenro-kaigi (Congress of Trade Unions of Japan) held at that time of the year confirmed the fundamental policy to carry out economic struggles based upon the current conditions of national economy and, taking into account labor productivity, capacity of enterprise, and cost of living, decided to draw up a general far-reaching program for economic independence. They gave their approval to the movement of promotion of productivity upon condition that it should not be used as a means of intensification of labor or discharge.

90. The wage-increase struggles in autumn were centred on the industries of iron and steel, transportation, shipbuilding and textile. As to iron and steel, the workers for the first time went on strike four times during September. Textile workers also walked out at the national level for 20 days from the end of October to the beginning of November. Shipbuilding workers partially walked out. The dispute in transportation was settled without resorting to force. In addition, the rates of wages increased were low as in spring (by 3-8 per cent in iron and steel, about 5 per cent in shipbuilding, and some 3 per cent in textile and transportation.)

91. The year-end struggle carried out by government employees and private industry workers jointly did not develop for the worse because their demand was centred on lump sum payment, and was settled in a relatively short period as compared with the previous year. The increased amount agreed to, however, was comparatively higher than the previous year influenced by the improvement of business management, and its payment also made a few weeks earlier.

92. Other notable points during the year under review were that: (1) severe and long-term disputes did not take place frequently as before, (2) the rate of increased wages settled was generally low, although iron and steel, shipbuilding, cotton-spinning and so forth in which wages had not been raised in 1954 realized those demands in 1955, and this fact was considered to have not a little effect upon the struggle to be carried out

in next spring, (3) the Sohyo did not take an attitude to break down the Hatoyama Cabinet and the opinion about the movement of promotion of productivity was split among it, (4) the Sohyo made a great effort to propel the movement for security of peace, and (5) the number of disputes in the medium and small scale enterprises increased and workers in smaller enterprises were organized positively.

ORGANIZATION OF TRADE UNIONS

93. As regards the movement of the organization of trade unions, both unions and membership continued an increasing tendency in number held over since 1952. That is, the numbers of unions and union members as of the end of June 1955 were approximately 32,000 unions and 6,190,000 members which showed an increase by 556 unions and 200,000 members as compared with the corresponding period of the previous year. This increase of union members exceeded that of 140,000 of the previous year.

94. Although the number of organized workers in the mining decreased by 27,000 because of discharge in medium and small scale coal mines, the industrial classification of said increase indicates that in the construction 35,000 workers were newly organized and in the manufacturing also organized workers increased by 19,000 owing to the increase in the organization of workers in smaller scale establishments. The manufacturing industry the union membership of which increased included metal products, electric machinery, printing and publication, apparel and other finished products, textiles, and precision machine, while organized workers in chemicals and machinery decreased considerably. In addition, notable was an increase by 70,000 in transportation, communication and other public utility enterprises and by 10,000 to 20,000 in wholesale and retail, finance and insurance, services and so forth respectively.

95. As regards the movement of trade union organization as observed from the scale of union, the majority of the said increase was occupied by the unions with 100 to 499 membership. However, the number of union members showed a decreasing tendency in bigger unions with more than 5,000 membership but an increasing tendency in medium scale unions with 100 to 1,000 membership.

96. In relation to the establishment and dissolution of unions during 1955, newly formed unions totalled 3,763, showing an increase by about 700 over the previous year, and dissolved unions amounted to 3,600, exceeding those of the previous year by some 1,000. As regards the reason why unions were dissolved, however, first came the change of organization followed by the suspension and abolition of smaller scale establishments employing less than 100 workers.

97. As to the movement of the federation of unions during the year under review, three unions of the Alcohol Monopoly Agency, Special Procurement Agency, and Mint Agency joined the Sohyo, and Tohoku Electric Industrial Workers Union affiliated with the Zenro-kaigi. While, however, two spinning workers unions withdrew from the national federation of the fibre industry workers unions which affiliated with the Zenro-kaigi, big three automobile manufacturing workers unions including Nissan, Toyota, and Isuzu showed the sign to form a new organization.

The comparison of membership in June both in 1954 and 1955 indicates that the Sohyo and Zenro-kaigi increased the membership by 90,000 and 30,000 respectively, the Sanbetsu (Congress of Industrial Unions of Japan) and New Sambetsu showed a slight increase, and in other national unions which did not join the above federations the membership increased by about 25,000.

98. As to trade agreements, the percentage of conclusion of them increased from 60.7 in June 1954 to 64.9 in April 1955. In consequence, the percentage of membership covered by trade agreements to the total number of union members qualified to conclude agreements went up from 73.7 in 1954 to 78.2 in 1955. This increasing tendency was held over continually from 1951.

In addition, the organization of the bodies for negotiation between labor and management showed considerable change in 1955 as compared with the previous year. While the number of bodies concerning working conditions decreased, that of those concerning grievance machinery and production increased remarkably.

TRENDS OF LABOR DISPUTES

99. As the Japanese economy showed a relatively stable development during the year under review, labor disputes also did not become very

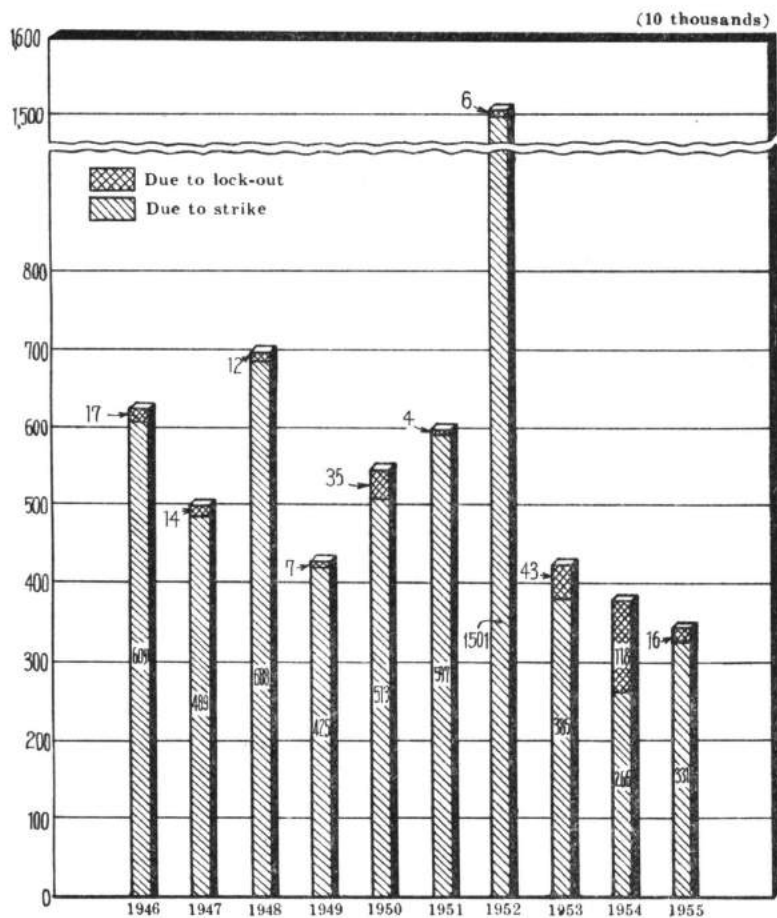
serious. However, the number of disputes in large scale enterprises in which provisional payment of allowances had been demanded increased through the influence of the economic betterment in the latter half of the year. In the medium and small scale enterprises, also, the disputes in opposition to discharge, reduction of wages, and delay of payment took place very frequently, and the highest record was made in the number of disputes and in the number of participants since 1948.

100. The total number of disputes in 1955 was 1,301 involving 3,680,000 workers which showed an increase by 106 disputes and 1,140,000 workers over the previous year. The number of disputes accompanied by work stoppage and the number of workers who participated therein also exceeded those in the previous year by 12 cases and 100,000 workers. The working days lost, however, amounted to 3,470,000 days (3,840,000 days in 1954), the minimum in the post-war years, because disputes were generally settled in a short period. The more particular classification of the working days lost indicates that while those due to strike increased remarkably, those due to lock-out which had occupied about one-third of the total number of them in the previous year went down to about one-tenth of the total.

101. As regards the number of participants in the disputes leading to stoppage of work and working days lost classified by industry, in the former a decrease was seen in transportation, communication, and other public utility enterprises, wholesale and retail, services, and so forth and an increase was seen in the manufacturing and mining and in the latter an increase was made in cotton spinning and iron and steel manufacturing, and a decrease was made in others, especially in transportation, communication, and other public utility enterprises.

102. In relation to the occurrence of labor disputes classified by the number of workers involved the rate of disputes in which relatively few workers (1-99) participated increased from 48 per cent in 1954 to 51 per cent in 1955, while the rate of disputes with more than 100 participants decreased as compared with the previous year. A similar tendency was seen as to the disputes accompanied by disputes tactics. While the disputes with less than 100 participants increased from 341 to 395, those with 100 to 499 participants decreased from 236 to 206, and those with more than 500 remained stationary (191 to 194).

Chart 9: Trend of Mandays Lost in Postwar Years



Source: Statistics of Labor Disputes, Ministry of Labor.

103. According to the classification of the disputes by demand items, in the former half of the year the rate of negative demands such as objection to discharge, cut-down of wages, and delay of payment was higher, but in the latter half the rate of positive demands increased. Especially the demands for provisional allowances in the latter half showed an increase by almost 4 times as many as those in the former half of the year. Although the total number of demands for increased wages in 1955 decreased by 35 per cent as compared with the previous year, that of the demands for provisional allowances increased by approximately 20 per cent and showed the postwar highest figure next to that in 1948.

104. Finally, the classification of disputes by duration indicates that the disputes were generally settled in a short period. That is, the rate of disputes settled within 10 days went up from 44.7 per cent in 1954 to 51.3 per cent in 1955, and those settled within a period of 31 to 100 days went down to about the half of those in 1954. However, the disputes which lasted more than 100 days showed a considerable increase. Judging from the remarkable decrease in the number of participants per case of dispute in such long-term disputes, it may be inferred that disputes very difficult to settle took place in medium and small scale enterprises in addition to the increase in partial strikes.

PART II

LABOR ADMINISTRATION

Chapter I

Outlines of Labor Administration

FUNDAMENTAL POLICY OF LABOR ADMINISTRATION

1. After the resignation en bloc of the Yoshida Cabinet on 7 December 1954, the Hatoyama Cabinet came into being based on the Democratic Party. The Diet was dissolved, the general election took place on 27 February 1955 and the second Hatoyama Cabinet was formed at the end of March. The new Administration made its start by formulating a provisional budget for the fiscal 1955 and declared its administrative policy at the 22nd extraordinary session of the Diet. In October the unification of the Social Party was realized, while in November the Liberal-Democratic Party was organized. Thus, the two political parties were pitted against each other and under the circumstances the third Hatoyama Cabinet was born. In the meantime, our national economy in which a deflationary trend was becoming more significant than in the previous year enjoyed prosperity owing to favorable conditions of overseas markets and a record-breaking heavy crop of rice.
2. With such political and economic developments in the background, some new trends were seen in the basic policy of labor administration. Namely, during the year under review the portfolio of the Ministry of Labor was held in turn by Saburo Chiba, Takao Nishida and Tadao Kuraishi all of whom laid emphasis on (1) the need for the solution of labor problems to be studied from the viewpoint of our national economy, (2) the need for improved industrial relations, particularly for cooperation in production as against the postwar trend of antagonism between workers and employers, and (3) the need for the adoption of a positive policy which would accelerate employment rather than resorting to a temporary anti-unemployment policy. These emphases reflected the Cabinet's basic policy of full employment and economic independence to be positively attained through coordinated economic policy, while the principle of free economy should be maintained all the while.
3. From this viewpoint measures were taken to promote and substantiate effective cooperation between workers and employers by establishing on the one hand a round-table conference in central and prefectural governments and by encouraging conclusion of labor agreements on the other. Also in view of the contribution of increased productivity to higher living

standards and to higher levels of employment through cost reduction in industries and higher levels of national income, encouragement was given for trade unions to participate in the campaign in which willing cooperation was offered from the Japan Federation of Trade Unions (So-domei).

4. As regards medium and small scale enterprises where industrial relations are relatively underdeveloped, concentrated efforts were put forth to foster sound industrial relations and to give guidance for adequate personnel management. The establishment of the labor consultant office for medium and small scale enterprises particularly contributed to the prevention or prompt settlement of labor disputes of various types.
5. As regards the protection of workers, it should be noted that legislative measures were taken for the protection against and guidance for silicosis, the enactment of which had been a problem pending for several years.
6. With a view to improving matters concerning unemployment countermeasures and to securing closer contact with Ministries concerned for the attainment of higher levels of employment, the Unemployment Countermeasures Division was established on 1 August for the purpose under the Employment Security Bureau of the Ministry of Labor. Namely, the government which had been particularly interested in establishing a co-ordinated economic program set down the targets viz. the attainment of economic independence and full employment, and greatest efforts were exerted in order to solve the problem of employment. The Ministry of Labor took part in drawing up the Co-ordinated Economic Program centering around the Unemployment Countermeasures Division. The Cabinet understanding was obtained on 18 January and after full deliberation the Cabinet formally approved it as the Five-Year Economic Program.
7. As regards employment security of the year under review, emphasis was put on co-ordinated administration of it with a view to improving the matters concerning unemployment countermeasures. Namely, stress was laid on co-ordinated administration of a wide range of public works and projects undertaken through financial investment and finance, in addition to relief work projects, and on the introduction of a special relief work project with a view to securing its constructive results. In addition, budgetary adjustment was made with a view to promoting efficiency in the employment security service, while partial revision was made to the Unemployment Insurance Law for its rational administration. In addition

to the Public Vocational Training Centers and Public Vocational Training Centers for the Handicapped already in existence, a number of General Vocational Training Centers were established financed by the Unemployment Insurance Special Account. Particular attention should be called to the establishment of specified Public Vocational Training Centers for housewives and widows with a view to giving them training for side jobs and for domestic services.

8. As regards the international labor relations, particular attention should be called to the fact that the International Labor Organization established the Branch Office in Tokyo on 8 December 1955.

Japan has been lending her active collaboration to the Organization, since she was re-admitted as a member state of the ILO in November 1951, through ratifying the International Labor Conventions, acting as host to the Asian Regional Conference in 1953 and at the same time sending delegates to the Conference, Regional Conference, Industrial Committees, and other various meetings. In May 1954 Japan was nominated as one of the ten countries of chief industrial importance and secured once again a position as permanent member of the Governing Body, a seat which she had occupied from 1919 to 1938.

In such circumstances, establishment of the ILO Branch Office in Tokyo may be an indication of further progress in international labor relations.

EMPHASIS OF LABOR ADMINISTRATION

Worker-Employer Cooperation

9. It goes without saying that the attainment of independence of our national economy calls for increased productivity, but that stabilized industrial relations and effective worker-employer cooperation are essential factors as a premise. Mr. Nishida, ex-Minister of Labor made a statement at the session of Standing Committee for Labor of the National Diet held on 25 March and pointed out the need for improved industrial relations to be attained. He laid stress on the need for the basic attitude in which rational solution of problem should be made between workers and employers without resorting to disputes all the year round. He further emphasized the need for their willing cooperation in the attainment of increased productivity. Mr. Kuraishi, Minister of Labor, pointed out on many occasions emphasizing that attention should be called to a premise that industrial

relations should be based not on conflicting but on common interests in broader view.

10. In compliance with the government policy calling for worker-employer cooperation, the Ministry of Labor called a national meeting of the Chief of Prefectural Labor Policy Sections on 15 June. At the meeting the following directions were given with a view to gradual adoption of the system of worker-employer cooperation; 1) that the competent Section should take the initiative to establish a separate or joint round-table conference, and 2) that proper guidance should be given for adoption and adequate administration of the system in labor agreements. With a view to promoting cooperation, the Ministry of Labor took the initiative in holding round-table conferences with employers and workers respectively of the steel and iron and coal mining industries.
11. The results of worker-employer cooperation were expected to affect the productivity drive in a great degree. The targets of the drive were the reduction of cost, low prices and increased income of workers which would lead in the final analysis to increases in exports and in national income, higher living standards and increased employment. Without workers' cooperation this drive which was particularly important to our country could not be a success as was expected.
12. As regards the drive in Japan, the Japan Productivity Center was established in March 1955 and the Government took steps to provide financial assistance to it and to obtain effective services from the U.S. Government.
13. In view of the need for the willing cooperation on the part of workers and employers for the success of the drive, the Ministry of Labor, jointly with the Ministry of International Trade and Industry, issued on 15 June a circular to prefectural governments in order to secure the cooperation. However, the General Council of Trade Unions of Japan (So-hyo) was in strong opposition to the drive because, according to the Council, it had a close connection with the U.S. Mutual Security Agency's aid, while on the other hand the Japan Federation of Trade Unions (So-domei) formally joined in the drive on 16 September after exchanging a confirmation with the Center.

14. In addition, the Ministry of Labor continued to exert its efforts through emphasis laid on the worker-employer cooperation in administration of workers' welfare and education.

Medium and Small Scale Enterprises

15. During the year under review in medium and small scale enterprises enterprise readjustment and personnel cut were still in progress despite the favorable turn due to full penetration of the deflationary policy, while the number of labor disputes was on the gradual increase due to the progress made in union organization. This resulted in labor unrest prevailing among the enterprises, some of which collapsed under the weight of labor disputes. In view of the situation, the Ministry of Labor established a number of labor consultant offices for medium and small scale enterprises throughout the country with a view to giving adequate guidance in personnel management laying stress on industrial relations.

Establishment of Labor Consultant Office.

16. The Labor Consultant Office was established in the Prefectural Labor Policy Office on the basis of the Vice-Minister of Labor circular dated 7 October 1955 with a view to giving advice to workers and employers concerned with respect to labor problems in general and, where necessary, making contact with the agencies concerned. The matters for giving advice are spread all over the varied problems in industrial relations, and so the Consultants are selected not only from among the staff in charge of labor policy, but also from among the staff responsible for labor standards inspection, employment security service and those of the Women and Minors Office. Particular attention has been paid to operational activity of the Consultant Office with a view to maintaining closer contact with the labor administration organs and prefectural labor relations commissions.

Guidance for Personnel Management.

17. A frequent occurrence of labor disputes in medium and small scale enterprises in recent years could be attributed to the unfavorable economic situation, but at the same time there were not a few instances in which strained labor relations, particularly feudalistic personnel management made it more difficult to solve problems. In view of the situation, the

Ministry of Labor took steps with a view to developing an enlightenment campaign through organizing institutes, study groups or distributing pamphlets and thus a particular stress in workers' education was laid on encouraging modernized industrial relations.

*Enactment of Special Protective Legislation against Silicosis and
Other Occupational Diseases*

Development.

18. The Labor Standards Law and the Workmen's Accident Compensation Insurance Law provide for prevention and compensation of diseases contracted in a job. Of all the diseases covered by the Laws there had existed problems to be settled with regard to prevention and medical treatment of silicosis. Studies on silicosis in Japan had been continued since the 1800's, but it was in 1930 that silicosis was recognized as one of the occupational diseases.
19. Silicosis is a pathological condition of the lungs due to inhalation of silicon dioxide, and silicosis is produced in many industries and occupations which are always associated with exposure to the inhalation of silica dust with or without admixture of other dusts. Examples of these industries and occupations are: mining, sandblasting of metal and other articles, certain processes carried out in metal foundries, and the manufacture of certain articles of pottery and of abrasive powders containing silica. Under certain conditions the development of silicosis may be very rapid leading to disability or death of the worker affected.
20. Traumatic spinal impediments are also occupational diseases arising out of and in the course of employment and often resulting in permanent partial incapacity as in the case of silicosis.
21. As regards the former type of these occupational diseases, no small concern has been shown since the immediate postwar period—i.e. the National Conference for the Rehabilitation of Metal Mines submitted to the National Diet its Recommendations concerning Prevention of Silicosis in April 1948.
22. In response to the Recommendations travelling clinics organized by the Ministry of Labor made since 1948 medical examination of approxi-

mately 70,000 workers employed not only in metal mines, but also in industries in which workers were likely to contract silicosis. The Outlines on the Prevention of Silicosis and Health Supervision of Workers were prepared for administrative guidance. In the meanwhile a hospital was established in Tochigi prefecture for workers affected by silicosis with a laboratory attached thereto. Furthermore, with a view to taking proper action, the Silicosis Prevention Council was established in 1949 with a membership selected from among workers, employers, men of knowledge and experience and the administrative staff concerned.

23. The Subcommittee on Prevention of Silicosis was established in the Standing Committee for Labor of the House of Councilors in February 1951. In August 1953 the Bill on Prevention of Silicosis was presented to the House of Councilors by members of the Socialist Party as a result of powerful action taken by trade unions particularly by the All Japan Federation of Metal Miners' Unions. In 1955 the government draft which had been in preparation since then was referred to the Silicosis Prevention Council and the Social Security Council for deliberation, presented to the 22nd session of the Diet on 23 May and approved on 27 July after partial amendments.

Outlines of the Special Law concerning Silicosis and Traumatic Spinal Impediment.

24. By this Law are covered those workers regularly employed in work in which the risk of exposure to silica dust is great. As an initial protective action to be taken after the enforcement of the Law, it is provided that the national government shall carry out diagnoses on silicosis with a view to grasping correct conditions of symptoms and making adequate compensation therefor. An amendment was made to the Law later on and under the revised provision the employer of an establishment in which the risk of exposure to silica dust is great must give workers concerned medical examination once in three years in addition to an initial medical examination.

25. As regards the result of the medical examination concerning silicosis, the employer concerned must submit informational data to the Chief of Prefectural Labor Standards Office. The assessment of symptoms of silicosis can be determined basing either on the diagnosis which the medical expert in the prefecture made or on the investigation into the case. The

rigid official procedures are so taken in determination of disability and assessment of the degree of disability due to silicosis that a recommendation may be made of removal of the worker from dusty occupations, and the affected worker may become entitled to payment of removal benefit, medical benefit and absence benefit.

26. It is provided that the Chief of Prefectural Labor Standards Office is empowered to give his recommendation as to removal from dusty occupations of the worker of the third degree of disability or of the second degree of disability in rapidly developing silicosis. Removal of the worker from occupations in which the risk of exposure to silica dust is great is a precautionary measure which will contribute to check or slacken further development of the disease to the extent in which too small development is shown for the worker to need medical treatment. The worker who has agreed to removal in compliance with the recommendation given him is paid as removal benefit the amount equivalent to a remuneration for the 30-day period of his average wages. As regards the worker who has unwillingly separated from his occupation, proper governmental measures are taken for his placement, vocational training for employment and for establishing facilities as of protected workshops, etc.
27. Under the provisions of the Workmen's Accident Compensation Insurance Law the worker of the fourth degree of disability due to silicosis has been entitled to the compensation for incapacity for work and medical compensation for the 3-year period borne by the employer in full, while this Law prescribes that the worker concerned should be entitled to the benefit for incapacity for work for two more years borne by the Government. Also as regards the worker whose disability has been due to traumatic spinal impediments, he is entitled to the benefit for incapacity for work for two more years after compensation for a lump sum payment as prescribed under the Labor Standards Law.
28. As regards the expenses for medical benefit and benefit for incapacity for work, one half is borne by the Government and the other half by the employer. The Government is responsible for collection of expenses borne by the employer as in the case of the contribution in the Workmen's Accident Compensation Insurance scheme.
29. With a view to satisfactory enforcement of this Law it is provided that medical experts should be assigned to each prefecture, while the Silicosis

Council be newly organized in the Ministry of Labor in place of the one which had already existed.

30. Further, the benefit for incapacity for work, medical benefit and others for which attachment is prohibited are tax free with a view to protecting the worker's livelihood. For further protection the worker may file a complaint, if any, in connection with the benefits.

Unemployment Countermeasures

Government Policy on Unemployment Countermeasures.

31. The trait of unemployment in 1955 may be briefly put as follows:—
A favorable turn of our economy was rapidly produced by the effects of the deflationary policy. This favorable turn brought forth as a result a notable decrease in the number of dismissed workers due to enterprise readjustment, combined with some improvement in the balance of job orders and job applications. However, no significant increase in the employment volume could be seen, while unemployment which had been created during the two years in the past was by no means absorbed, and the labor market condition for day laborers was particularly deplorable.
32. Under these conditions of employment and unemployment, to cope with the ever increasing working population, the Government, feeling it necessary to carry out an integrated and comprehensive economic policy in dealing with employment problems, drew up as abovementioned the five-year plan of economic self-support aiming at the so-called "full employment". It was a noticeable tendency for the year under review that the Government, thinking it unsatisfactory to rely on the stopgap measure it had taken as action against unemployment, decided to relieve the unemployed persons by positively absorbing them into the building and construction industry. For example, Mr. Nishida, ex-Labor Minister, explained as follows in the Standing Committee of Social Welfare and Labor of the House of Representatives on March 25, 1955.
- "I think it necessary as a future problem to carry out the unemployment relief work which is well-coordinated with the public works in compliance with the long-term economic plan and innovate and strengthen the action against unemployment. I think it also necessary to grasp first of all the actual situation of the unemployed accurately in order to carry out the unemployment relief work effectively. Hitherto

the countermeasures against unemployment have often been taken relying only upon the number of the unemployed, but they differ from one another in skill, technics and others and if you absorb them into the relief work indiscriminately, you can not expect an effective operation of the work.

Therefore in carrying out the action against unemployment, the Government will assume full responsibility for the budgetary questions of the relief work and operate productive and constructive projects for a fairly long period as relief work, after examining a policy to adopt so that the employment situation may continue as a whole".

33. Next Mr. Kuraishi, present Labor Minister, revealed his fundamental policy for unemployment as follows in his inaugural address in the Standing Committee of Social Welfare and Labor of the House of Representatives on December 8, 1955.

"With reference to employment in our country, as the balance between the population and employment is in a very serious condition and moreover we have felt a great pressure of ever increasing working population for the past four or five years, I know it is very difficult to improve the employment situation in the country. The dullness that hung over the market in recent years is passing and if the Japan's economy can be expanded by carrying out planned operations of it for a few years from now, I think a fair expansion of employment can be expected with the improvement of living standard in general. But with reference to those who become unemployed during the period of transition, the Government will make efforts to rationalize labor market, raise employment percentage and relieve the unemployed by expanding public works and unemployment relief work."

Action against Unemployment in the Coal Mining Industry.

34. Manpower surplus in the coal mining industry was reduced to a considerable extent with the enforcement of the so-called Dodge Plan in 1949 and the personnel slash was discontinued by the boom connected with the Korean war. But after that to cope with a sharp competition in the fuel market at home and abroad, bigger coal mines began to slash personnel again on a wide scale side by side with the rationalization of mining including sinking a shaft and made efforts to reduce personnel expenses by following a policy not to fill vacancies.

35. On the other hand in small and medium-sized coal mines also readjustment of enterprises was carried out with the penetration of economic retrenchment policy employed since 1954. Thus the total number of coal mine workers which was 379,000 in January 1953 declined to 291,000 at the end of 1954. Under these circumstances the Government presented "Bill of Temporary Measures for the Rationalization of the Coal Mining Industry" to the Diet in order to rationalize the industry and purchase inferior coal mines by the Government. As the result it was earnestly requested by employers and workers concerned that satisfactory counter-measures against unemployment should be taken to relieve those dismissed workers in rationalized coal mines.

36. The Government attached importance to the problems of unemployment in coal mines already since the latter half of 1954 and put into operation various countermeasures for unemployment including emergency relief work projects in coal mining regions in North Kyushu, Hokkaido and others. On May 24 in the year under review the Government decided in the Cabinet meeting to enforce the "Action against Unemployment caused by the Rationalization of the Coal Mining Industry" as follows:—

(i) With the enforcement of the "Law concerning the Temporary Measures for the Rationalization of the Coal Mining Industry", it is foreseen that many workers will be dismissed for five years from now. To cope with the situation the Government should take the following measures:

a) To carry out in coal mining regions various constructive works including river improvement work, road improvement projects, water supply work, construction of railways and other improvement works and absorb the dismissed workers into these works as many as possible;

b) To absorb the dismissed workers into the projects of housing construction and electric power source development and give vocational training for employment to them when necessary;

c) To foster and promote those industries including the salt-making which are appropriate to absorb the dismissed workers.

(ii) The Government should take financing measures necessary for giving effect to the abovementioned measures.

(iii) In addition to the measures mentioned above, emphasis should be focussed on carrying out restoration works for damage by mining and unemployment relief work in coal mining regions and carefully-thought-out plans to absorb the unemployed should be adopted.

Action against Unemployment for Workers employed in the U.S. Garrison Forces in Japan.

37. With the gradual increase of the size of self-defence forces in our country and the relaxation of the international tension, there has been a gradual decline in the U.S. Garrison Forces and the U.N. Forces stationed in Japan and as the result the workers employed in these Forces were obliged to be dismissed. Namely in the U.S. Forces owing to the cut-down of their budget for military personnel, at the end of 1954 about 4,000 Japanese workers were dismissed in Chitose region in Hokkaido and after that 3,000 Japanese workers were dismissed in and around the city of Kure with the withdrawal of the British Commonwealth Forces. Consequently measures to be taken for these dismissed workers became the object of public attention.
38. On the other hand in those industries which enjoyed a large demand of the special procurement in connection with the Korean war, there was a gradual decline in work load. In May 1955 there was a sweeping dismissal of 3,700 employees in Oppama and Tsurumi plants of the Fuji Automobile Manufacturing Company in Kanagawa prefecture and personnel slash was carried out in succession in the industrial branches of vehicle repairing for the special procurement, powder manufacturing for arms, etc.
39. To cope with the situation the Ministry of Labor in August 1955 issued a notification concerning "Countermeasures against the Mass Dismissal of Workers employed in the U.S. Garrison Forces in Japan" to prefectures, asked the U.S. Forces in the country to make a gradual decrease in personnel cut and give a previous notice of dismissal and made efforts to strengthen the measures for transferring dismissed workers and placement activities for them. Especially in dealing with the personnel cut carried out by the Fuji Automobile Manufacturing Company as above-mentioned, the Government established the headquarters to deal with the matter in Kanagawa Prefecture on July 2, conducted job order cultivation in Keihin region with the cooperation of employers' and workers' organizations there and the chiefs of the Labor Section in the neighbouring prefectures, took a step to give assistance to the dismissed who desired to become self-employed and transferred them to the plants which were following the same line of business, producing satisfactory results in

connection with employment of those who were dismissed by the Company.

40. The Government, considering it necessary to establish a close contact among Ministries concerned to cope with these situations, established a "Liaison Council of Countermeasures for Special Procurement Demands" on the understanding of the Cabinet meeting on August 5 in order to deliberate on matters concerning the steps to be taken for dismissed workers employed in the U.S. Garrison Forces and the methods to meet special procurement demands in a close contact among Ministries concerned.

41. As the result the ways were decided to improve the methods how to fill the special procurement demands and relieve the unemployment prevailing in Kure region and it was also decided to carry out construction works including emergency sand-arrestation work and road improvement project which were to be subsidized on a large scale by the National Treasury. In addition, the Council examined the steps to take every time when unemployment arose in the U.S. Garrison Forces stationed in various parts of the country.

Outlines of Action against Unemployment in 1955.

42. The economic and financial retrenchment policy adopted since autumn 1953 brought about a serious trend of deflation throughout 1954, giving rise to social problems including a large amount of unemployment and many cases of wages in arrears.

43. To cope with the seriousness of unemployment the Government decided in the Cabinet meeting in August 1954 the "Policy to Strengthen Steps to Absorb the Unemployed by Operating Public Works and Others". In October 1954 as unemployment grew high in the coal mining industry in North Kyushu, the Government put into operation restoration works for damages by mining by advancing the date of commencement of them and at the end of that year in the supplementary budget the road improvement project belonging to the five-year plan was regarded as one of the emergency unemployment countermeasures projects to absorb the unemployed. It was clearly decided that steps should be taken to operate a riparian work in the coal mining regions of North Kyushu and Joban and a water-supply work in various cities and these projects were put

into operation extensively since the beginning of 1955. With reference to unemployment countermeasures projects, 850 million yen was supplemented in the supplementary budget of 1955 to absorb on a daily average 188,000 unemployed persons into the projects in January to March 1955 instead of 163,000 in the original budget and a construction work was carried out as an action against unemployment by increasing the unit prices in the budget and the percentages of the subsidy.

44. In 1955 in the provisional budget for April-May, for action against unemployment 2,150 million yen was appropriated aiming at absorbing on a daily average 190,000 unemployed persons into the unemployment relief projects and the provisional budget for June for the relief projects was 1,276 million yen with 190,000 persons daily. In addition, a special unemployment countermeasures project with an estimate of 349 million yen was carried out in order to expect a constructive effect of the relief works. Further, the emergency unemployment countermeasures projects which had been put into operation continuously from the preceding fiscal year came to an end with the provisional budget for April-May and after that emphasis was put on the special unemployment countermeasures projects as abovementioned.

45. In the 1955 fiscal year budget which was given the Diet's final approval on July 1, 13,330 million yen was appropriated to the subsidy for the expenses of the general unemployment countermeasures projects with a daily average of 190,000 unemployed persons to be absorbed into the projects, which was an increase of 20,000 as compared with the preceding fiscal year. In addition, 3,490 million yen was newly appropriated to the subsidy for the expenses of the special unemployment countermeasures projects with a daily average of 30,000 unemployed persons to be absorbed into the projects. Moreover an increase was made in the budget for the restoration work for damages by mining and the water supply work which were regarded as most effective among relief works in the preceding fiscal year.

46. In the Ministry of Labor the Unemployment Countermeasures Division with Planning and Operation Sections under it was established in August with the aim of carrying out the countermeasures more effectively and efforts were made to establish a close contact between the central and local agencies concerned to carry out an effective execution of the budget.

Employment Countermeasures for Women

47. After the war the number of women in workplaces has been increasing year after year and women workers are playing an important part in every workplace. The number of women, however, who are seeking jobs is also increasing. It is necessary to give special consideration, besides general employment countermeasures, to household women who want to engage in home work and to widows who must work for their families' living. Under these circumstances, it may be a step forward in the administration for women that in the 1955 fiscal year budget a subsidy was appropriated for the establishment of the public vocational training centers for domestic service and for side work at home, through the efforts of the Women's and Minors' Bureau, Labor Ministry, in concert with the Employment Security Bureau of the Ministry. The operation of these facilities is conducted by the prefectural government with a subsidy of the National Treasury of one-third of their operating expenses as in the case of the general public vocational training center.
48. The public vocational training center for domestic service aims at giving training mainly to widows so that they may be able and reliable house-keepers and may find employment easily in meeting the demands of general households.
49. Preparations to establish such a center are being made in Tokyo Metropolis and, on the proposal of the Women's and Minors' Problems Council which had been deliberating on the countermeasures for employment of widows and others, it was decided that the period of training should be two months, trades in which training was to be given should be organized according to the unit credit system, training should be given centering upon practical exercise and that a day nursery should be attached to the center, with due regard to the specific conditions of widows and requirements of households. It is expected throughout the nation that the center will make a good start.
50. Next the public vocational training center for side work at home had already been established in Osaka, Fukuoka and Kanagawa prefectures and in 1956 it is to be established in Tokyo and Aichi prefectures.
51. People in general are paying increasing attention to side work at home in view of a serious situation of economy at present. According to the

survey made by the Women's and Minors' Bureau in 1954 on side work at home in Tokyo Metropolis, about 10 per cent of the total number of households were engaged in side work at home throughout the Metropolis. It was also revealed by the survey that many disputes arose including those of non-payment of wages for side work at home, those who wanted to find side jobs at home had no connections to do so, and that it was necessary to acquire technique of and skill in side jobs to do at home. Under these circumstances of side work at home, the training center aims at giving assistance to widows, housewives, physically disabled persons, aged persons and others who find it difficult to work outside the home in relation to counselling on side jobs at home, giving help to find jobs, settling grievances, making investigation on side work, providing information on it, giving technique of it, giving itinerant guidance for it and others, thus making efficient use of manpower to bring about economic stabilization of the nation. It is worthy of note that the center will play a part of an overall center on side work at home, not only rendering service directly to those who want to do side work at home but also maintaining contact with already existing facilities of employment and vocational aid centers along the lines of side work at home.

Establishment of the Round-Table Conference of Labor Problems

52. The third Hatoyama Cabinet was formed on November 23 and Mr. Kuraishi, newly appointed Labor Minister, thought it necessary to develop a full understanding of the people in general in establishing and promoting the labor policy and framed a plan to establish a round-table conference composed of representatives of the management, labor and public interest in order to listen to the opinions on important matters concerning the labor policy freely expressed by the members of the conference.

53. The Cabinet meeting decided to establish such a conference on December 27 as follows.

"With the execution of the economic self-support five-year plan aiming at attaining self-supporting economy and full employment, it is necessary to establish and promote the labor policy having understanding and cooperation of the majority of the people from the viewpoint of the national economy, and with this purpose in view a round-table conference

on labor problems shall be established in the Ministry of Labor based on the following purport:

(i) The Conference shall have members not exceeding thirty in number and they shall be commissioned by the Labor Minister from among those who have knowledge and opinion on the national economy and labor problems;

(ii) The Conference shall provide advice and suggestions as requested in addition to deliberating or talking on basic matters concerning labor problems and may make a recommendation to the Government in case of need;

(iii) The Conference may request the persons concerned when necessary to express their views.

The personnel of the administrative agency concerned may express their opinions with the consent of the Conference."

54. The members of the Conference were as follows:—

Mr. F. Ikematsu	Chief Editorial Writer of the Mainichi.
Mr. H. Inaba	Director, National Economy Research Ass.
Mr. R. Kobama	Member of the National Public Safety Commission.
Mr. K. Karashima	Commentator.
Mr. T. Ishii	Professor of Tokyo University.
Mr. K. Imai	Chairman, Public Corporation and National Enterprise Arbitration Commission.
Mr. K. Fujibayashi	Professor of Keio University.
Mr. Y. Hara	President, Japan Gunpowder Manufacturing Co.
Mr. M. Matsuda	Managing Director, Japan Federation of Employers' Ass.
Mr. K. Mogi	Executive Director, Noda Soy Manufacturing Co.
Mr. M. Kishi	Representative Director, Japan Management Ass.
Mr. K. Oota	Chairman, National Federation of Synthetic Chemical Industry W.U.
Mr. S. Koga	General Secretary, Japan Federation of Trade Unions.
Mr. A. Iwai	Chief of Executive Office, General Council of Trade Unions of Japan.
Mr. M. Takita	Chairman, Japan Trade Union Congress.
Mr. T. Fujita	Chairman, General Council of Trade Unions of Japan.

Mr. S. Yokokawa	Chairman, All-Japan Communication Employees' Union.
Mr. K. Nagano	Ex-chairman, National Federation of Lawyers' Ass.
Mr. Y. Nishijima	Assistant-Chief Editorial Writer of the Asahi.
Mr. N. Noda	Professor of Seikei University.
Mr. T. Maeda	Chairman, Japan Scholarship Society.
Mr. K. Matsuo	Associate Editor of the Yomiuri.
Miss T. Fujita	Head of Women's Problems Research Institute.
Mr. S. Ootagaki	President, Kansai Electric Power Co.
Mr. T. Sakurada	President, Nisshin Textile Co.
Mr. K. Aoki	President, Shinagawa White Brick Mfg. Co.
Mr. M. Hayakawa	Managing Director, Japan Coal Mining Industry Employers' Ass.
Mr. H. Wada	Chief Secretary, Japan Trade Union Congress.
Mr. E. Ochiai	Chief Secretary, Congress of Industrial Unions of Japan.

Chapter II

Organization of Labor Administration

OUTLINES

55. The organization of the Ministry of Labor and the scope and power of administrative affairs of it are provided for in the Ministry of Labor Establishment Law and the details of its organization are concretely provided for in the Ministry of Labor Organization Order and Ministry of Labor Organization Rules. As labor administration organizations, there are the labor policy organization, labor standards organization, women's and minors' organization, employment security organization and labor statistics and research organization.
56. As the labor policy administrative organization, there are the Labor Policy Bureau in the Ministry proper, Prefectural Labor Division (Labor Section) in each prefecture and Labor Policy Office which is the first-line agency of the prefectural government. As external organs of the Ministry proper, there are the Central Labor Relations Commission, Public Corporation and National Enterprise Arbitration Commission and Public

Corporation and National Enterprise Mediation Commission. In each prefecture there is the Prefectural Labor Relations Commission.

57. As the labor standards administrative organization, there are the Labor Standards Bureau in the Ministry proper, Prefectural Labor Standards Office in each prefecture which is under the direct control of the Ministry and Labor Standards Inspection Office which is the first-line organ of the latter.

58. As the women's and minors' administrative organization, there are the Women's and Minors' Bureau in the Ministry proper and Prefectural Women's and Minors' Office in each prefecture which is a local agency under the direct control of the Ministry.

59. As the employment security administrative organization, there are the Employment Security Bureau in the Ministry proper, Prefectural Labor Division (Employment Security Section, Unemployment Insurance Section, etc.) in each prefecture and the Public Employment Security Office which is the first-line local agency under the direct control of the Ministry.

60. As regards the legislation under the jurisdiction of the Ministry of Labor, namely, concerning the labor policy administration, there are the Trade Union Law, Labor Relations Adjustment Law, Public Corporation and National Enterprise Labor Relations Law, Local Public Enterprise Labor Relations Law, Labor Bank Law, Law concerning Control of Methods of Acts of Dispute in Electric Enterprise and Coal Mining Industry etc., concerning the labor standards administration, there are the Labor Standards Law, Workmen's Accident Compensation Insurance Law, Special Law concerning Silicosis and Traumatic Spinal Impediment, etc. and concerning employment security administration, there are the Employment Security Law, Unemployment Insurance Law, Emergency Unemployment Countermeasures Law, etc. (See attached Chart of Labor Administrative Organization).

61. Two large reforms were carried out in the labor administrative organization in 1955. One was the establishment of the Unemployment Countermeasures Division under the Employment Security Bureau and the other was an increase in business relating to the enforcement of the Special Law on Silicosis and Others in the Labor Standards Bureau.

62. To cope with the unemployment situation at that time and to carry out overall and effective measures against unemployment, the Unemployment Countermeasures Division was established in accordance with the "Law for Partial Amendment to the Ministry of Labor Establishment Law and Other Laws" (Law No. 50, July 4, 1955) and started functioning on August 1 of the year under review with a new division chief and 10 regular staff-members increased.
63. To give special protection to those workers who were suffering from silicosis and traumatic spinal impediment, the "Special Law concerning Silicosis and Traumatic Spinal Impediment (Law No. 91, July 29, 1955)" was enacted and matters concerning the enforcement of the Law was to be under the jurisdiction of the Labor Standards Bureau, Prefectural Labor Standards Office and Labor Standards Inspection Office. The Silicosis Prevention Council, one of the auxiliary organs of the Ministry proper was to be abolished and the Silicosis Council was to be established newly.
64. With a total amount of 80,451,000 yen appropriated in the budget as the yearly expenses for the enforcement and with the fixed number of staff-members including physicians for silicosis appointed, the Law came into force as from September 1, 1955.

LABOR POLICY ADMINISTRATIVE ORGANIZATION

65. As the labor policy administrative organization, there are the Labor Policy Bureau in the Ministry proper, Prefectural Labor Division (Labor Section) in each prefecture and Labor Policy Office which is the first-line agency in the prefectural government. As external organs of the Ministry proper, there are the Central Labor Relations Commission, Public Corporation and National Enterprise Arbitration Commission and Public Corporation and National Enterprise Mediation Commission. In each prefecture there is the Prefectural Labor Relations Commission.

Labor Policy Bureau

66. The Labor Policy Bureau is subdivided into four sections of labor policy, labor legislation, trade union, and labor education, and has 73 persons as its fixed number. It takes charge of the affairs mentioned below:
- (1) The administration of the Trade Union Law and the Labor Relations

Adjustment Law, excluding the matters in charge of Labor Relations Commission;

(2) To perform the affairs placed under the powers of the Minister of Labor and the Ministry of Labor, in accordance with the Public Corporation and National Enterprise Labor Relations Law and the Local Public Enterprises Labor Relations Law;

(3) Enlightenment and publicity concerning the trade union and labor relations adjustment;

(4) To permit and supervise the projects of the Labor Bank and its federation in accordance with the Labor Bank Law; and

(5) The affairs concerning trade unions, other organizations relating to labor, and labor relations adjustment.

Prefectural Labor Division and Labor Policy Offices

67. The Labor Policy Section which takes charge of the affairs relating labor policy in Prefectural Labor Division is under the jurisdiction of the prefectural government and its officials belong to the local autonomy. That is to say, local affairs relating to labor policy belong to the services of the local public body proper. As the first-line agency of it 244 Labor Policy Offices are established throughout the country as of November 1955.

Labor Relations Commissions

68. The Central Labor Relations Commission as an external organ of the Ministry of Labor and the Prefectural Labor Relations Commission in each prefecture established in accordance with the Trade Union Law, and its Enforcement Ordinance, the Labor Relations Adjustment Law and its Enforcement Ordinance, and so forth deal with the matters concerning conciliation, mediation and arbitration of labor disputes, examination of unfair labor practices, examination of qualifications for the trade union, and so forth.

69. The Central Labor Relations Commission is composed of 21 members: 7 members representing workers, 7 members representing employers, and 7 members representing the public interest. The Minister of Labor appoints the employer members in accordance with the recommendations of employers' organizations, the labor members with the recommendations of

trade unions, and the public members with the agreement of the employer members and the labor members. The Central Labor Relations Commission is a special independent administrative commission the authority of which is exercised not subject to the direct supervision of the Minister of Labor. For the purpose of adjusting the matters dealt with by the Commission, the Executive Office is established in it which is subdivided into 7 sections of Document, General Affairs, 1st Examination, 2nd Examination, 1st Adjustment, 2nd Adjustment, and 3rd Adjustment. The staff totals 85 persons including the Director of the Executive Office.

70. The organization and management of the Prefectural Labor Relations Commission which belongs to the prefectural government is the same as that of the Central Labor Relations Commission. The members of the Prefectural Labor Relations Commission whose number varies with prefectures have the status of special public servant appointed by the governor concerned.
71. A line between the jurisdiction of the Central Labor Relations Commission and the Prefectural Labor Relations Commission is drawn under the provisions of the Enforcement Ordinances of the Trade Union Law and the Labor Relations Adjustment Law. In adjusting labor disputes, for example, the case which concerns only one prefecture is dealt with by the Prefectural Labor Relations Commission concerned, while the case which covers two or more prefectures, the case which is considered important from a national viewpoint or the case to which a decision of emergency adjustment has been given comes under the jurisdiction of the Central Labor Relations Commission.
72. In general, any organizational connection does not exist between the Central Labor Relations Commission and the Prefectural Labor Relations Commission, and cases may be dealt with independently. As regards the procedures for dealing with cases, however, the rules in common are laid down by the Central Labor Relations Commission.

Public Corporation and National Enterprise Arbitration Commission

73. The labor relations of the employees in 3 public corporations of the Japanese National Railways, Nippon Telegraph and Telephone Public Corporation, and Japan Monopoly Public Corporation and in five national

enterprises including postal services, administration of state-owned forests and public lands, mintage, and alcohol monopoly are laid down under the Public Corporation and National Enterprise Labor Relations Law. The Arbitration Commission is the body to give judgement about unfair labor practices as well as final arbitration to the disputes in the said corporations and national enterprises.

74. The Arbitration Commission is composed of 3 commissioners whose term of office is three years. The Prime Minister appoints as commissioners the persons selected by the selection committee composed of members representing the labor and management of the public corporation and national enterprise from among those recommended by the chairman of the Public Corporation and National Enterprise Central Mediation Commission.

75. The Arbitration Commission has the Executive Office which includes General Affairs Section, 1st Arbitration Section (pertaining to 3 public corporations), 2nd Arbitration Section (pertaining to 5 national enterprises), and Examination Section (pertaining to unfair labor practices) and a staff of 19 persons (the Director of Executive Office inclusive) is assigned thereto.

Public Corporation and National Enterprise Mediation Commissions

76. As the body to make conciliation and mediation of the disputes which take place in the public corporation and national enterprise, the Public Corporation and National Enterprise Mediation Commissions are created, one central commission and nine local commissions throughout the country. The Mediation Commission is composed of 9 members equally divided into 3 members representing the public corporation and national enterprise, the employees thereof, and public interest respectively. These Commissions have the Executive Offices respectively. The Executive Office of the Central Mediation Commission, to which 27 persons are assigned, is broken down into 4 sections of General Affairs, 1st Adjustment, 2nd Adjustment, and 3rd Adjustment. The Executive Office of the Local Mediation Commission is broken down into General Affairs Section, 1st Adjustment Section and 2nd Adjustment Section, and the persons engaged therein totals 87.

LABOR STANDARDS ADMINISTRATIVE ORGANIZATION

77. As the labor standards administrative organization, there are the Labor Standards Bureau in the Ministry proper, Prefectural Labor Standards Office in each prefecture which is under the direct control of the Ministry and Labor Standards Inspection Office which is the first-line organ of the latter. Particular attention should be called to the Labor Standards Inspection Office which has been dealing since 1 September 1955 with the matters relative to the enforcement of the Special Law concerning Silicosis and Traumatic Spinal Impediment. In addition, the Industrial Safety Institute and the Training Institute of Labor Standards Inspectors are attached to the Ministry of Labor proper. As auxiliary organs there are the Central Wage Council, Council for Status of Labor Standards Inspectors, Workmen's Accident Compensation Insurance Council, Specific Technicians Qualification Examination Council, and Silicosis Council in the Ministry proper and the Local Wage Council, Workmen's Accident Compensation Appeal Committee, Prefectural Labor Standards Council, and Workmen's Accident Compensation Insurance Appeal Committee in the prefecture.

Labor Standards Bureau

78. The Labor Standards Bureau takes charge of the affairs concerning the following:

- (1) Wages, working hours and rest;
- (2) Industrial safety, excepting the affairs concerning maintenance of safety in mines;
- (3) Industrial health, excepting ventilation in pits and rescue work in the event of accidents in the mines;
- (4) Workmen's accident compensation;
- (5) Workmen's accident compensation insurance;
- (6) (a) Workmen's accident compensation Insurance special account;
(b) To decide symptoms of silicosis;
(c) Benefits concerning silicosis and traumatic spinal impediment complaint;
- (7) Promoting labor efficiency;
- (8) Facilitating the welfare of workers;
- (9) Supervision relating to the working conditions and labor protection in the factories, mines and other workinfi places;
- (10) Management and supervision of the Industrial Safety Institute and the Training Institute of Labor Standards Inspectors; and

(11) Enforcement of the Labor Standards Law, the Workmen's Accident Compensation Insurance Law, and the Special Law concerning Silicosis and Traumatic Spinal Impediment as well as the affairs concerning working condition and protection of workers.

79. The Director of Labor Standards Bureau, in accordance with the Labor Standards Law, supervises the chiefs of Prefectural Labor Standards Offices subject to the direction of the Minister of Labor, and takes charge of the enactment of and amendment to the legislation concerning labor standards, the enactment and adjustment of provisions concerning the appointment and discharge, training, and supervision of labor standards inspectors, preparing annual report on inspection, the matters concerning various councils including the Labor Standards Council, and the matters concerning enforcement of the Labor Standards Law as well as directing and supervising the government officials in charge. The Labor Standards Bureau, to which 201 persons are attached, is subdivided into 7 sections of General Affairs, Inspection, Workmen's Accident Compensation, Safety, Industrial Health, Wage and Allowance, and Apprenticeship.

Prefectural Labor Standards Offices

80. In every prefecture there exists the Prefectural Labor Standards Office, which takes charge of the undermentioned matters as well as those under the Labor Standards Law, the Workmen's Accident Compensation Insurance Law, and the Special Law concerning Silicosis and Traumatic Spinal Impediment:

- (1) Enforcement of Workmen's Accident Compensation Insurance Law;
- (2) Promoting labor efficiency;
- (3) Facilitating the welfare of workers; and
- (4) Making statistics concerning wages and other working conditions and cost of workers' living.

81. The chief of Prefectural Labor Standards Office directs under the supervision of the Director of the Labor Standards Bureau, Ministry of Labor, the chiefs of the Labor Standards Inspection Offices in the prefecture concerned, and takes charge of the matters concerning adjusting the method of inspection, the Prefectural Labor Standards Council, Local Wage Council, and Workmen's Accident Compensation Appeal Committee, and enforcement of the Labor Standards Law as well as supervising the government officials in charge. Among 46 prefectures through-

out the nation, 12 prefectural labor standards office have the deputy chiefs, because in those prefectures industrial activities are very positive and there are many industrial establishments covered by the Labor Standards Law. The Prefectural Labor Standards Office is generally broken down into the General Affairs Section, Inspection Section, Workmen's Accident Compensation Section, and Wage and Allowance Section, although some difference exists—for example, some offices additionally have the Safety Section and Industrial Health Section, and some offices have the Safety and Health Section. The fixed number of persons of Prefectural Labor Standards Offices totals 2,829 on the national basis.

Labor Standards Inspection Offices

82. The Labor Standards Inspection Offices, which are the first-line agencies of the labor standards inspectorate and total 337 on the national basis, take charge of the matters laid down by the Labor Standards Law, the Workmen's Accident Compensation Insurance Law, and the Special Law concerning Silicosis and Traumatic Spinal Impediment, and of the survey of the basis to calculate insurance benefit and contribution involved in the enforcement of the Workmen's Accident Compensation Insurance Law.
83. The chief of Labor Standards Inspection Office who is under the supervision of the Chief of Prefectural Labor Standards Office, manages the matters concerning inspection, questioning, permission, approval, recognition, investigation, and arbitration stipulated in the Labor Standards Law, and concerning the enforcement of the Labor Standards Law as well as the supervision and direction of subordinate officials. With a view to clarifying where the organizational responsibility lies and expecting the accurate and efficient managements, the Labor Standards Inspection Office is broken down into a few sections. The fixed number of persons of the Labor Standards Offices totals 3,910 on the national basis.

Appointment of Labor Standards Inspectors

84. The qualification and the appointment and dismissal of labor standards inspectors are laid down under the provision of Article 99 of the Labor Standards Law, the Ordinance of Labor Standards Inspectorate, and the Regulation for Selection and Appointment of Labor Standards Inspectors. That is, the appointment of labor standards inspectors, in principle, should be subject to the candidate's success in the examination of labor standards

inspectors. In case the fixed number of inspectors is not filled up by those who succeeded in the examination, or in case other special condition exists, the persons other than the successful candidates may be appointed inspectors.

WOMEN'S AND MINORS' ADMINISTRATIVE ORGANIZATION

85. As the women's and minors' administrative organization, there are the Women's and Minors' Bureau in the Ministry proper and Prefectural Women's and Minors' Office in each prefecture which is a local agency under the direct control of the Ministry.

Women's and Minors' Bureau

86. The Women's and Minors' Bureau, to which 60 persons are assigned and which involves the Women Workers Section, Minor Workers Section and Women's Section, takes charge of the affairs concerning the following:

- (1) Protection of the working conditions incident to women and minors;
- (2) Prohibition of employment of children;
- (3) Labor problems of family labor and domestic servants;
- (4) Worker's family problems; and
- (5) Research, adjustment and coordination on problems of the promotion of women's status and other women's problems.

As from August 1, 1955, the matters concerning consultation about domestic service of women were added to the matters in charge of the Women Workers Section. In consequence, it was decided that the Public Vocational Training Centers for Women's Side-Job and Domestic Service should be established to be managed in cooperation with the Employment Security Bureau. In addition, as an auxiliary organ the Women's and Minors' Problems Council is created.

Prefectural Women's and Minors' Offices

87. The Prefectural Women's and Minors' Offices are established in 46 prefectures under the direct control of the Ministry of Labor proper.

The staff members of Prefectural Women's and Minors' Offices, whose fixed number is 104 nationally, engage in the fact-finding survey and enlightening activities of women's and minors' problems including protection and others keeping close contact with the staff members of Prefectural

Labor Standards Office concerned. In addition, for the purpose of helping the services of Women's and Minors' Offices, cooperators totalling 885 as of December 1955 are distributed throughout the country.

EMPLOYMENT SECURITY ADMINISTRATIVE ORGANIZATION

88. As the employment security administrative organization, there are the Employment Security Bureau in the Ministry proper, Prefectural Labor Division (Employment Security Section, Unemployment Insurance Section, etc.) in each prefecture and the Public Employment Security Office which is the first-line local agency under the direct control of the Ministry. As auxiliary organs of the Ministry of Labor proper, there are the Central Employment Security Council, Prefectural Employment Security Council, and Unemployment Insurance Appeal Committee.

Employment Security Bureau

89. The Employment Security Bureau takes charge of the matters concerning the following:

- (1) To establish plans necessary for the most effective utilization of the national labor force;
- (2) Employment exchange, vocational guidance, vocational training for employment and adjustment in labor demand and supply;
- (3) Prohibition of labor supply projects and labor recruitment;
- (4) Unemployment countermeasures;
- (5) Operation of the unemployment insurance scheme;
- (6) Unemployment insurance special account;
- (7) Payment of separation allowance to national public employees; and
- (8) Enforcement of the Employment Security Law, the Unemployment Insurance Law, and the Emergency Unemployment Countermeasures Law, and other affairs concerning employment.

The Unemployment Countermeasures Division which started as from August 1, 1955, is in charge of the matters relating to the enforcement of the Emergency Unemployment Countermeasures Law with respect to those mentioned in the said items (4) and (8).

90. The Employment Security Bureau, to which 224 personnel are assigned as the fixed number, is subdivided into the General Affairs Section, Unemployment Insurance Section, Employment Security Section, Vocational Training for Employment Section, Supervisory Training Section, Labor

Market Survey Section, and Unemployment Countermeasures Division including Planning Section and Operation Section.

Prefectural Labor Divisions

91. As a prefectural organization which renders employment security services, the prefectural government has the Labor Division including Employment Security Section, Unemployment Insurance Section, Vocational Training Section for Employment, and so forth. The Employment Security Section is established in every prefectural government (totalling 46 all over the country), though in respect of other sections the situation is different. That is, as of December 1955 Unemployment Insurance Section was established in 35 prefectures, and Vocational Training for Employment Section in 7 prefectures throughout the country. In addition, the Metropolitan Government of Tokyo has the Labor Bureau broken down into the General Affairs Division (including the General Affairs Section and Survey Section), Labor Administration Division, Employment Security Division (including the Employment Section, Labor Section, and Vocational Training for Employment Section), Unemployment Countermeasures Division (including the Unemployment Relief Projects Section and Guidance Section), and Unemployment Insurance Division (including the Supervision Section and Operation Section).

92. As to the relation between the prefectural governor and Minister of Labor, the former, under the supervision of the latter, takes charge of the matters concerning coordination and unification of the services rendered by PESO in direct charge of Ministry of Labor, and directs and supervises subordinate personnel in charge including the PESO managers. In other words, the affairs concerning the enforcement of Employment Security Law fall under the jurisdiction of the national administration, and a part of such affairs is entrusted to the prefectural governor. So far as this is concerned, the prefectural governor takes the role of an intermediate supervisory agency for the national administration.

93. The Labor Division of the prefectural government, although it belongs to the local public body, is in charge of the national administration services, to which the national government employees are assigned.

The matters relating unemployment insurance projects, also, similar to employment security services, are entrusted to the prefectural govern-

ment in accordance with the Cabinet Ordinance. These national government employees assigned to the prefectural government total 2,022 throughout the country.

In addition, the services concerning unemployment countermeasures projects belong to the local public bodies, and those personnel also are employed by the local autonomy.

Public Employment Security Office
(PESO)

94. PESO which is established as the first-line agency of employment security administration, renders employment exchange services, payment of unemployment insurance benefits, supervision of private fee-charging employment exchange projects, and so forth. As of December 1, 1955, the number of PESO amounted to 422, excluding 144 detachments and 95 branch offices, throughout the country. The fixed number of PESO personnel is 11,328 on the national basis.

LABOR STATISTICS ADMINISTRATIVE ORGANIZATION

95. As the labor statistics administrative organization the Labor Statistics and Research Division is established in the Ministerial Secretariat, Ministry of Labor. The Division has a staff of 221 as the fixed number of personnel and sections of General Affairs, Employment Research, Wage Analysis, Labor Economy, and Tabulation. It takes charge of:
- (1) Compilation of regular statistics concerning labor unions, labor disputes and other labor relations; working conditions, wages, salaries and other allowances; workers' cost of living; and employment; and publication thereof;
 - (2) Collection, filing and analysis of the data concerning national and international labor situation and publication of results thereof; and
 - (3) Survey on economic problems in connection with workers' livelihood, allowances and employment and publication of results thereof.
96. The local administration of labor statistics is in charge of the Prefectural Labor Standards Office. That is, the chief of Prefectural Labor Standards Office is placed under the supervision of the Director of Labor Statistics and Research Division as to labor statistics administration. In addition, statistics and research is entrusted to the prefectural government.

MINISTERIAL SECRETARIAT

97. In addition to the abovementioned organizations, the Ministerial Secretariat is created in the Ministry of Labor proper. It includes the Personnel Affairs Section, General Affairs Section, Accounts Section, and International Labor Affairs Section, and its fixed number of personnel is 182.

In addition, the Ministerial Secretariat may have several counsellors whose duty is, under the direction of the Minister of Labor, to make the research and examination of necessary matters concerning labor administration and the technical study of national and international labor affairs.

98. Furthermore, a labor attaché who does not attach to the Ministry of Labor but whose duty is to keep close contact with the International Labor Organization and other bodies concerned and to make the research and survey of the labor situation abroad, is attached to the Embassy of Japan in London and the Consulate-General of Japan in Geneva.

APPENDIX

CHART OF ORGANIZATION OF THE MINISTRY OF LABOR, 1955

