

2-8A  
10.20

# JAPAN LABOR YEAR BOOK FOR 1956



MINISTRY OF LABOR  
TOKYO





# JAPAN LABOR YEAR BOOK FOR 1956

*In Commemoration of the 10th Anniversary of  
Establishment of the Ministry of Labor*

MINISTRY OF LABOR  
TOKYO



Published by: The International Labor Affairs Section,  
Ministry of Labor, 1957



## Preface

This is the fifth 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 1956 through the movement 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 family budget, Chapter 4 hours worked and industrial accidents, Chapter 5 industrial relations and Chapter 6 influence of mechanization and modernization on labor economy. This Part as a whole represents the "General Observations" of the "Analysis of the Labor Economy for 1956"—the so-called 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>Expansion of Economic Scale and its Impact on Labor..</i>	1
Transition from "Quantitative" to "Investment" Boom .....	1
Impact of Economic Boom on Labor Economy .....	5
Scale of Improvement made in Labor Economy .....	9
CHAPTER II. <i>Increased Employment and its Contents</i> .....	14
Characteristics by Industry .....	15
Characteristics by Scale and Type of Employment .....	17
Improvement in Labor Market .....	19
CHAPTER III. <i>Increased Wages and its Contents</i> .....	20
Characteristics of Wage Increase .....	21
Changes in Wage Differentials .....	23
Trend by Industry .....	23
Trend by Scale .....	24
Trend by Production and Non-production Workers, Age and Occupation .....	25
Wage Distribution .....	26
Workers' Family Budgets and Living Costs .....	26
CHAPTER IV. <i>Features seen in Hours Worked and Industrial Accidents</i> .....	28
Changes in Hours Worked .....	28
Trend of Industrial Accidents .....	29
CHAPTER V. <i>Features of Industrial Relations</i> .....	30
Movement of Trade Union Organization .....	30
Wage Struggle of Trade Unions .....	32
Features seen in Industrial Disputes .....	33
CHAPTER VI. <i>Influence of Mechanization and Modernization on Labor Economy</i> .....	35
Automation .....	35

Impact on Labor Economy .....	35
Impact on Volume of Employment .....	35
Impact on Composition of Workers .....	38
Some Other Problems .....	39

## PART II. LABOR ADMINISTRATION

CHAPTER I. <i>Outlines of Labor Administration</i> .....	41
Fundamental Policy of Labor Administration .....	41
Important Matters in Labor Administration .....	45
Maintenance of Fair Industrial Relations .....	45
Establishment of Remuneration Policy .....	50
Welfare Measures for Workers .....	53
Employment Policy .....	54
Unemployment Countermeasures .....	56
Migration .....	58
Women's Problems .....	59
Establishment of the Labor Insurance Appeal Committee ..	61
CHAPTER II. <i>Structure and Organization of Labor Administration</i> ..	62
Outlines .....	62
Labor Policy Administrative Organization .....	65
Labor Policy Bureau .....	66
Prefectural Labor Division and Labor Policy Office .....	66
Labor Relations Commissions (Central Labor Relations Commission and Prefectural Labor Relations Commission).	67
Public Corporation and National Enterprise Labor Relations Commission .....	68
Labor Standards Administrative Organization .....	69
Labor Standards Bureau .....	70
Prefectural Labor Standards Office .....	71
Labor Standards Inspection Office .....	72
Appointment of Labor Standards Inspectors .....	72
Women's and Minors' Administrative Organization .....	73
Women's and Minors' Bureau .....	73
Prefectural Women's and Minors' Office .....	73
Employment Security Administrative Organization .....	74
Employment Security Bureau .....	74
Prefectural Labor Division .....	75
Public Employment Security Office .....	76

Labor Statistics Administrative Organization .....	76
Ministerial Secretariat .....	77

#### APPENDICES:

- A. Statistical Tables
- B. Chart of Organization of the Ministry of Labor, 1956

## TABLES AND CHARTS

### TABLES:

Page

(In body of text)

1. Ratio of Increase or Decrease in Total No. of Hours Worked to that of the Previous Year (%) .....	12
2. Increase of Employed Workers by Scale of Enterprise .....	36
3. Increase or Decrease in Number of Workers by Occupation ..	37
4. Increasing Rate of Staff Employees .....	39

(In Appendices)

5. Major Economic Indices .....	80
6. Indices of Labor Economy Based on the 1951 Level .....	80
7. Employed Persons by Industry and Sex .....	82
8. Average Monthly Cash Earnings per Regular Worker by Industry .....	84
9. Population and Labor Force .....	86

### CHARTS:

1. Trend of Production .....	2
2. Trend of Wholesale Prices .....	2
3. Increase or Decrease in Loans from Bank of Japan and from Bank Deposits at the National Level .....	4
4. Regular Employment Indices (Mfg.) .....	5
5. Consumer Price Indices (All cities) .....	6
6. Real Wages Indices (Mfg.) .....	8
7. Trend of Consumption (All cities worker's families) .....	8
8. Comparison of Ratio of Increase or Decrease in Major Indices to those of the Previous Years .....	11
9. Ratio of Increase or Decrease in Major Indices in 1956 to that of the Previous Year .....	13
10. Increase or Decrease of Regular Employment Indices by Industry .....	16
11. Employment Indices of Regular and Temporary or Casual Workers .....	17
12. Increase or Decrease of Regular Employment by Scale of Establishment and Employment Status .....	18
13. Labor Productivity & Wages .....	22
14. Trend of Wage Differentials by Scale of Establishments ....	25

# PART I

## LABOR ECONOMY





## Chapter I

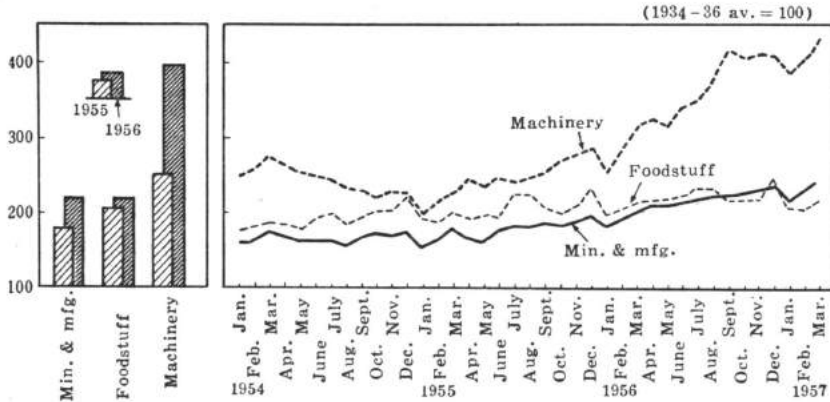
### Expansion of Economic Scale and its Impact on Labor

#### TRANSITION FROM "QUANTITATIVE" TO "INVESTMENT" BOOM

The retrenchment policy developed since the end of 1953 brought forth though temporarily a heavy slackness in our economy, but the period of it was relatively short. About the autumn of 1954 a trend of increased production was gradually seen centering around the allied branches of export industries affected by the favorable turn of the international market. By the summer of 1955 this increased production gave gradually impact on allied branches and came to bring about the so-called "quantitative boom". Wages followed upward trends again due to increased production and increased overtime work, while at the same time the earnings were on the increase on the part of subcontract smaller undertakings. In the autumn of 1955 the record-breaking rice crop for the year gave an encouraging prospect for economic possibilities. From August–September on the expansion of equipment and investment made in anticipation of the forthcoming boom began to increase, while on the other hand a favorable turn was also noted in the machine industry which had hitherto been in a stagnant situation. Thus, the expansion of production gradually infiltrated into all the fields of industry.

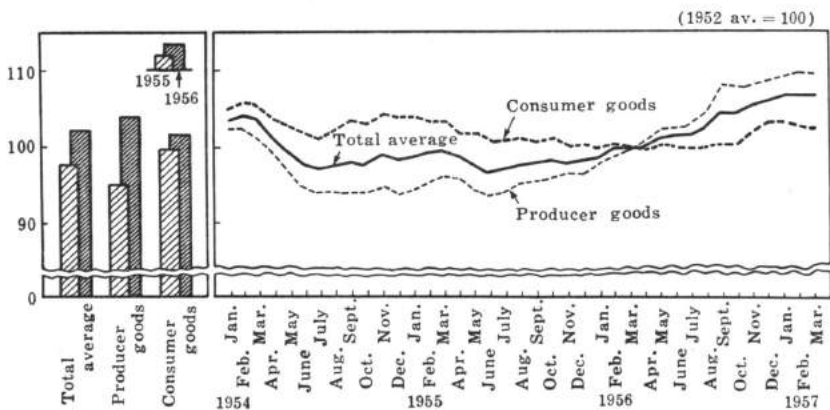
As regards the keynote of the economy in the year under review, it hardly differed up to March–April from what had been struck since the latter half of the previous year. Production kept on increasing in various industries, but prices in general followed a sideling tendency except in metal goods and part of building materials affected by the rise in international price levels. Monthly increase in bank deposits exceeded monthly increase in advances reflecting the prudent attitude of undertakings, and this favorable situation contributed to stabilizing the money market never before experienced during postwar years. Much improvement was made by this time in the balance of international payments, the deterioration of which had been a grave concern since 1953. As of the end of April 1956 holdings of foreign currency amounted in total to 1,460 million dollars which was approximately double the amount of 1953. To all appearances in those days therefore a normal type of development was in progress in our economy in the soundest manner.

Chart 1. Trend of Production



Source: Economic Planning Board.

Chart 2. Trend of Wholesale Prices



Source: Bank of Japan.

However, this trend continued until April-May of the year under review when rapid changes were seen: namely, export continued to be on the increase though slightly, while import rapidly increased since the same period due to increased import of raw materials to meet the serious shortage.

Accordingly, excess payments through the Foreign Exchange Special Account which had been an enormous amount every month began to

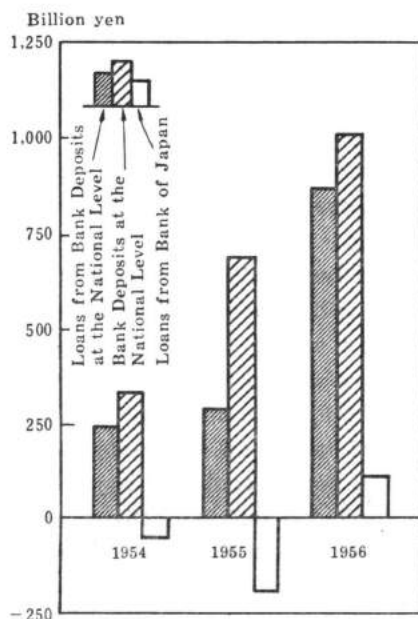
decrease quickly, and there was also a marked increase of new investments made taking advantage of the boom. According to a survey by the Economic Planning Board, the volume of orders for machines began to increase from May on and on an average in the latter half of the year amounted to about twice as many as those of the like period of the previous year, bringing forth considerable activities in industries, particularly related to machine manufacturing. To meet the need for the expansion and rationalization of equipment, undertakings again turned to financial organs for loans; and in addition, operational funds increased as the economic scale was expanded. Affected by the factors therefore advanced money by the Bank of Japan which had been reduced in April to the 18,000 million yen level, rose up to 130,000 million yen at the year end and 280,000 million yen in March 1957, again calling for the need of a tight-money policy.

Thus, by August–September of the year under review a new type of tension came to be gradually discernible in economy. For example, the production level continued to rise up while on the other hand the supply of steel and iron, electric power, coal, etc. began to lag gradually. The failure of transport in displaying sufficient activity to meet the requirements of production naturally resulted in increased stocks. A phenomenon was observed that the intensive expansion of the economic scale came into collision with the so-called "production bottleneck" which imposed an effective check on the pace of increased production. As regards prices, a stronger upward trend was also seen since June–July centering around the prices of productive materials such as metals, machines, building materials, etc. In addition, the outbreak of the Suez crisis in October led to the rise in international oil prices which apparently accelerated the trend.

However, the rising trend in prices considerably weakened what with the government action urgently taken for the import of iron and steel, and what with the increased supply of textiles through the operation of expanded equipment. On the other hand, prices of consumer goods (except for textile goods) which had remained relatively stable for some time began to indicate an upward trend particularly since October when prices of agricultural products rose up due to abnormal dryness.

Among others, a balance of the international payments gave rise to a new problem. The balance of foreign exchange was in the black by about 540 million dollars for the fiscal year of 1955, but was in the red by 90 million dollars for July 1956–March 1957. Such a situation led again to a fear that as in the 1952–1953 period the further expansion of the economic scale centering around the increase of domestic investment would be

Chart 3. Increase or Decrease in Loans from Bank of Japan and from Bank Deposits at the National Level



Source: Bank of Japan.

Note: Increases or decreases made from year-end to year-end.

checked by the aggravation of the balance sheets of the international payments.

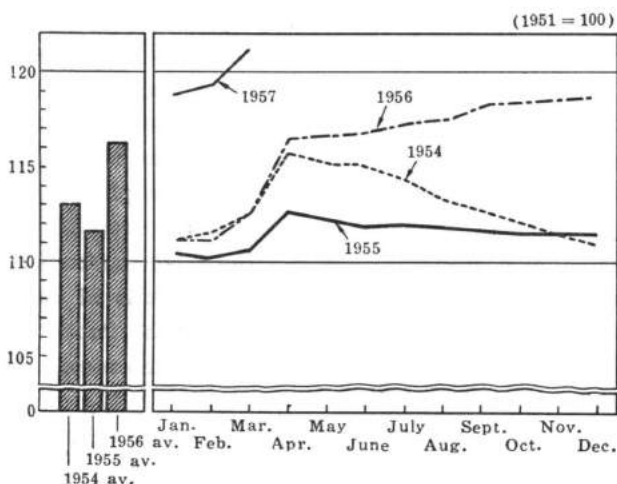
In addition, a new problem presented itself at the end of the year in the form of discrepancy in development between industries. The favorable turn of 1956 was brought forth centering around the productive goods industries, particularly investment goods, but industries for consumer goods remained rather inactive. The trend was emphasized since the year end. Namely, on the one hand there was the fact that the industries which faced the "bottleneck" continued to enjoy the boom, but that the limited production of such industries was an impediment to the development of allied industries, while on the other there were indications of overproduction in some part of the textile and the chemical industries due to considerable expansion of equipment. In such industries some of firms were sent into bankrupt because of increased stocks or a heavy fall in prices, and the total sum of face value of dishonored bills as of March 1957 was said to have been the largest in recent years.

As is described above, a remarkable economic expansion and development was made during the year under review, but despite the fact it involved many problems. The future development of these problems in the international economy which began to show a stagnant tendency was regarded therefore as a matter of serious concern to interested quarters.

#### IMPACT OF ECONOMIC BOOM ON LABOR ECONOMY

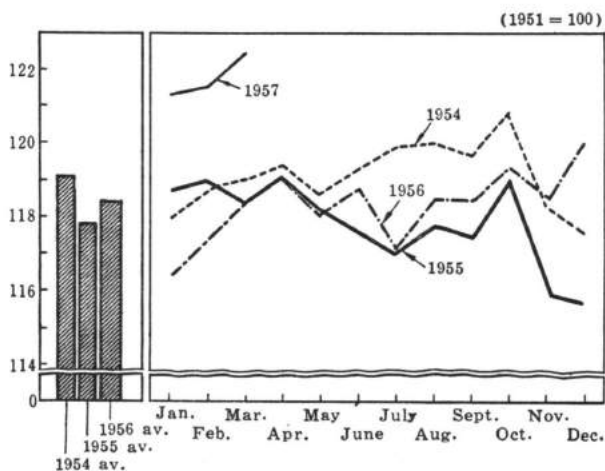
What sort of impact and change did the 1956 boom bring on labor economy? About May-June 1955 a trend of increase in hours of work was seen centering on some of booming industries, and wages affected by such trend began to assume an upward curve again since about May-June. Since about August-September large undertakings began to employ additional casual labor and some of medium or small undertakings also followed the example. According to the Labor Force Survey, the number of workers employed in the manufacturing industry was on the decrease in the first half, but began to increase in the second half and showed an increase by about 300,000 workers on an average as compared with the like period of the previous year. According to the factory statistics, the number of workers employed in the manufacturing industry increased by 4.4 per cent

Chart 4. Regular Employment Indices (Mfg.)



Source: Monthly Labor Survey, Ministry of Labor.

Chart 5. Consumer Price Indices (All cities)



Source: Statistics Bureau, Prime Minister's Office.

(230,000 workers) during 1955 centering on medium and small undertakings.

The favorable trend in the labor economy in the second half of 1955 continued to 1956 at quick tempo. In March–April demand for the labor force was concentrated on new school leavers while the placement ratio of regular workers for the March–April period was higher than that in 1953. Unemployment which had continued to reduce since the second half of 1955 still continued to decrease to such an extent that in the second half of the year under review the recipient ratio for benefit of unemployment insurance (ratio of the number of recipients for benefit of unemployment insurance to the number of insured persons plus the number of recipients for benefit of unemployment insurance) was lower than that registered in 1951 which was the lowest. The labor market situation also showed a further improvement; for example, the ratio of the number of job applications to the number of job orders in the Public Employment Security Offices (hereinafter called as "PESO") in the second half of 1956 was at the lowest level since 1951.

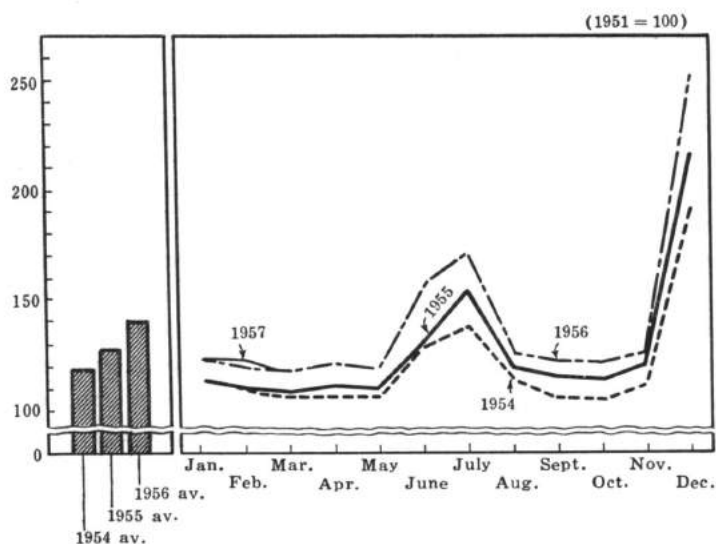
In the Monthly Labor Survey relatively a few cases of increased employment had hitherto been reported, but since March on increased employment centering on the machine industry was reported every month. A comparative survey was made with the previous year on increased employment

with regard to regular workers as listed under the total number of industries surveyed in this Survey. An increase of 0.1 per cent was made in 1955, but 5 per cent in 1956. Except in part of industries such as food-stuff and tobacco manufacturing, employment increased in all branches of industry, and in August–September it was reported there were some difficulties in employing technicians and skilled workers in certain branches.

Wages in the early stage of 1956, on the other hand, still continued the rising trend of the second half of 1955. However, in some branches of industry wage rates did not increase at the same rate as in the first half, because the increase of working hours somewhat went down and because the increase in incentive allowances seemed to have come to a limit. Due to a considerable increase in employment, for example, of low wage earners such as new school leavers and casual workers, the average wage level was lowered in some branches of industry. In reflection of this situation the average wage level in the Monthly Labor Survey showed a slowdown in the rising trend since the second half of the year under review, and on the other hand consumer prices continued rising up since the autumn. Under these circumstances, real wages as compared with the same period of the preceding year rose up by about 10 per cent in the first half, by a little less than 7 per cent in the second half and by a little more than 1 per cent in January–March 1957. As regards average monthly cash earnings of workers (all cities) in the Household Economy Survey made by the Statistics Bureau, Prime Minister's Office, the rate of their increase was lower since May–July as compared with that in the first half, reflecting a trend of the household scale having been gradually reduced. The consumption level of the worker's family continued rising up in parallel with the wage rise until up to the first half of 1956, but since the second half it remained stationary despite increased take-home pay due to tax reduction in July. By the end of 1956, in particular, consumption was at a much lower level as compared with the like period of the preceding year due partly to an inclination for savings and partly to the rise in consumer prices, and so at the January–March period of 1957 there was an increase in consumption of a little less than 4 per cent as compared with the like period of the preceding year (an increase of about 10 per cent).

Further, the trend of increased employment and of the favorable turn of the labor market was maintained in 1957. The employment situation in March–April of new school leavers was said to be the most satisfying one in recent years. As regards university graduates in particular, reports said that those who specialized in science or technology acquired priority in employment and small or medium undertakings where working

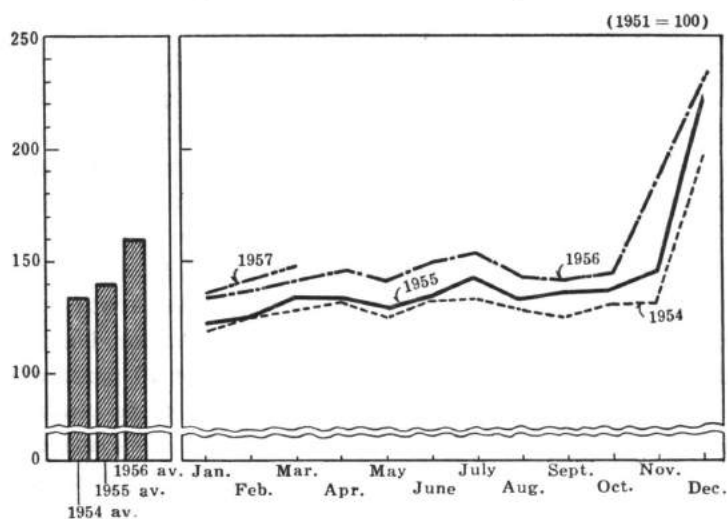
Chart 6. Real Wages Indices (Mfg.)



Source: Monthly Labor Survey, Ministry of Labor.

Chart 7. Trend of Consumption

(All cities worker's families)



Source: Statistics Bureau, Prime Minister's Office.



conditions were below the standard found it difficult to employ junior or senior high school leavers. The wages which had remained comparatively stable despite the increased production and rise in prices of wholesale goods, seemed to take an upward trend again affected by a considerable increase in the year-end bonus and successes achieved in sharp wage hike struggles by the Japan Federation of Coal Miners' Unions, Japan General Federation of Private Railways W.U. and other workers' organizations. Attention should be focused on the future development of wages, because it had some bearing on the rising trend of prices of consumer goods since autumn, problems involving rises of passenger fare, of price of rice, etc., sharp reduction in income tax enforced since April 1957, an upward trend of consumption in family budget, and other factors.

### SCALE OF IMPROVEMENT MADE IN LABOR ECONOMY

A considerable improvement was achieved in the labor economy in 1956 as compared with any year in the past though many a problem was involved in it. From the viewpoint of employment, the employment of the largest number of workers since 1951 was at any rate a forward step toward the modernization of the employment structure though some problems were left behind yet to be solved. Real wages also were at the highest level since 1953 and there was considerable betterment in the workers' consumption level. To sum up, it would seem that the year under review was one in which more improvements were made in the labor economy as compared with any postwar year.

Now, let us compare the 1956 figures at the level of yearly average with those of recent years in the past or with estimated figures in the Five Year Plan of Economic Self-Supporting. Firstly, the increases in 1956 in production in the mining and manufacturing and in the real national income were 21 per cent and 10.3 per cent respectively as against 12 per cent and 7.3 per cent respectively in the 1951-1955 yearly average and 7 per cent and 5 per cent respectively in estimated figures of the Five Year Plan. Accordingly, the number of employed persons in non-agriculture and non-forestry showed a considerable increase of about 1,200,000 in 1956 as against an increase of about 1,050,000 over the 1951-1955 average and of about 700,000 over the estimated figure in the Five Year Plan. The number of employees in non-agriculture and non-forestry, in particular, increased by 1,250,000 which was 2 times about a 600,000 increase over the 1951-1955 average or 2.8 times about 450,000 increase over the estimated figure in the Five Year Plan.

Further, when the increased number of employed persons in non-agriculture and non-forestry was compared with that in the secondary and tertiary industries, the increase in the tertiary industry was slightly over that of the 1951-1955 yearly average (6 per cent increase over the figure in the Five Year Plan), while the increase in the secondary industry, particularly in manufacturing, was 2.2 times the yearly average of the same period (2.5 times increase over the figure in the Five Year Plan). In brief, the number of workers had continued to increase centering around the tertiary industry, but for the first time in 1956 the number increased centering around the manufacturing industry.

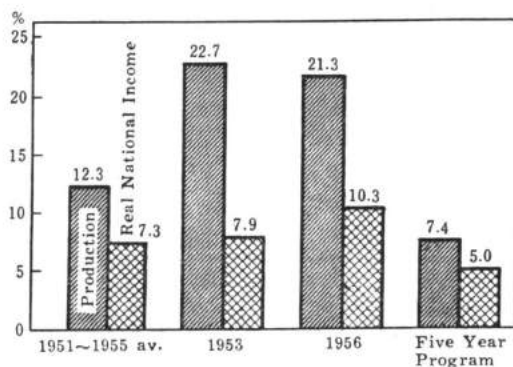
As regards regular workers in establishments employing 30 workers or more covered by the Monthly Labor Survey, there was an estimated increase of roughly 300,000-350,000 workers on the yearly average, for example, in the manufacturing industry. Namely, reverse to the 1951-1954 situation, in the year under review a very remarkable increase in employment volume was seen even in establishments employing 30 workers or more, and such favorable trend had been unknown in recent years in the past. However, it appeared the increases in employment volume were not so remarkable as might have been expected in large undertakings with 500 workers or more which had been affected by the development of rationalization, introduction of new machines, etc., despite the notable increase in production. Nevertheless, it should be particularly noteworthy that a very remarkable increase was made in employment volume of workers covered by the Monthly Labor Survey centering around the manufacturing industry, and this, together with the shortage of supply of manpower which occurred in certain types of occupation, indicated that increased employment in 1956 was of a very large scale.

Further, in this context, the Table 1, shows the ratio of increase in the total number of hours worked by non-agricultural and non-forestry workers in a year as compared since 1953 with the previous year. Namely, in 1956 there was an increase of 7.6 per cent over the previous year which was 2.5 times that of the previous year or an increase of 21 per cent over 1953. The manufacturing industry, in particular, showed an increase of 10.7 per cent or 8 times that of 1955 and 2.3 times that of 1953, while transport, communication and other public utilities also indicated an increase of roughly 4 times and 3 times respectively, all this showing how large manpower volume was which had been put into production sectors.

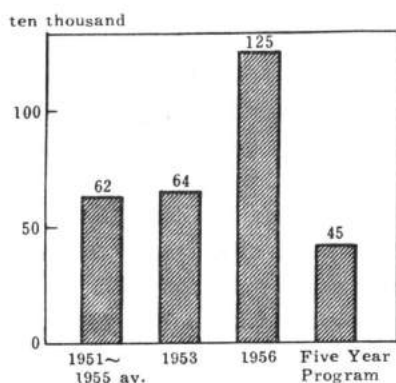
Next as regards wages, the ratio of increase in nominal wages in 1956 as compared with the previous year was 9.2 per cent or an increase of 12.3 per cent over the 1951-1955 average, but was much lower than the

Chart 8. Comparison of Ratio of Increase or Decrease in Major Indices to Those of the Previous Years

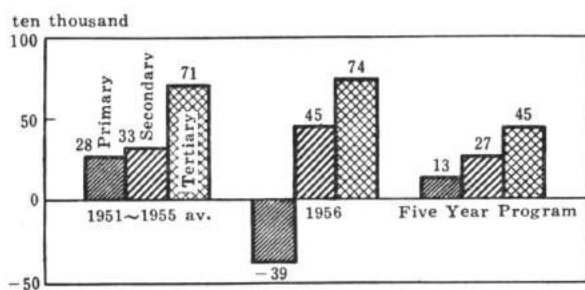
(1) Production Indices and Real National Income



(2) Employees in Non-agriculture and Non-forestry



(3) No. of Gainfully Occupied Persons by Primary, Secondary and Tertiary Industries



Source: Economic Planning Board.

**Table 1. Ratio of Increase or Decrease in Total  
No. of Hours Worked to that of the  
Previous Year (%)**

Year	All industries	Agriculture & forestry	Non-agriculture & non-forestry	Construction	Mfg.	Commerce	Trans. Com. & public utilities	Services
1953	5.0	3.0	6.2	12.6	4.7	6.2	2.8	8.3
1954	2.9	0.0	5.0	3.9	4.0	11.4	43.4	3.4
1955	2.5	0.3	3.2	3.9	1.3	5.0	1.6	11.5
1956	3.7	22.5	7.6	3.2	10.7	6.5	7.1	10.8

Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office. (Computed by multiplying No. of workers on the yearly average by No. of hours worked.)

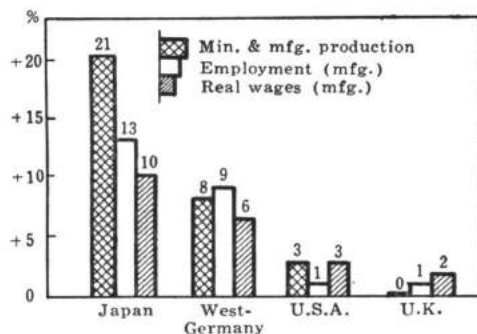
Note: 1) △ shows decrease.  
2) The 1953 figures are not available for comparison, owing to a change made in the survey method in November 1952.

increase of 16 per cent in 1953. But in 1951-1955 consumer prices rose by 4 per cent on the yearly average and by 6.6 per cent in 1953, and so as the result, real wages rose by 8.6 per cent in 1956 which exceeded 7.8 per cent of the 1951-1955 average and which came near to 8.8 per cent of the 1953 level. The ratio of increase in the consumption level of the wage earner's family was somewhat lower than the 1951-1955 average (9.2 per cent), but less than half (7.6 per cent) as compared with 1953 (16.5 per cent), chiefly because the family budget in 1956 tended to be cut down for the purpose of savings. This increase in 1956 was nearly double the estimated ratio of yearly increase in the national consumption level. And real family income and outgoings went into the black, and the ratio increased from about 5 per cent in 1953 and 8.2 per cent in 1955 to 10.5 per cent in 1956. We may therefore safely say that substantial improvement was made in this field in the year under review, when we take into account the abovementioned facts.

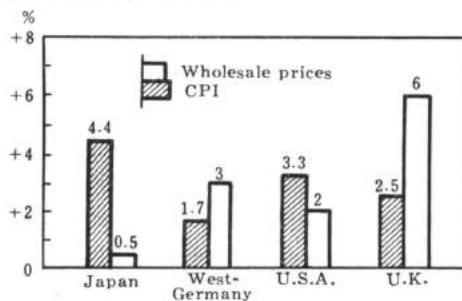
As mentioned above, such a remarkable development as was never seen in recent years in the past was made in 1956 in the shape of increased employment, increased real wages for workers, improvement in the consumption level and betterment in the family budget. Chart 9 shows the marked improvements effected in Japan as compared with the United Kingdom, the United States and the Federal Republic of Germany. In brief, the Japanese economy attained in 1956 an unparalleled growth, despite the factors such as indications of the deterioration in the balance

Chart 9. Ratio of Increase or Decrease in Major Indices in 1956 to that of the Previous Year

(1) Production, Employment & Real Wages



(2) Wholesale prices & CPI



Source: I.L.O. & U.N. For Japan: Production—Economic Planning Board; Employment—Labor Force Survey, Wholesale Prices—Bank of Japan.

Note: 1) Employment in Germany is Mar. & Sept. average; Wages is Mar., June, Sept. & Dec. average. Wages in U.K. is Apr. & Oct. average.  
2) Wages are monthly in Japan, while weekly in others.

of international payments, the situation in which prices of certain export goods were comparatively higher than those of the international level and the problem of overproduction in some of the industries. Our national economy attained a growing development, thanks to continued increase

in exports and abundant harvests of two successive years, while the labor economy also attained a marked improvement for the first time in postwar years.

## Chapter II

### Increased Employment and its Contents

As abovementioned in 1956 exports continued to increase and demand for home consumption also showed an increase as compared with 1954-55, both showing fairly stabilized development. Above all in the investment field there was a startling increase in production with an expansion of civilian industries and rationalized investment in the center and along with this increase the production in correlated fields also showed a marked increase. In addition to the increase in production, the operation rate was generally high due to the expansion of economic scale made since the preceding year and slashing of surplus manpower in enterprises came to a close as a result of enterprise rationalization carried out under the retrenchment policy enforced in 1954. Therefore labor productivity showed a rapid increase in 1956 and the effect of production expansion on the increase in employment—what is called the effect on employment—was considerably increased as compared with 1952-53. With reference to the production age population (persons 14 years and over), on the other hand, there was a rapid increase of 1,400,000 in 1956, an increase of more than 40 per cent over the increase in the whole population (an increase of 950,000) and the working population also showed a similar tendency to increase. According to the statistics compiled by the Ministry of Education, the numbers of those who finished the courses of the junior and senior high schools and entered employment in March 1956 showed an increase of 14 per cent and 15 per cent respectively as compared with the same period of 1955 and the number of graduates from universities also showed an increase of 12 per cent. In short, the supply of manpower to the labor market continued to increase with the employment of newly engaged persons in the center in all industrial groups except agriculture in which a decrease in employment was made.

What effects were brought about to the employment structure by the changes in demand and supply of manpower? A survey will be made from the angles classified by industry, scale and type of employment.

## CHARACTERISTICS BY INDUSTRY

First of all, with reference to the changes in the number of employed persons in agriculture and forestry and non-agriculture and non-forestry based on the Labor Force Survey, the number of employed persons in non-agriculture and non-forestry in 1956 showed an increase of 1,220,000 on a yearly average over 1955, but on the other hand, the number of employed persons in agriculture and forestry showed a decrease of 430,000 as compared with 1955 which had an increase of 400,000 over 1954, indicating that the number of employed persons in agriculture rather decreased. In 1956 due to the activity displayed in non-agriculture and non-forestry, it seemed that a considerable number of those employed in agriculture and forestry flowed out into the fields other than agriculture.

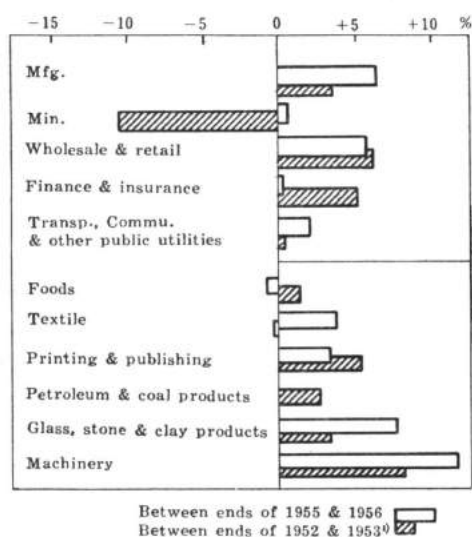
Next, as regards the changes in the number of employed persons in non-agriculture and non-forestry classified by industry, the manufacturing stood first with an increase of 480,000 (an increase of 110,000 in 1955), followed by services with 340,000 (500,000), commerce including banking and insurance with 280,000 (370,000) and transport, communication and other public utilities with 120,000 (50,000).

Almost the same trend as was mentioned above could be seen from the statistics of the Monthly Labor Survey covering establishments employing 30 workers or more. Wholesale and retail showed an increase of 5 per cent, the highest, followed by manufacturing with an increase of 4.1 per cent, banking and insurance with 1.4 per cent, transport, communication and other public utilities with 1.0 per cent and mining with 0.3 per cent.

As abovementioned in 1956 there was a marked increase in employment in the secondary industrial group with the manufacturing industry in the center. Next, with reference to the changes among the manufacturing classified by industry, according to the year-end comparison between 1955 and 1956 based on the Monthly Labor Survey, a substantial increase of 10 to 17 per cent was made in the machinery industry including electrical machinery, equipment and supplies, general machinery, precision machinery and transportation equipment, followed by the basic goods group or investment goods group including primary metal, fabricated metal, lumber, rubber, stone, clay and glass. In the consumption goods group a marked increase was also made in furniture and fixtures, apparel and other finished goods, etc. But on the other hand a slight decrease was made in tobacco and food and kindred products and there was no change in products of petroleum and coal.

In 1956 as exports continued to increase, employment in export industries showed a continuous increase and in investment goods industries too there was a large demand for the labor force due to the production expansion carried out since 1954. The increasing rate of employment in many industries, therefore, was higher in 1956 than in 1953 in which there was also an increase in employment due to high production and in 1956 employment increased to some degree even in the mining and textile manufacturing in which enterprise rationalization and personnel slashing were carried out since 1952 or 1953. On the other hand, however, in almost all the consumption goods industries the employment rate was higher in 1953 than in 1956 excluding the textile industry and furniture and fixtures manufacturing where the rates were considerably higher in 1956 influenced by the increase in export in the former and by the increase in the consumption will of the general public in the latter. Namely it was one of the chief characteristics in 1956 that on the one hand there was not a marked increase in employment in consumption goods group as the demand for home consumption was comparatively settled down, but that on the other hand there was an increase in employment in investment goods group which gave a remarkable influence to its correlated industries.

Chart 10. Increase or Decrease of Regular Employment  
Indices by Industry



Source: Monthly Labor Survey, Ministry of Labor.

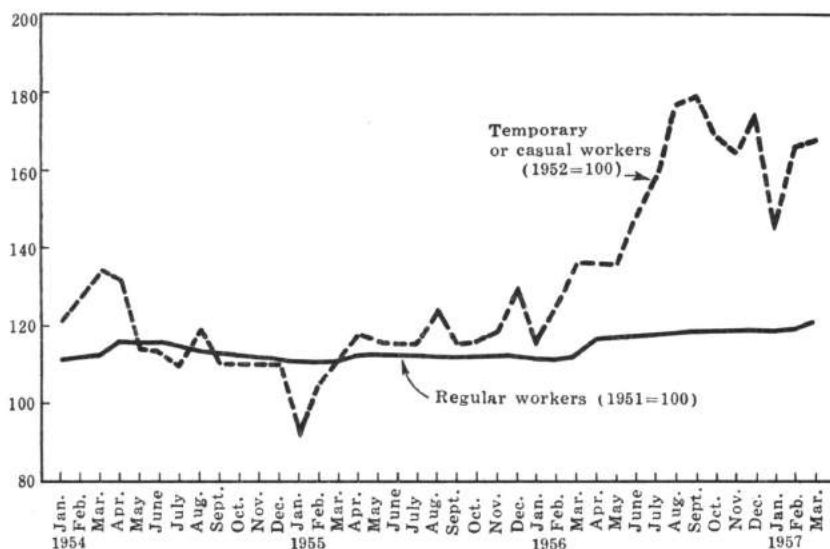
Note: 1) Figures before revised.



## CHARACTERISTICS BY SCALE AND TYPE OF EMPLOYMENT

With reference to the trend of the annual increase in employment from December 1955 to December 1956 in manufacturing establishments covered by the Labor Turnover Survey, medium-sized establishments (employing 100–499 workers) showed an increase of a little less than 7 per cent, followed by small-sized (30–99 workers) and big-sized ones (more than 500 workers) with a little less than 6 per cent respectively. Next, classified by permanent employment, the increasing rate of employment of regular workers was 4.2 per cent in medium-sized establishments, 4.1 per cent in small-sized ones and 3.0 per cent in big-sized ones, showing that during the year under review there was an increase in employment in bigger enterprises, though it was comparatively slight due to the development of enterprise rationalization, and that a substantial increase in employment was made in smaller enterprises where labor intensity was higher.

Chart 11. Employment Indices of Regular and Temporary or Casual Workers



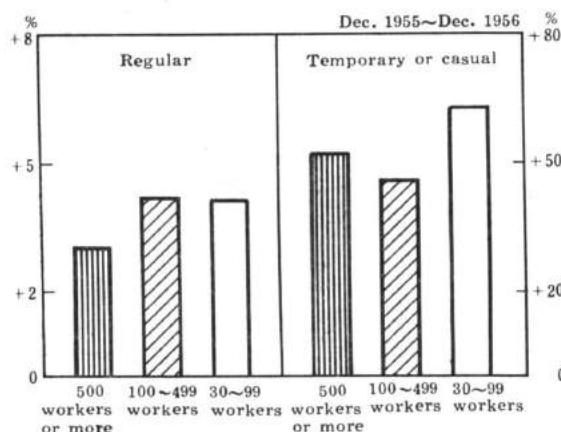
Source: Monthly Labor Survey, Ministry of Labor.

As regards the increase in employment classified by type of employment—regular workers, casual workers (employed with a fixed time-limit

of 30 days or less) and day laborers (employed by the day)—on an annual average in 1956 according to the Monthly Labor Survey, while the number of regular workers showed an increase of 3 per cent and 4.1 per cent over 1955 in all the industries surveyed and in the manufacturing respectively as abovementioned, that of casual workers and day laborers showed an increase of about 20 per cent and 30 per cent respectively, showing that during the year under review the rate of increase in employment was higher in the types of casual and day labor.

Lastly, with reference to the increase in employment classified by sex and by production and non-production workers, the following characteristics were indicated. The number of female employees made a marked increase as compared with that of male ones owing to the fact that smaller enterprises and clerical work branches continued to employ many women workers and that the development of the recent mechanization and modernization brought about changes in production process. Next, while there was a marked increase in employment of production and related workers, a comparatively slight increase was made in employment of non-production workers. This was caused by the fact that in 1956 the increase in production required many laborers directly connected with it.

Chart 12. Increase or Decrease of Regular Employment by Scale of Establishment and Employment Status



Source: Data of establishments covered by the Labor Turnover Survey.

## IMPROVEMENT IN LABOR MARKET

As regards the trend of active orders for regular and casual workers according to the Statistics on Job Orders and Job Applications compiled by the PESO, in 1956 there was an increase of about 30 per cent in the number of them over 1955 and the total number of day laborers who were placed in employment also showed an increase of more than 10 per cent over 1955 due to the full activity developed by civilian enterprises. There was a marked improvement in the day labor market owing to the continuous increase in projects of the unemployment relief works and public works and the jobless rate (the rate of the total number of those who failed in getting jobs to the total number of those who applied for them) in 1956 was the lowest since the end of the war. Especially placements were made very favorably for new school-leavers, technicians and skilled workers and a part of smaller-sized enterprises where working conditions were not favorable found it difficult to employ them. The actual number of recipients for benefits of the unemployment insurance fell below the level of 300,000 since August in the year under review after the lapse of five years and the benefit recipient ratio (the ratio of the number of recipients for the unemployment insurance money to the number of the insured persons plus the number of recipients for it) came back to the level of 1951 in the second half of the year under review.

As regards the trend of job orders and job application classified by job, age and region, demand and supply for skilled workers including pressers, tinnners, assemblers, grinders and turners made a great improvement, while job orders did not make any improvement as compared with 1955 for male office-employees, odd-job men and other unskilled laborers. Job openings for young workers generally increased, while those for older ones were as yet few. The labor market was substantially improved in the industrial region such as Kei-Han-Shin, Chukyo and North Kyushu, but on the other hand in the rural region including Tohoku there was not a marked improvement in it.

In addition, it was a matter worthy of note that, in spite of the favorable turn of economy and a marked increase in employment, the wage increasing rate for unskilled workers was generally low and that wage differentials between regular workers and casual or day laborers were still wide, showing that there was almost no difference in the labor market between 1955 and 1956 for unskilled workers and temporary laborers.

According to the "Fundamental Survey on Employment Structure" made

in July 1956, there were 1,870,000 persons who wanted to change their occupations, though they had their own daily work, 930,000 who wanted to have side jobs in addition to their regular occupations and 2,030,000 who were not engaged in any work but wanted some work as their regular occupations. Among these job-applications, 930,000, 420,000 and 1,430,000 respectively were under an urgent necessity of obtaining employment.

Although the labor market took a favorable turn in this way during the year under review, there were many problems involved in it. It was not proper, therefore, to take an optimistic view regarding the fact that, in addition to the problem of partial unemployment mentioned above, the number of job-applications was still 2.6 times that of job-orders as an absolute number, the number of new job-applications showed an increase of 4 per cent on a yearly average over 1955, the number of registered day laborers employed in the unemployment relief works did not show as yet a tendency to decrease and that the number of those who received unemployment insurance money in full came up still to 40,000 a month, though there was a slight decrease in it against 1955.

### Chapter III

#### Increased Wages and its Contents

As abovementioned wages continued to increase also during the year under review. According to the Monthly Labor Survey, the amount of the total monthly cash earnings per regular worker employed in all the industries surveyed showed an increase of 9.2 per cent on a yearly average over 1955 as the result of the increase in working hours, rise in incentive pay caused by the output boosting, raise in mid-year and year-end special allowances and enforcement of periodic wage hike and basic wage boost. Real wages also made an increase of 8.6 per cent over 1955, as there was only a slight increase in the consumer price, though there was a marked increase in the wholesale price of production goods. Influenced by the decrease in the number of cases of deferred payment and non-payment of wages and by tax reduction enforced in July, it was estimated that there was an increase of around 10 per cent over 1955 in the take-home pay.

As regards the wage increasing rate classified by contracted cash earnings and special cash payments, the increase in mid-year and year-end special cash payments had a great influence on the wage raise in 1956 and there was an increase of about 24 per cent in the special cash payments,

while an increase of about 7 per cent was made in the contracted cash earnings as compared with 1955. As a result the rate of special cash payments to contracted cash earnings increased to about 20 per cent from about 17 per cent in 1955. Again the increase in working hours gave a powerful influence to the wage raise in 1956 and, as regards the increasing rate of contracted cash earnings per hour, there was an increase of 4 per cent in 1956 over 1955 in which an increase of 5 per cent over 1954 was made.

### CHARACTERISTICS OF WAGE INCREASE

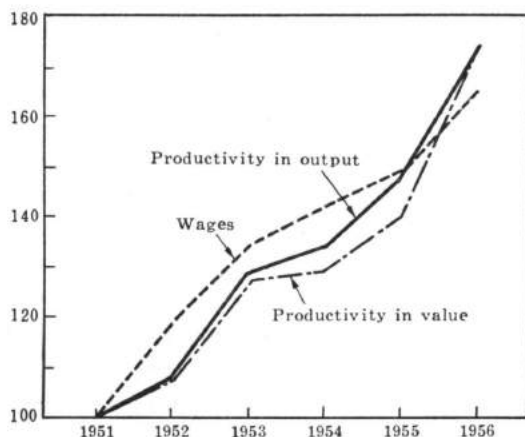
Now, what characteristics did the abovementioned wage increase display as a cost from a viewpoint of enterprise? According to the Analytical Survey on Management of Major Enterprises (those settling accounts in April–September term in 1956) in Japan made by the Bank of Japan, an increase of about 8 per cent and 14 per cent was made in the total amount of wage payment as compared with the preceding term and the term before the preceding term respectively due to the raise of the level of average wages and increase of employment. But on the other hand the total amount sold increased by about 15 per cent and 30 per cent respectively, with the result that the rate of personnel expenses to the total amount sold decreased from 9.9 per cent in the second half of 1955 to 9.5 per cent in 1956. The rate of labor cost to “manufacturing expenses” in the manufacturing industry also decreased owing to the production boost and increase of sales. The similar tendency was also noted through the Statistical Survey on Corporation Enterprises made by the Ministry of Finance which revealed that the rate of personnel expenses to net earnings showed a marked decrease as compared with the preceding term.

In short, in the year under review there was an increase in wages, but at the same time higher productivity was promoted as compared with 1955 due to the increase of the operation ratio and the development of enterprise rationalization. With reference to the aspect of prices of goods, there were also factors affecting the increase in income of enterprises and development of capacity for paying wages.

As the result, in the year under review, on one hand there was an increase in the total amount of wage payment as abovementioned, but on the other a marked improvement was made in the financial conditions of enterprises as their ratio of profit showed a substantial increase and the amounts of their reserve funds and depreciation funds were on the increase. It was possible for enterprises to improve their management,

at the same time increase wage level for their workers and expand the employment in industries. Two consecutive years' bumper rice crop in agriculture and consumption inclination with little fluctuations brought about the security in the consumer price and the real wages increased in harmony with the increase in the nominal wages.

Chart 13. Labor Productivity and Wages  
(Mfg. 1951 = 100)



Source: Wages: Monthly Labor Survey.

Productivity in output: Obtained by dividing production index (Economic Planning Board) by employment index (Ministry of Labor).

Productivity in value =

$$\frac{\text{Production index} \times \text{wholesale price index (excluding edible farm products)}}{\text{employment index}}$$

Further, from 1955 to 1956 as the productivity showed a marked increase as abovementioned on one hand, and there was an increase of nearly 6 per cent on a yearly average in the wholesale price on the other, the increasing rate of productivity measured by value was considerably higher than that of wages. But when compared wages and labor productivity in the manufacturing industry in 1956 with those of 1951, an increase of 65 per cent and 73 per cent was respectively made, showing that both of them maintained nearly the same tempo of increase. On the other hand, while the price index (excepting agricultural products for food) of 1955

showed a decrease of 5 per cent as compared with 1951, that of 1956 went up again to nearly the same level of the latter. Therefore, the productivity measured by value (estimated by multiplying the labor productivity index by the wholesale price index) from 1951 to 1956 also made an increase with nearly the same tempo as that of wages, showing that both of them maintained a close relation from a long-term point of view.

## CHANGES IN WAGE DIFFERENTIALS

### *Trend by Industry*

As regards the increasing rate of the total amount of cash earnings in 1956 by major industrial classification as compared with 1955 according to the Monthly Labor Survey, the manufacturing (an increase of 10.9 per cent) and construction (10.6 per cent) held the first place, followed by mining (10.4 per cent), and transport, communication and other public utilities (7.5 per cent), and banking and insurance (7.4 per cent) and wholesale and retail (7.0 per cent) which had been making comparatively higher rates of increase every year until 1955 showed rather a slight increase in the year under review. This was the first time after the war that the manufacturing industry showed the highest wage increasing rate of all the industries surveyed (excepting construction) and it was worthy of note that the wage increasing rate was higher in the production group in general than in any other group as in the case of employment. Further, the spread of wage increasing rates among industries in 1956 (from 11 per cent, highest to 7 per cent, lowest) was narrower than that of 1955 (from 8 per cent, highest to 2.5 per cent, lowest).

As regards the differentials in wage increasing rates by medium group classification in the manufacturing industry, general machinery, primary metal and transportation equipment held the first place (an increase of 14-17 per cent), followed by leather and leather products, electrical machinery and chemical and related products. On the other hand, apparel and other finished products showed the lowest increasing rate of 1 per cent, followed by food and kindred products, rubber products, tobacco and paper and allied products, showing respectively an increase of 5-6 per cent). Namely the wage increasing rate was high in the machinery manufacturing and allied industries and comparatively low in domestic consumption goods group.

Furthermore, with reference to the wage increasing rate in the special pay among the total amount of cash earnings as compared with 1955, it was clearly observed that prosperous industries showed higher rates

influenced by the character of bonus borne by the pay. Namely, while general machinery, primary metal, leather and leather products and transportation equipment showed an increase of 50-70 per cent respectively, paper and applied products, products of petroleum and coal and apparel and other finished products showed an increase of only 7-8 per cent respectively.

### *Trend by Scale*

Next as regards the wage increasing rate classified by scale of establishments on a yearly average, an increase of a little more than 12 per cent was made in establishments employing more than 500 workers as against a little less than 11 per cent in those employing 100-499 and a little less than 8 per cent in those with 30-99. Especially in the case of special pay, while there was an increase of more than 30 per cent in establishments employing more than 500 workers, an increase of 13 per cent or so was only made in those employing 499 or less. As regards the wage increasing rate per hour in the contracted cash earnings, however, in 1957 as the working hours made a marked increase comparatively, medium-sized establishments (employing 100-499 workers) showed the highest rate, followed by large-sized ones (with 500 or more) and small-sized ones (with 30-99).

With reference to the tendency of non-payment of wages classified by scale of establishments, the number of cases of non-payment began to decrease earlier in bigger-sized establishments than in smaller-sized ones. Namely, it began to show a tendency to decrease from spring in 1955 in establishments with 300 workers or more, from the latter half of 1955 in those with 100-299 and from the year end of 1955 in those with 99 or less.

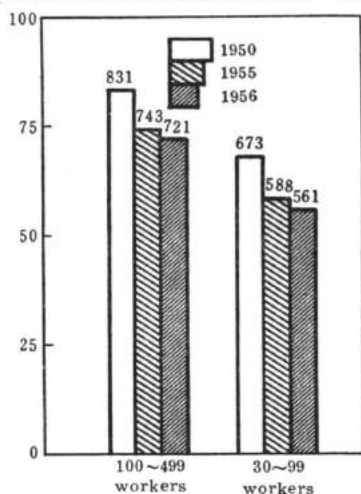
Further, as regards the trend of wage differentials by scale in the manufacturing industry in 1953 which was also a year of prosperity according to the Monthly Labor Survey, an increase of a little more than 14 per cent over 1952 was made in small-sized establishments, followed by a little more than 13 per cent in medium-sized ones and a little less than 13 per cent in large-sized ones, showing that the wage increasing rate in bigger establishments was comparatively low. This was attributable to the fact that, while in 1956 the wage increasing rate was comparatively high in bigger-sized establishments most of which produced investment goods and related products, in 1953 the rate was comparatively high in smaller-sized ones most of which produced home consumption goods. It is proper to say that there was little or no difference between 1953 and



1956 in the trend of wage increasing rate by scale of establishments in the industry concerned.

Chart 14. Trend of Wage Differentials by Scale  
of Establishments

(With 500 workers or more = 100)



Source: Monthly Labor Survey, Ministry of Labor.

#### *Trend by Production and Non-production Workers, Age and Occupation*

As regards wage differentials classified by production and non-production (clerical and technical) workers, the difference between them was a little wider as compared with 1955 in the case of special payments, but in the case of the contracted cash earnings the difference remained the same as in 1955 and especially in such industry as primary metal, general machinery, electrical machinery and transportation equipment. As the working hours of the production workers greatly increased, the difference of wages between staff employees and production workers became narrower.

Next, with respect to wage differentials by sex, they continued to be wider during the year under review as male workers' working hours increased greatly and the wage increasing rate was high in industries employing many of them. As regards wage differentials by age group, the wage increasing rate for older groups (excepting those aged 60 and over) was higher than that of younger groups as in 1955 and there was a wide difference between them. The wage increasing rate for those having long experience of work was generally a little higher than that of those whose length of work experience was comparatively short.

As regards the daily wage increasing rate of regular workers and casual and day laborers in all the industries surveyed according to the Monthly Labor Survey, the rate for casual and day laborers was lower than that of regular workers and the same trend was also observed in the manufacturing industry. Taking the wages of regular workers as 100, therefore, that of casual and day laborers was 63.6 in 1952, 56.2 in 1955 and 55.8 in 1956, showing that the difference continued to become wider. It was a noteworthy point that the wage increasing rate of casual and day laborers was very low as compared with that of regular workers, although employment for them largely increased.

Further, with respect to the wage increasing rate classified by occupation, it was comparatively high in the technical occupation including technical and managerial staff, crane-operators, boiler-operators and electricians, and classified by industry it was higher in key jobs related to heavy industries.

#### *Wage Distribution*

Lastly, with reference to the average wage increasing rate in respective classes (from September 1955 to September 1956) by average wage classification according to the Monthly Labor Survey, the wage increasing rate in establishments in which the average wages was distributed among the classes a quarter from the lowest was 5.6 per cent in all the industries surveyed and 5.7 per cent in the manufacturing. On the other hand, the rate in establishments in which the average wages was distributed among the classes more than a quarter from the highest was 7.1 per cent and 8.3 per cent respectively. In short the wage increasing rate was higher in establishments paying higher wages than in those paying lower ones. The same trend was observed in the manufacturing classified by scale and it was clear that in 1955-56 the distribution in establishments classified by wage class was wider than in 1953-54.

Again, with reference to the wage increasing rate of employees classified by income group based on the survey of the Monthly Labour Survey from March 1955 to March 1956, while there was only a slight increase in wages in lower-income groups, higher-income groups had an increase of a little less than 9 per cent. In short it can be said that the wage increasing rate was higher where higher rates of wages were being paid.

#### WORKERS' FAMILY BUDGETS AND LIVING COSTS

As regards the trend of real income of workers in 28 major cities throughout the country according to the Family Income and Expenditure

Survey, an increase of about 6 per cent on an annual average was made over the record of 1955 as in the case of wages. With reference to the income of the breadwinners classified by periodical income and extra income (including overtime pay), while there was an increase of only a little less than 4 per cent in the former, an increase of a little more than 22 per cent was made in the latter, showing that an increase in income was brought about with the mid-year and year-end extra payments in the center.

Next, with regard to the expenditures, there was an increase of only a little more than 1 per cent in the earned income tax and other public charges above the figure of 1955, and the consumption expenditures showed an increase of only 3 per cent as compared with 1955 with the result that there was an increase of 36 per cent in the black-ink figures over 1955 in the family budget, showing that a distinct improvement was brought about in workers' household economy.

Although in 1956 we had a great boom in industry which was looked upon as the "Greatest Prosperity since Jimmu Era", the propensity of workers to consume did not comparatively become active. From the viewpoint of the trend of the real family living cost (calculated in terms of five family-members for 30.4 days) which was computed by dividing the total amount of consumption expenditures in the family budget by the price index, housing expenses showed an increase of about 17 per cent, the highest rate, followed by clothing expenses (an increase of a little more than 10 per cent), food expenses (an increase of 8 per cent) and petty expenses (an increase of 7 per cent), showing that the expenditures for house and land rents and household furniture and utensils made a marked increase and it was noted that the expenditures for clothing turned to increase again in 1956 which had not increased since 1954.

Although the consumer price in general in 1956 remained the same, classified by item there was an increase of about 10 per cent in housing expenses (especially 16 per cent in house rent) and of 2.3 per cent in petty expenses, but there was a decrease of 1.3 per cent in food expenses. As the result, as regards the increasing rate of the amount of nominal consumption expenditures, an increase of about 30 per cent was made in housing expenses, a little less than 10 per cent in petty expenses and 12 per cent in clothing expenses, these three being the center of increase in purchasing in 1956.

Consequently, the ratio of food expenses to the amount of consumption expenditures (Engel's Coefficient) further dropped to 42.9 (44.5 in 1955) and above all the ratio of cereals dropped from 17.0 in 1954 to 16.3 in 1955 and to 14.8 in 1956.

In addition, in 1956 the prices of food which had great importance relatively in the household economy of the low-wage earning family continued to fall (a decrease of 4.5 per cent as compared with 1955) due to the bumper crop of two consecutive years, but this trend began to change from the end of 1956. An increase of about 5 per cent in the price of food was made since the beginning of 1957 as compared with the same period of 1956, house rent and light and fuel expenses continued to rise and there was an indication that the national railways fares would be raised. The livelihood of the low-wage earning class would be affected by the rise in prices. This is a question to be solved in 1957 together with the question of inequality of increase in wages as mentioned above.

## **Chapter IV**

### **Features seen in Hours Worked and Industrial Accidents**

In the foregoing chapters, the features of the labor economy in 1956 were observed chiefly from the angles of employment and the labor market and of wages and workers' family budget. Now we will turn our eyes to the changes in working conditions in the field of production. Although this problem is required to be examined from various directions, here mention will be made of the characteristics concerning hours worked and industrial accidents.

#### **CHANGES IN HOURS WORKED**

According to the Monthly Labor Survey covering the establishments employing 30 workers or more, the total number of actual hours worked in such establishments per month increased in all industries covered by about 2 per cent in 1956 as compared with the previous year, and the actual working hours in every industry, observed by the major industrial classification, increased in 1956. Above all, the increase in the manufacturing by about 3 per cent was remarkably ahead of other industries such as wholesale and retail (an increase by 1.7 per cent), mining and finance and insurance (an increase by 1.4 per cent). This increasing rate in the manufacturing was the highest one since the Monthly Labor Survey was first started in 1950, and it indicated that the increase in production in 1956 resulted from the increase in working hours as well as in employment.

As regards the increase in working hours in the manufacturing by dividing into the scheduled and non-scheduled hours, the former continued a

slight increasing tendency (by 1 per cent on the yearly average) reflected by the increase in the number of days worked. The latter, however, showed such a remarkable increase as a rise by 21 per cent on the yearly average and by 44 per cent in the comparison between the latter halves of 1954 and of 1956. This was the main reason why working hours had increased since the latter half of 1955.

With reference to the increase in non-scheduled working hours classified by the medium classification of the manufacturing, first came about 50 per cent of general machinery and electric appliances, next some 30 per cent of precision machines and transportation devices. Leather, metal, glass, rubber, basic metal, etc. showed an increase of around 20 per cent. A decrease was seen only in food stuff and tobacco.

As regards the increasing rates of the working hours in the manufacturing classified by scale of establishments, the smaller scale establishments exceeded the larger scale ones until the former half of 1955, but this situation reversed itself in and after the latter half of 1955 because in machine and metal industries with many establishments employing 500 workers or more very high rates had been seen. In the latter half of 1956, however, the increase of working hours in the smaller scale establishments began to exceed that in the larger scale ones again.

## TREND OF INDUSTRIAL ACCIDENTS

Next, we will cast a glance at the trend of occurrence of industrial accidents in 1956.

The total number of accidents in 1956 exceeded that of 1955 in each case of statistics. However, the frequency of accidents remained stationary because both employment and working hours had increased during that period. The Monthly Industrial Accidents Statistics covering the establishments employing 100 or more workers showed the continued decrease in the number of cases of accidents from the previous year, and the frequency of accidents in 1956 went down to a half of that in 1955.

The number of cases of accidents showed a rising tendency because of the increase in production and hours worked and in employment opportunities in smaller scale enterprises including temporary workers. Divided into serious and slight injuries, the latter showed a higher increasing rate. The death rate went up slightly in 1956, although less than that in 1954. The rate of serious injuries also did not go up remarkably. In consequence, according to the Monthly Industrial Accidents Statistics, the severity rate of industrial accidents in 1956 decreased at the same tempo as in the

previous year. This tendency was also seen in the statistics of the Workmen's Accidents Compensation Insurance.

Classified by industry, however, these industrial accidents showed a rise both in the frequency and severity rate in the forestry and manufacturing (metal, machinery, etc.) as compared with the previous year. It also should be noted that the increase in the frequency rate was seen in services (because of the increase of accidents in dealing with scrap iron) and cotton spinning, and the increase in the severity rate was seen in the prosperous industries such as furniture and rubber manufacturing.

Classified by the scale of establishments, the smaller was the scale of enterprise, the higher was the frequency rate in the manufacturing industry, and its differentials between scales of enterprise became wider in 1956. However, the severity rate increased in the medium scale establishments and decreased in others.

The comparison of the causes of industrial accidents between the years of 1953 and 1956 indicated that the accidents due to operation of power machines increased, while those due to operation of general work decreased. This meant that the nature of industrial accidents had been gradually changing according to the development of enterprise rationalization and mechanization.

## Chapter V

### Features of Industrial Relations

#### MOVEMENT OF TRADE UNION ORGANIZATION

Lastly we will cast a brief glance upon the movement of industrial relations during the year under review.

The comparison of the situation of union organization in June 1956 with that in June 1955, indicated an increase in the number of unions by about 2,000 and in the number of union members by about 180,000. That is, the increasing tendency of trade union organization since 1952 continued also in 1956. Such increases in the numbers of unions and union members might be attributable to the facts that the increase in employment resulted in the affiliation of new members with the established unions, unorganized workers in the medium and small scale establishments were organized, and the number of dissolved unions decreased because of the solidification of trade union organization which had continued since 1952.

In relation to the establishment and dissolution of unions during 1956, the Fundamental Survey of Trade Unions showed that the number of unions dissolved was smallest since 1948, the number of cases of dissolution of unions due to the suspension, abolition, or reduction of enterprise or due to natural extinction of themselves or an affirmative argument of "union is of no use" decreased during the year under review, and the majority of unions newly established were occupied by the small scale unions with less than 100 members. In addition, it should be noted that temporary workers or casual employees formed, although small in number, their own unions for improvement of their low working conditions.

According to the industrial classification of the organization of trade unions which expanded availing themselves of the favorable turn of the economy, the number of increase in them lined up in order of the manufacturing, construction (an increase in union members by 41,000 respectively), public services (by 30,000). In other industries also generally an increasing tendency was observed. However, the organization rate which came from dividing the total number of union members in all industries by the total number of employed workers decreased slightly in 1956 as compared with the previous year, because the increase in employment in 1956 was made in the field of smaller scale enterprises, commerce, services, etc. where the organization of trade unions had not been well developed. As regards the increasing rate of union members by the comparison of scales of enterprise between 1956 and 1954, in the establishment employing 1,000 or more workers there was an increase of some 1 per cent, while in those with 100-499 workers an increase by 8 per cent was made, and in those employing less than 99 workers an increase was produced by about 10 per cent. This fact indicated the development of union organization in smaller scale enterprises.

As regards the situation of conclusion of trade agreements, the newly established unions in smaller scale enterprises which increased remarkably in number during the year under review did not develop to such extent as they could conclude agreements and those upper unions also did not make much progress in making agreements. Consequently the rate of making trade agreements (rate of the number of unions which made trade agreements to the number of unions qualified to make trade agreements) as compared with the previous year went down for the first time since 1951. However, the trade agreements concluded became more substantial in their contents.

## WAGE STRUGGLE OF TRADE UNIONS

The labor movement in 1956 was carried out in the background of a rare economic prosperity. In spring, Sohyo (the General Council of Trade Unions of Japan), including unions in coal mines, private railways, synthetic chemistry, public enterprises, etc. launched a joint struggle mainly for the increase of wages with the participation of 2,100,000 government and public enterprise employees and 800,000 private industry workers. This struggle was carried in several waves, and the union members who had resorted to force (viz. those who had walked out for more than 24 hours) amounted to 200,000 in number by the end of April when the seventh attack was made. Especially in the case of strikes in coal mines, a lockout was carried out in all the mines by the management for the first time in the history of our wage struggle. As the terms of agreement on wages coal miners obtained the monthly increase by 450 yen (220 yen in 1955), private railways workers by 900 yen (800 yen in 1955), and public enterprise workers were given special allowances.

In the struggle for the summer special allowance in June and July, the effort of the unions was centred on the election movement because the election to members of the House of Councillors took place in July. Although this struggle in general did not swell into an active one, the terms of agreement on special allowances, influenced by the economic prosperity, were considerably better than the previous year.

In the wage-increase struggle carried out in autumn mainly by the unions of iron and steel, shipbuilding, transportation etc., the unions of iron and steel walked out four times since the end of September, and the union of shipbuilding workers also employed force on a large scale. In this struggle, however, the unions did not obtain the expected result of increased wages in the face of the firm attitude taken by the management. As the terms of agreement on the increased wages, iron and steel industry workers obtained an increase of 700 yen per month and were given 5,000 yen as a lump sum allowance, and shipbuilding workers also had a monthly increase of 700 to 900 yen.

The struggle for demanding the year-end special allowance followed the autumn wage-increase struggle, and this was regarded as one which would lead to the spring struggle in 1957. This struggle, however, mainly due to the economic prosperity, reached a peaceful settlement without resorting to force except in mining and smaller scale enterprises. The level of increased wages was generally higher than the previous year,



especially in coal mining, iron and steel, shipbuilding, metal mining, cotton-spinning, synthetic fiber, etc.

As mentioned above, due to the prosperity of enterprises, the total amount of lump sums paid in 1956 exceeded considerably that in 1955, although the amount of increased wages was not remarkable. Under these circumstances, the struggle came to a peaceful end, without developing into an aggravated one, except in the cases of coal mines and some steel enterprises. The disputes in medium and small scale enterprises also did not show such a notable increasing tendency in number as in 1954-1955.

### FEATURES SEEN IN INDUSTRIAL DISPUTES

As regards industrial disputes during the year under review according to the industrial dispute statistics, the total number of cases of disputes was 1,330 in which 3,370,000 workers participated. These figures showed the decreases by 15 cases and by 380,000 workers as compared with the previous year. The disputes accompanied by dispute tactics increased in number but decreased in the number of participants by 160,000 workers. Especially, the number of workers who participated in the slow-down of operation decreased, as compared with the previous year, by 260,000 workers for the first time since 1951.

As regards disputes involving stoppage of work, however, the number of cases decreased as compared with the previous year, but the number of participants increased by 70,000, because large scale disputes took place in coal mining, iron and steel, shipbuilding, etc., during the year under review. Above all, lockouts led to the largest number both in the participants (170,000 workers) and in the mandays lost (2,270,000 days) since before and after the War. The total number of mandays lost due to industrial disputes, which had continued a decreasing tendency in 1954-1955, reached in 1956 4,560,000 days which showed an increase over the previous year by 1,090,000 days. The mandays lost per 1,000 workers employed also showed the highest number (261 days) since 1953. However, the mandays lost due to strikes, which had been continuing a decreasing tendency since 1952, showed the lowest number of 2,350,000 days in the postwar years (950,000 days less than in 1955).

With reference to the number of workers who participated in work stoppages and industrial disputes classified by industry in comparison with the previous year, there was an increase in transportation, communi-

cation, and other public utilities, manufacturing, and services. However, the number of mandays lost increased by 1,460,000 days in mining, while manufacturing, transportation, communication and other public utilities showed a slight decrease in it as compared with the previous year. As regards the occurrence of industrial disputes classified by scale in the number of workers involved, during the year under review the number of cases of disputes with less than 100 participants decreased and the number of those with 100 to 499 and with more than 500 increased, while during the years from 1954 to 1955 the number of those with less than 100 participants had gone up, while that of those with more than 100 had gone down. If these disputes, however, were classified not by the number of workers involved but by the scale of enterprise to which such workers belonged, the number of them showed a considerable increase both in the large scale and the medium and small scale enterprises. This indicated that during the year under review joint disputes in which several trade unions unitedly had carried out their struggles often took place in the medium and small scale enterprises.

As mentioned above, the numbers of industrial disputes, workers involved, and mandays lost were considerable in 1956. Regarding the items demanded in these disputes as compared with those in 1955, the characteristic in the prosperous year 1956 was that the number of positive demands such as wage-increase, payment of provisional allowances, etc. increased, but that of negative demands such as an objection to discharge and cut-down of wages, a claim for periodical payment of wages, etc. decreased. For example, while the rate of the number of positive demands to the total number of demands increased from 64 per cent in 1955 to 71 per cent in 1956, in the case of disputes with negative demands the rate decreased from 27 per cent in 1955 to 19 per cent in 1956. Especially, the demands for increased wages showed a remarkable increase from 17.4 per cent in 1955 to 25 per cent in 1956, while the demand for periodical payment of wages decreased from some 7 per cent to 3 per cent.

Finally, as regards disputes from the viewpoint of duration, they were generally settled in a short period. In consequence, the average duration of them in 1956 showed a decrease as compared with the previous year. The settlement of them brought about more favorable results to workers. This fact as well as the increasing tendency of disputes to be autonomously settled by the direct negotiation between labor and management showed an aspect of industrial disputes under economic prosperity.

## Chapter VI

### Influence of Mechanization and Modernization on Labor Economy

#### AUTOMATION

The introduction of automation into industries has become positive year after year in the industrially advanced countries including the United States of America, the United Kingdom, France, the Soviet Union. In consequence, the actual situation of it as well as its social and economic repercussions have been discussed. Under such circumstances, the International Labor Conference adopted at its 39th Session held in June 1956 the resolution concerning automation.

Even in the abovementioned countries, automation has not been prevailing yet in every industrial and economic field. For example, even in the United States of America where automation is presumably introduced most actively, it was reported that "In respect of employment, automation will have an impact on less than 10 per cent of the whole labor force in industries directly affected or to be possibly affected by it." (Source: Report of 6th Session of the Metal Trades Committee, ILO.). The introduction of automation in Japan was only in embryo. If automation, however, was considered as a process of the modernization and mechanization of industry in general but not as limiting the scope strictly to automatic control of production processes, automation in Japan had made considerable progress in several years in the past, and its effect would not be neglected if the problems in future were taken into account.

#### IMPACT ON LABOR ECONOMY

The introduction of automation will have various kinds of impact upon labor economy. In Japan, however, automation had been introduced only in part of industries, and a further study had to be made yet as to its impact on labor. In this Chapter will, therefore, on the basis of available data, be dealt with its real and potential impact on employment and on labor, together with the questions it will raise.

##### *Impact on Volume of Employment*

The adoption of automation clearly has effect on economy of employment. From a broader viewpoint the impact on employment had been

particularly significant in large mechanized or modernized establishments where the volume of employment had not gone up so much in spite of remarkable increase in production for several years in the past. For example, according to the Table of Industrial Statistics, in the period from 1952 to 1955 "all scales" showed an increase in employment of about 15 per cent, but "1,000 workers or more" remained stationary (See Table 2).

**Table 2. Increase of Employed Workers by Scale of Enterprise**

(1952 to 1955)	
Scale of Enterprise	Rate of Increase (%)
All Scale	14.6
3 or less workers	14.9
4—29 workers	16.3
30—199   ↗	22.7
200—299   ↗	15.3
1,000 or more workers	0.2

Source: "Manufacturing Statistics," Ministry of International Trade and Industry.

This tendency was considered more marked in the case of the workers engaged in the key production process where mechanization and modernization advanced remarkably. According to the Occupational Wage Survey, the number of workers engaged in key occupations in large scale enterprises (employing 1,000 or more workers) mostly either remained stationary or decreased from April 1954 to April 1956—for example, blast furnace tender, melter, steel furnace and roller in the primary metal industry; spinner and weaver in textile mill products; lathe operator in machinery manufacturing; candy maker in food and kindred products; and teaser, glass and cement-kiln operator in stone, clay and glass products. Needless to say, these figures were partial, and there were some key occupations which showed an increase of workers—for example, beer brewing worker and soy brewing worker in food and kindred products; digester operator in paper and allied products; compositor and press man in printing, publishing and allied industries; chemical operator in chemical and related industries; assembler in electric machinery; and electric welder, in transportation equipment manufacturing. (See Table 3).

It was reported in the United States of America that automation had rarely resulted in the decrease of employment. This was possibly related

**Table 3. Increase or Decrease in Number of Workers  
by Occupation (1954 to 1956)**

(Manufacturing Industry employing 1,000 or more workers)

Industry	Occupation (sex)	Rate of increase or decrease (%)
Food and Kindred Products	Candy maker (m)	-22.4
	" (f)	-47.2
	Beer brewing worker (m)	6.9
	Soy brewing workers (m)	18.2
Textile Mill Products	Spinner (f)	-10.6
	Weaver (f)	-12.8
	Maintenance mechanic (spinning and weaving machine) (m)	4.3
Paper and Allied Products	Digester operator (m)	16.4
	Cylinder machine tender (m)	0.2
Printing, Publish- ing and Allied Industries and Related Indus- tries	Compositor (m)	10.4
	Letter-press man (m)	12.5
	Chemical operator (synthesis of ammonia) (m)	14.6
	Chemical operator (organic compound) (m)	10.3
	Spinner (rayon and allied products) (m)	21.3
	Analysis and test worker (m)	22.8
Chemical	Chemical machine maintenance worker (m)	16.3
Stone, Clay and Glass Products	Teaser, glass (m)	-1.5
	Cement-kiln operator (m)	-3.9
Primary Metal Industry	Blast furnace tender (m)	-4.2
	Melter, steel furnace (m)	-4.4
	Roller (m)	-23.5
Machinery	Molder and caster (m)	-15.1
	Lathe operator (m)	-22.1
	Machine assembler (m)	8.6
Electrical Machi- nery	Lathe operator (m)	-3.2
	Assembler, heavy electric equip-ments (m)	16.4
Transportation Equipment	Lathe operator (m)	-18.1
	Tinsmith, coppersmith, and sheet metal worker (m)	-6.9
	Welder, electric (m)	13.6
	Rivetter (m)	-16.7

Source: Occupational Wage Survey, Ministry of Labor.

to the introduction of automation in such industries as had been making rapid progress. In other words, the effect of automation on the displacement of employees will be neutralized or counteracted if a high developing rate of industry is maintained.

From a viewpoint of the economy as a whole there are some other elements by which the impact of automation upon employment will be mitigated. The report on automation of the Metal Trades Committee of the ILO cited, as such elements, (1) increasing consumption per capita by improving the living standard, (2) reducing working hours, and (3) decreasing the rate of the working population to the whole population by extending school age, improving living conditions, and enforcing social policy. Especially, if real wage is raised by the introduction of automation and the demands for production goods increase, the number of workers employed in the tertiary industry will increase and related industrial departments will be expanded. These may become the elements by which the direct impact of automation on the displacement of employees will be counteracted.

#### *Impact on Composition of Workers*

The introduction of automation will change the composition of workers such as technicians, skilled and unskilled workers, due to automated operation of production processes. In addition, as regards skilled labor, workers highly skilled in a new type of jobs may be in demand on the one hand, while on the other the traditional functions of skilled labor may be broken down into several simple labor.

It is difficult to predict accurately the prospective change in the occupational composition of workers in Japan where the introduction of automation is partial and in the primary stage. However, according to the Occupational Wage Survey the fluctuation of the number of workers classified by occupation from 1954 to 1956 indicated the partial impact of automation.

First of all, the number of technical staff employees increased remarkably as shown in the Table 4. The same tendency could be seen in almost all industries of the medium industrial classification. Considering that the number of workers employed in key occupations decreased or remained stationary as mentioned already, the abovementioned fact indicated that the weight of highly skilled technicians had been becoming heavier.

Secondly, machine maintenance workers increased in number, while machine operators decreased. This tendency could be seen most distinctly in the spinning and weaving industry. During the 1954-1956 period, the spinning and weaving industry showed a decrease in spinners, weavers,

**Table 4. Increasing Rate of Staff Employees**  
(Comparison between 1956 and 1954 in the Manufacturing  
Industry employing 1,000 or more workers)

Occupation	Rate of Increase (%)
Technicians (Men)	7.9
University graduates	34.5
Clerical Personnel (Men)	5.8
University graduates	15.5
Clerical Personnel (Women)	9.4

Source: Occupational Wage Survey, Ministry of Labor.

etc. in number, but a slight increase in maintenance mechanics. The former type of jobs was occupied mainly by women workers, but the latter type of jobs by men. This indicated an increase of maintenance as well as supervisory work requiring a higher level of skill due to the speed-up and continuity of production processes. Similarly, there was a considerable increase of analysis and test workers and chemical machine maintenance workers in number. In addition, the cotton spinning industry had adopted a payment by results system, but the development of improvement and rationalization of its equipments and facilities had made it difficult to grasp the accurate result of an individual worker. As regards the wages, therefore, studies were being made as to the shift to the wages attached to post. This means that the jobs in charge of operation of machines have been showing considerable change in the contents.

Thirdly, there was the problem of the impact on employment caused by partially automated production processes. For example, a remarkable increase in number was seen of electric welders in transportation equipment manufacturing, although other jobs decreased or remained stationary and there was also an increase of machine assemblers, while molders and casters, lathe operators, fraise machine operators, etc. in the machinery manufacturing were on the decrease.

The abovementioned facts, although fragmentary, indicated the partial influence of mechanization and modernization upon the composition of workers, and would imply the impact of automation.

#### SOME OTHER PROBLEMS

The Resolution concerning Automation adopted by the International Labor Conference at its 39th Session mentions, "Considering, in particular, the far-reaching effect of these developments on productivity, employment,

training, wages, hours, safety and other conditions of work, as well as on social security and various forms of protection against unemployment and on labor-management relations in the different countries .....". Compared with the scope covered by this resolution, the abovementioned facts are only partial, and an intensive and extensive study on the effect of automation remains to be done in future.

Even the abovementioned points will present the problems on (1) how to deal with the problem of the impact of automation on employment and unemployment—which relates not only to transfer of workers within industry, but, to general employment policy involving exchange-over of workers among industries, and more broadly, to the development of the national economy, industrial structure, social security, etc. and (2) how to meet the demand for highly skilled technicians and workers—which also relates to the national education system, vocational training, apprenticeship, etc. as well as the training system of workers within industry. In addition, it should be considered in our country that the development of the modernization and rationalization of large scale enterprises might result in increasing differentials in productivity between those enterprises and medium and small scale ones and that the living conditions of workers in such departments might become relatively lower. The development of the national economy due to the introduction of automation is surely desirable, but a careful study on it with due regard to its impact is more necessary especially in our country.



## PART II

### LABOR ADMINISTRATION



## Chapter I

### Outlines of Labor Administration

#### FUNDAMENTAL POLICY OF LABOR ADMINISTRATION

In October 1955 the Japan Socialist Party was formed which had been divided into the right and left wings, and on the other hand the Liberal-Democratic Party was organized in November of the same year. As the result it was the first time in the political history of Japan that the two political parties were set up in opposition. On November 22 the third Hatoyama Cabinet was formed with a concentration of conservative force as its background.

The Hatoyama Cabinet, at the opening of the 24th Session of the Diet, made it clear in its administrative policy speech that it was the basic policy of the Cabinet to restore diplomatic relations with the Soviet Union and formulate and enforce a 5-year economic self-supporting plan with the fiscal year 1956 as its first year.

In July 1955, the election of half the members of the House of Councillors took place, and the Reformists with the Socialist Party in the center won one-third of the seats of the House with the result that it was virtually impossible to revise the Constitution.

On October 19 the negotiations between Japan and the Soviet Union came to an agreement, a joint declaration of the two countries was made and diplomatic relations between them were restored.

Next on December 18 a resolution to approve Japan's application for membership of the U.N. was adopted unanimously at the 11th Session of the General Assembly of it and Japan was at last able to make an important contribution nominally and virtually to the peace and prosperity of the world as a member of the family of nations.

On December 23 Mr. Ishibashi was chosen as head of the Cabinet as a successor to Mr. Hatoyama. He expressed his belief clearly that the promotion of a full employment policy was one of the key objectives of the economic policy of his Cabinet and it gave a deep impression not only to management and labor but also to the people in general.

Meanwhile Japanese economy intensified the basic condition of a quantitative boom further at the end of 1955 and the expansion of economic foundation carried out in 1956 made it generally possible to attain within one year the final goal of the 5-year economic self-supporting plan form-

ulated by the Government. The economic growth of this sort was attributable to the increase in exports caused by overseas economic prosperity and the marked increase in investment in equipment at home. Towards the latter half of 1956, however, a series of bottlenecks was observed in the key industry groups including electric power, transportation and iron and steel and there was a shortage of technical workers in the special industry group. Thus weak points in the structure of Japanese economy were at last exposed.

In the abovementioned changes in political and economic situations, the labor administration encountered many difficult problems and achieved a new development.

The labor administration in 1956 was dealt with by two Labor Ministers, Mr. Kuraishi and Mr. Matsuura, and during their terms of office they consistently emphasized the following points: (1) labor administration should be fundamentally carried on in relation to the general policy of national economy from a broad viewpoint of things with a keen sense; (2) therefore, labor problems should also be dealt with from the viewpoint of national economy; (3) especially with reference to the relations between labor and management, democratic, reasonable and fair labor practices should be established; (4) unemployment countermeasures hitherto carried out to relieve the unemployed should be changed over to an active employment policy and the full employment policy should be enforced as a link in the chain of the economic policy; and (5) it is desirable to adopt the minimum wage system from the viewpoint of the existing conditions of Japanese economy, but as a tentative measure emphasis should be placed on bringing up the social and economic foundation on which the system may be established. These points were the reflection of the Government's basic policy to attain full employment and build up a welfare state by rationalizing the national economy in its internal structure and modernizing the fields of industry, trade, employment and others.

From these points of view, efforts were made to establish democratic and rational labor practices, decide a new policy of labor education for the purpose of preventing industrial disputes in advance from taking place and hold consultation conferences of labor and management to promote cooperation between them. Especially in 1956 more offices were established of labor consultation for small and medium-sized enterprises and the function of the office was strengthened. At the same time the method of measuring attitude was adopted as a link of the chain of the labor management instruction method and thus stabilization was promoted by modernizing labor management.

As regards the continuation of the Law concerning Control of Methods of Acts of Dispute in Electric Enterprise and Coal Mining Industry, for the reason that healthy labor practices had not yet been established in the industrial relations between labor and management of the said enterprise and industry and that the Law was the minimum necessity to protect the welfare of the public in general, which was never intending to place an oppression on workers, the Government decided to gain the approval of the Diet to continue existence of the Law.

With reference to the Public Corporation and National Enterprise Labor Relations Law, as it was necessary to readjust the system of collective bargaining and arbitration in order to deal smoothly with the labor relations in the public corporations and national enterprises, the system of negotiation unit was abolished, the Public Corporation and National Enterprise Labor Relations Commission was newly established by uniting the machineries of arbitration and mediation and revision was made to the laws concerned to secure the enforcement of the arbitration award.

As regards wage problems centering around the minimum wage system, in order to establish a wage policy radically, the Government established the Remuneration Deliberative Office in the Ministry of Labor to study the matters. Paying attention to the discussion on the problem the Subcommittee on Remuneration of the Labor Problems Conference had, and examining the existing various states of affairs, the Government decided to advocate a minimum wage formula to be adopted by an agreement among traders concerned and build up the foundation of the system gradually by spreading the formula far and wide, as it considered that, although it was desirable to enforce the minimum wage system, it was right to build up a social and economic foundation on which might be established the system in accordance with legislation.

With reference to the protection and welfare of workers, welfare activities carried out by workers' organizations were strengthened and promoted. Efforts were made to prevent industrial accidents, execute medical examination on silicosis and expand and readjust workmen's accident compensation insurance facilities. The Workmen's Accident Compensation Division was established in the Ministry of Labor to deal with the business quickly and establish a setup of responsibility.

The Industrial Health Institute was established for the purpose of preventing and treating occupational diseases and strengthening measures for labor environment health and thus measures were taken for carrying out a radical reform in preventing industrial accidents.

Measures of increasing employment were adopted into the economic policy for 1956 as a link in the chain of the Government's important policies. Namely, the employment policy was promoted, on the one hand, by producing an economic and constructive effect with the expansion of programs for investment and financing in the public finance in the fiscal 1956 budget, readjustment of public works and creation of projects as temporary employment measures, and, on the other, by endeavoring to increase employment, studying a fundamental policy concerning employment security and establishing in the Cabinet "the Employment Countermeasures Council" to deliberate on the fundamental problems concerning the employment structure and employment policy as a part of employment security.

As regards the action against unemployment, to cope with the increase in working population of 800,000 every year and the increase in the number of the unemployed in the first half in 1956, projects were created as temporary employment measures, readjustment was made to special projects of unemployment and a substantial increase was made in the amount of general countermeasures expenses for unemployment, and as a result 250,000 unemployed workers were absorbed in the relief projects in 1956 as against 220,000 in 1955. Especially, in Kure region and North Kyushu region where unemployment was high, measures which were full of mobility and carefully thought-out were taken for relieving the unemployed there.

With reference to employment policy of women, emphasis was placed on breeding occupational consciousness of women and more Public Vocational Training Centers for Domestic Service and Side Jobs were established to increase the security of livelihood of widows and promote the welfare of them. In 1956 the Public Vocational Training Center for Part-time Domestic Service was newly established to give training to women who wanted to perform domestic service in rural community.

As regards complaints lodged against the benefit payment under the Workmen's Accident Compensation Insurance Law and Unemployment Insurance Law, they had been examined by separate machineries respectively in the past. As it was necessary to make the examination uniformly throughout the country, the Bill concerning the Labor Insurance Referee and Labor Insurance Appeal Committee was presented to the Diet, given approval by it and enforced as from August in the year under review. The purpose of the Law is to secure the unified and efficient enforcement of the examination for complaints and make a prompt decision as to the relations of claims.

Lastly, with reference to international labor relations centering around the ILO, Japan has been giving its cooperation to various activities of the

ILO especially since it was elected one of the Members of Chief Industrial Importance. In 1956 Japan ratified two International Labor Conventions and Mr. Kuraishi, the then Labor Minister, was present at the 39th Session of the International Labor Conference as a visiting minister and expressed an ardent desire of Japan to give its hearty cooperation to the activities of the ILO.

## IMPORTANT MATTERS IN LABOR ADMINISTRATION

### *Maintenance of Fair Industrial Relations*

"Quiet Expansion" made in the Japanese economy in 1955 built up its firm foundation in 1956 and displayed what was called the "Greatest Prosperity since the Jimmu Era". It was needless to say that the expansion and equilibrium of this sort in economy was affected by the overseas economic boom, but it owed greatly to the establishment of economic self-supporting setup centering around the retrenchment policy adopted since 1953.

It goes without saying that today the labor policy centering around the industrial relations is as important as the public financing policy and trade and commerce policy among the policies of economic expansion. It is not without reason that it is the central question of the day in the labor administration to increase the stability of industrial relations and establish a positive cooperation setup for production between labor and management.

In order to secure the stability of industrial relations and develop a tendency of labor-management cooperation, the Ministry of Labor made efforts to spread a labor-management cooperation system gradually by giving guidance to the Labor Division of the prefecture to establish in it a joint conference of labor and management or a separate conference of one of them to adopt a system of cooperation between them in concluding labor agreements. The Ministry of Labor continued to hold meetings of the Labor Administration Conference as before and also held several times labor-management conferences classified by industry.

In order to maintain positively stabilized industrial relations, prevent labor disputes at their initial stage if they should arise, and establish democratic and rational relations, the Ministry of Labor on November 6, 1955, under the name of the Vice-Minister of Labor, issued to the prefectural governor a notification concerning "Prevention of Exercise of Illegal Force in Labor Relations" in order to gain recognition of management and labor about a correct understanding of industrial relations. Furthermore, in 1956 also the Ministry of Labor made a careful examination

of what should be done by the parties concerned to build up free, healthy, rational and democratic practices in industrial relations in connection with the right of organization, collective bargaining and other collective actions and actions of employers in industrial relations. As the result the Ministry unified the opinions of it concerning industrial relations and labor legislation, trade unions, unfair labor practices, collective bargaining, labor agreements, acts of dispute and, in order to obtain a right understanding not only of management and labor but also of the people in general and develop a fair and healthy industrial relations, the Ministry in January 1956 sent under the name of the Vice-Minister of Labor to the prefectural governor a notification concerning "Right of Association, Collective Bargaining and Other Collective Actions".

In addition to these measures, the Ministry readjusted the labor economy statistics and made every effort to popularize the knowledge on labor economy so that not only management and labor but also the people in general might be able to deal with labor problems on the same basis.

#### *Countermeasures for Small and Medium-sized Enterprises*

As the increase in employment with the economic expansion was centered on small and medium-sized enterprises and working conditions in them were low with wider differentials in wages, the problem relating to them was high-lighted as an important subject of industrial and labor policies in 1956 in the spheres not only of measures for the promotion of them in general but also of structural improvement of employment setup and labor market with the advance of modernization of the Japanese economy.

Moreover, it had been an ardent desire from all quarters since 1954, a deflation period, to rationalize and stabilize industrial relations in them. The Ministry of Labor established in 1955 the Labor Consultation Office for Small and Medium-sized Enterprises to serve as an aid to stabilize them and in 1956 emphasis was placed on the readjustment of the function of the office.

It might be said in this connection that the number of offices established throughout the country was 226 at the end of 1956. The number of cases in which counselling was given amounted to 3,500 on a monthly average of June, July and August of the year under review, and more than 70 per cent of the details of the counsel were connected with trade unions and working conditions, showing that an encouraging progress was being made to organize trade unions in small and medium-sized enterprises. In



addition to these cases, counselling was given in cases regarding personnel questions, employment security, social insurance, taxes, financing and others.

In the activities of the consultation office of this sort, it was necessary for the office to keep a close contact with the agencies concerned and always fulfil its counselling function effectively. Therefore, every prefecture carried out improvement of the quality of those in charge of counselling by holding an institute or publishing materials concerned. The Ministry of Labor also made efforts to urge those concerned to deal quickly and accurately with counselling work by giving training courses to them.

In 1956 emphasis was especially placed on the guidance in labor management given to small and medium-sized enterprises as one of the countermeasures for them. As many of labor disputes were caused by an awkward technique in dealing with the labor management, it was necessary to give active guidance in labor management to employers. From this viewpoint the Ministry of Labor made a study on measurement of attitude as a link of the chain of guiding methods regarding labor management, but in the year under review the study was promoted by an experimental survey as the preliminary one and in 1957 it will play a worthy part in the center of labor management.

*Continuation of the "Law concerning Control of Methods of Acts of Dispute in Electric Enterprise and Coal Mining Industry"*

This Law was enacted with a time limit of 3 years and enforced as from August 7, 1953 in order to establish harmony between the right to resort to acts of dispute and public interest and protect welfare of the public in the light of the painful experience of the strikes staged by the All Japan Electric Workers' Union and the Japan Federation of Coal Mine Workers' Unions in 1952. Paragraph 2 of the Supplementary Provisions provided that "The Government shall, when three years have passed computed as from the day of enforcement of this Law, obtain the decision of the Diet on whether this Law shall continue in force or not, within twenty days after the day of termination of the three years, or within ten days after the Diet convenes if the Diet is not in session on the day when twenty days have passed computed as from the day of termination of the three years". According to these provisions the Government thought it necessary to continue the enforcement of this Law and presented a draft resolution to that effect to the 25th Extra Session of the Diet which was convened on November 12 giving the following reasons for the proposal.

"It is expected that acts of dispute prescribed in this Law will not be committed without the provisions of it, if employers and workers con-

cerned should have good sense and healthy labor practices should be established between them. The purpose of fixing a time-limit of three years in paragraph 2 of the Supplementary Provisions of this Law was nothing but to expect to establish healthy labor practices without resorting to acts of dispute for that period.

"Three years have already passed since this Law was enforced. It is to be regretted, however, that the Government can not conclude that healthy labor practices have already been established in the electric enterprise and coal mining industry.

"Under these circumstances, the Government believes it necessary to continue this Law in force, as the Law never intends to put an unfair oppression to workers and, in the light of the speciality of these two industries and their importance to the national economy and daily life of the people, the Government desires to protect public welfare by indicating the minimum of necessity not to resort to acts of dispute from the viewpoint of the idea commonly accepted".

In the Diet there was a bitter controversy on this subject and it often caused delay in deliberation, but at last the resolution passed the House of Representatives on November 26 and the House of Councillors on December 8, and since then this Law has continued in force without any time-limit.

#### *Revision of the Public Corporation and National Enterprise Labor Relations Law*

Examination was made from the end of 1955 as to the necessity to readjust the procedures for collective bargaining and the system of arbitration in order to deal smoothly with labor relations in the public corporations and national enterprises and this problem was dealt with on a full scale with the beginning of 1956. On January 14 the Minister of Labor requested five representatives of employers and five representatives of workers of the three public corporations and five national enterprises to which is applicable the Public Corporation and National Enterprise Labor Relations Law as well as Messrs. Fujibayashi, Naganuma and Minemura as members representing public interest to express opinions concerning whether or not it would be necessary to revise every field of the Law. The first meeting of these members was held on January 14 and they decided to call the meeting "the Temporary Council for the Public Corporation and National Enterprise Labor Relations Law", and also decided the main principles on the operation of the Council. The Council held nine meetings

to deliberate on the matters and on February 8 it submitted its report to the Minister of Labor.

The Government examined the problem to revise the Law with the report of the Council in the center, prepared a "Bill of Partial Amendment to the Public Corporation and National Enterprise Labor Relations Law" and presented it to the 24th Session of the Diet on March 5.

The Bill passed the House of Councillors on April 16 and the House of Representatives on May 15 in its original form. In this way the revised Law was promulgated on May 21, the important revised points of which were as follows:

- (a) The bargaining unit system adopted in the past was abolished and the union became a party in the collective bargaining;
- (b) A dual system of arbitration and mediation adopted in the past was integrated into the Public Corporation and National Enterprise Labor Relations Commission and in the prefecture the Prefectural Mediation Committee was established as its lower level standing machinery with the result that a prompt and unified action might be taken in accordance with the actual conditions of labor relations in the public corporations and national enterprises;
- (c) Revision was made to the laws concerning wages and allowances for the employees of the public corporations and national enterprises, flexibility was given to the system of total amount of remuneration in order to enforce an arbitration award and revision was made to Article 35 of the Public Corporation and National Enterprise Labor Relations Law to include the provisions that the Government should make an effort to carry out an arbitration award.

With these important revisions the Law was enforced as from August 1.

#### *Establishment of the Labor Problems Liaison Council*

In many cases it is difficult to try to solve labor problems of the day fundamentally and comprehensively only in the sphere of labor administration and there is no need to dwell upon the necessity to get a good grasp of the questions concerned and consider countermeasures for them from both economic and social viewpoints. The Government had been dealing with the matters from these standpoints keeping a close contact among the Ministries concerned and, further, based upon the decision of the Cabinet made on April 27, 1956, it established the Labor Problems Liaison Council in the Cabinet in order to carry out comprehensive labor countermeasures smoothly and rationally.

### *Establishment of Remuneration Policy*

In 1956 attention was centered on the trend of remuneration and the policy for it as one of the important labor problems.

It was in January 1956 that trade unions of employees in civilian industries and government and public workers, centering around the General Council of Trade Unions of Japan (Sohyo), presented a united front against the spring struggle for wage raise with an exaggerated slogan of resorting to a general strike. This struggle with fanfare became quiet contrary to expectation, but the Sohyo at the 7th session of its general meeting and at its debating meetings began to treat the problem of the minimum wage system from a new angle and the Japan Trade Union Congress and the Socialist Party followed this example.

Apart from the demand for the establishment of the minimum wage system made by trade unions and the Socialist Party, the Government, recognizing it necessary to study radically and concretely the problems of what influence the trend of wages would produce on Japanese economy and in what direction the remuneration policy should move centering especially around the minimum wage system, established in the Ministry of Labor the Remuneration Deliberative Office to study these problems and in the Subcommittee on Remuneration of the Labor Problems Conference also gave special consideration to the problems of the minimum wage system. The Subcommittee arrived at the conclusion at the end of 1956 and on February 16, 1957 it submitted to the Minister of Labor the "Written Opinion concerning the Minimum Wages".

In the Ministry of Labor, especially in the newly established Remuneration Deliberative Office in it, a careful study was made on the international trend of wages, relations between present conditions of Japanese economy and minimum wages, the actual situation of the minimum wages in overseas countries and others, and the Ministry decided its attitude towards the minimum wage system in the following way as one of the tentative remuneration policies of the Government:

- (a) Time is not mature yet to enforce the minimum wage system by legislation;
- (b) A social and economic foundation should be laid on which can be established the minimum wage system prior to its enforcement by legislation;
- (c) As a part of the system, it is better to advocate that a minimum wage formula might be adopted by an agreement among traders engaged in export industries.

The Government's decision to adopt the minimum wage system by an agreement of traders concerned as a preliminary stage marked a step towards the realization of the full-fledged system which had been a long-pending question in the remuneration policy of Japan.

#### *Establishment of the Remuneration Deliberative Office*

In the light of an active movement on remuneration problems conducted by various quarters, the trend of Japanese economy and discussion on remuneration caused in the Labor Problems Conference, the Ministry of Labor established on April 10, 1956 the Remuneration Deliberative Office in the Minister's Secretariat of it in order to make ample preparations for the drastic examination of remuneration problems.

The Office is responsible for the research and study on remuneration problems, consideration and planning of remuneration policy and liaison and coordination concerning the policy at home and abroad.

#### *Labor Problems Conference*

For the purpose of establishing and promoting a reasonable labor policy with the understanding and cooperation of the people in general, the Government decided in the Cabinet Meeting on December 27, 1955 to establish the Labor Problems Conference in order to listen to views expressed by its members at liberty on important matters concerning the labor policy. Eight members representing employers, the same number of members representing workers and 14 members representing public interest were commissioned by Mr. Kuraishi, Minister of Labor, on January 16. The first meeting of the Conference was held on the same day and Mr. I. Nakayama was elected Chairman and Mr. K. Fujibayashi Deputy-Chairman by the Conference from among members. They made arrangements for the operation of the Conference and decided matters to talk over.

The second meeting of the Conference was held on June 14 and, after listening to the explanation on the trend of labor economy at that time given by Mr. Hori, Chief of the Labor Statistics and Research Division, Labor Ministry, it established a subcommittee on remuneration consisting of two employers' members, two workers' members and three public members to discuss the problems of remuneration concretely.

The Subcommittee held four meetings in 1956, deliberated on the report submitted by the Central Wage Council, considered the measures taken by the Council, reviewed the wage agreement made in the canning industry in the city of Shimizu and prepared a written opinion of the Conference.

In preparing the written opinion in the Subcommittee and approving it in the general meeting of the Conference, much was said for and against the minimum wage system between members representing labor and management. Workers' members maintained their opinion that the minimum wage system should be established by legislation as a rule and for this purpose the Central Wage Council should hold a meeting again to take up this problem. On the other hand, employers' members emphasized that, while they would not offer opposition to taking up the problem in the Conference, they believed it necessary, in case the minimum wage system should be adopted in small and medium-sized enterprises, to develop their ability to pay by promoting higher productivity, to which trade unions belonging to the Sohyo were raising an objection. Public members expressed their opinion that it would be necessary to examine a formula of the system which would be established by an agreement among traders concerned as a temporary measure. After all, the Chairman put forward the following proposal as a compromise: "The problem concerning the minimum wage system to be established by legislation should be considered in the Central Wage Council and the problem of the system to be established by an agreement among traders concerned should be taken up by this Conference as a step to build up a foundation of the system". At last the matter was settled amicably by mutual concession as the members of the Conference supported this proposal. On February 15 the following written opinion was adopted in the Conference and it was submitted to the Minister of Labor.

#### *Written Opinion*

"As regards the minimum wages under the Labor Standards Law, a report has already been submitted to the Minister of Labor by the Central Wage Council, but effective measures have not been taken for the enforcement of the minimum wage system in the four trades referred to in the report.

It is fundamentally necessary, however, to enforce an effective minimum wage system in Japan not only for the employment security and modernization of labor setup but also for the improvement of working conditions of workers, healthy economic development by preventing excessive competition among traders concerned and maintenance and improvement of international confidence. Therefore, both labor and management should make their efforts to make improvement in this problem and at the same time the Government especially should give special consideration to the enforcement of the system.

According to the actual conditions of the small and medium-sized enterprises, there are many cases in which a wage structure is not rational and there are very few cases in which the minimum amount of wages is guaranteed. It is necessary, therefore, that the Government should make an effort to promptly enforce the system established by legislation, and on the other hand, a social and economic foundation should be built up on which the system may be adopted. For this purpose it will be a suitable measure to adopt the system by an agreement among traders concerned if it is possible.

Moreover, in view of the present conditions of the economic development of Japan, it is necessary for the Government to establish suitable countermeasures for small and medium-sized enterprises and enforce this formula of the system in accordance with the actual situation of enterprises after listening to the opinions of employers and workers concerned. In enforcing this formula the Government should re-convene the Central Wage Council as soon as possible, submit to it reports of the development of the wage agreements and listen to its opinion concerning the matter. At the same time the Government should make preparations for the smooth enforcement of the system to be established by legislation".

#### *Welfare Measures for Workers*

With the expansion of the economic scale and modernization of industries, the need as well as interest had been keenly felt for the promotion of welfare facilities in the fields of workers' daily life, industrial safety and health, and the strengthening of welfare measures in the field of labor policy came to be a matter of urgent importance.

In an address before the Standing Committee for Labor and Social Affairs in the House of Representatives on February 3, 1956, Mr. Kuraishi, Minister of Labor, said: "It is a matter of urgent importance that welfare measures for workers should be pushed more actively. It has been determined that the Ministry of Labor should take in 1956 more effective measures in preventing industrial accidents placing a particular stress on such industries as construction, harbor loading and unloading, forestry, etc., where industrial accidents occur so frequently of late. As regards the enforcement of the "Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment" which secured the Diet's approval last year, we expect that most careful attention be paid to medical examination as well as diagnosis of the workers concerned . . . . . Further, the Industrial Health Institute shall be established responsible for scientific



studies of problems concerning industrial health involving measures against occupational diseases, standards for health supervision, etc., and these studies should be linked directly with labor administration . . . . . A new sanatorium will be established in a specified area, while the 21 sanatoria now in existence will be fully equipped." The Ministry of Labor expanded as mentioned above the workmen's accident compensation insurance projects, but in view of increased workload concerning the workmen's accident compensation scheme, the Workmen's Accident Compensation Division was established in the Labor Standards Bureau. This was an organizational change comparable with the establishment of the Unemployment Counter-measures Division in 1955.

#### *Establishment of the Industrial Health Institute*

Studies on workmen's accident prevention had been conducted for many years by the Industrial Safety Institute and other organizations, but as regards industrial health no institute had been established on a general basis up to August 1 of the year under review when the Industrial Health Institute was established as an auxiliary organ of the Ministry of Labor.

The function of this Institute is to make scientific enquiries of industrial health such as prevention and remedy of occupational diseases, studies on working environments from the viewpoint of industrial health, etc. Attention is being given to the activity of the Institute, because the enquiries it makes would provide rationality to the promotion of industrial health administration, and would form the basis on which to promote counter-measures against industrial accidents involving occupational diseases.

#### *Employment Policy*

The objectives of the economic policy should be (1) full employment, (2) balanced international payments and (3) improvement in living standards. Since after the war in particular, countries in Europe and America had taken up full employment and improvement of national living standards as a major objective of their economic policy, but it was in 1956 that full employment had been taken up in our country as an important objective of our economic policy.

It might be called an epochal event in the fields of economic and labor policies that full employment had been taken up as our economic policy though it seemed a little too late.

At the year-end of 1955 when the Five-Year Plan was made public, the Hatoyama Administration announced: "The accomplishment of our economic independence and full provision of employment opportunities to the



growing labor force are important problems in our economy. Fundamentally, the solution of the employment problem should lie in the creation of new employment opportunities and in the improvement of underemployment through increased earnings." Thus, it was decided that through the Plan unemployment should be reduced from 640,000 in 1954 to 450,000 in 1960, the final year in the Plan, the annual increase rate of production in mining and manufacturing being estimated at 8.9 per cent, and that of the number of gainfully employed persons (an increase of 700,000 of those employed in non-agriculture and non-forestry) at 2 per cent. Contrary to the expectation, however, the economic expansion of 1956 helped making the figure much larger than the estimates. Namely, the increase rate of production in mining and manufacturing was 21 per cent, while the increased number of gainfully occupied persons in non-agriculture and non-forestry amounted to 1.2 million, and that of employed persons in non-agriculture and non-forestry, in particular, was 1.34 million or an increase of about 2.6 times 500,000 which was the estimated figure in the Plan.

Behind the scenes of this favorable employment situation, however, a number of problems lay hidden calling for serious consideration. Namely, the increase in employment in manufacturing was higher in medium and small undertakings, but very low in large ones; there was a marked increase in employment of casual workers, but in proportion employment of females was larger than that of males.

This inside situation should be regarded as involving problems of employment insecurity and inadequacy of conditions of work, and led to justify that "full employment cannot be attained by an economic expansion alone". From this viewpoint therefore the Ministry of Labor continued to study the problems, taking into consideration on the one hand the possibility of the application of the minimum wage system and with a view to establishing basic policy on employment security on the other. One of the studies of the problems led to the proposed establishment of the Employment Council in the Cabinet with a view to assisting the operation of government measures aiming at the attainment of full employment. The Council would consist of 30 members named from among men of knowledge and experience and would, according to provisions of the Draft Bill concerning the Establishment of Employment Council, express their opinion or submit a report to the Minister concerned concerning problems such as employment structure, employment and unemployment, measures for improvement in employment conditions, unemployment countermeasures, etc. The draft Bill, having been formally approved by the Cabinet meeting of February 15, 1957, would be enforced subject to Diet approval. Then the Council

would make an important contribution to the development of more progressive employment policy in lieu of the Unemployment Countermeasures Council. Under these circumstance, the problems of employment and of unemployment called urgently for the establishment of employment policy instead of mere unemployment relief policy adopted in the past. The government effort for the establishment of employment policy, together with the promotion of wage policy, would sufficiently satisfy these requirements.

### *Unemployment Countermeasures*

#### *Basic Policy*

With a view to meeting the employment and unemployment situation in 1956, particularly the growth of the working population expected during the year, the government made haste to establish the basic employment policy, while also as regards unemployment countermeasures steps were taken not only for repletion of special relief work projects but also for the introduction of temporary employment projects for areas of heavy unemployment.

Mr. Kuraishi, Minister of Labor, made the following statement at a session of the Standing Committee for Labor and Social Affairs in the House of Representatives as to unemployment countermeasures of the government: "The annual growth of 800,000 of the labor force and the existence of underemployment predict that employment and unemployment will continue to be a serious problem this year despite the favorable turn of the economy in recent years. To meet the situation therefore the government established the Five-Year Economic Plan last December with a view to increasing the employment volume thereby to absorb the unemployed and increased manpower.

However, in view of time required more or less for the basic solution of such problem, the repletion of unemployment countermeasures and the absorption of the unemployed into public works should be an immediate measure to be taken in the 1956 fiscal year.

As regards unemployment countermeasures, emphasis should be put on employment policy closely connected with other economic measures, but not on countermeasures as mere relief works. We will continue therefore our renewed effort in 1956 in that direction."

The Unemployment Countermeasures Council on the other hand submitted its sixth report to the Prime Minister in November 1956, emphasizing the need for establishment of general unemployment countermeasures. It said: 1) A desirable type of countermeasures is the special relief work project; this should be gradually developed into a major one and prospective

unemployed workers should be absorbed into the project where practicable; 2) further absorption of the unemployed into general relief work projects should be avoided; instead, the workers therein employed should be either transferred to the special relief work project or returned to the labor market; 3) the public works operated in the areas of mounting unemployment should absorb the unemployed as a special type of public works; 4) for smooth operation of the project coordination should be secured of general planning, provision of transport facilities for workers, and provision of increased state subsidies; 5) high rate or overall subsidies should be provided to relief work projects operated in certain areas of heavy unemployment; and if necessary, the transfer of the unemployed to other areas should be promoted.

#### *Outlines of Relief Work Projects carried out in 1956*

##### *(1) Special Relief Work Projects*

The projects had been started in 1955 with a view to absorbing the unemployed who had relatively higher work ability, and in the year under review an absorption of 21,268 unemployed per day was effected with a budget of 3,500 million yen for the year which was approximately the same amount as of the previous year.

In 1956, in particular, it was decided that the temporary employment projects should be operated with a budget of 6,900 million yen. The purpose was to absorb the unemployed into road construction and city-planning projects carried out in and around the cities where occurred heavy unemployment, with a view to securing a higher percentage of absorption than that in general public works. The rate of absorption amounted to 19,572 per day in the year and those absorbed through the special relief work and temporary employment projects reached in total 40,834 per day or an increase by 10,000 as compared with those absorbed through the special relief work projects in the previous year. In addition to achieving a higher percentage of absorption, various improvements were made in the special relief work projects, such as the expansion in types of projects, the introduction of new rates of subsidies, etc.

##### *(2) General Relief Work Projects and Public Works*

An amount of 15,680 million yen was appropriated for the 1956 fiscal year for general relief work expenditure, or an increase of 2,350 million yen as compared with the previous year; while the average number of workers absorbed amounted to 194,000 per day. The figures showed a

remarkable increase both in the budget and in the absorption rate as compared with the previous year. Particularly, in the operation of general relief work projects, the rates of the State subsidies were substantially increased in cost of labor, materials, etc., with a view to allotting a higher rate of subsidy to prefectures suffering from heavy unemployment.

The absorption rate of unemployment through public works was also higher than that in the previous year; and similar measures were taken for absorption in projects operated by the Hokkaido Development Corporation and Aichi Irrigation Corporation. At the same time as a counter-measure against heavy unemployment in coal mining, salt manufacturing and others, measures were taken to increase the amount of budgetary allocation. The average number of workers absorbed per day in 1956 including those absorbed through the construction of a new branch line by the National Railways was all told 250,000 or an increase by 30,000 as compared with 220,000 in the previous year.

### (3) *Measures taken in Areas of Heavy Unemployment*

Heavy unemployment occurred first in Hiroshima of Japanese workers employed by the U.S. and U.N. armed forces in Japan, and then in coal mines in Northern Kyushu due to the purchase of low efficient coal mines based on the Law concerning the Temporary Measures for Coal Mine Rationalization. With grave concern and in view of its social and economic impact, the Government took various countermeasures which consisted of the establishment of the countermeasures headquarters in the city of Kure, the utilization of State properties in the area, the operation of a construction project amounting to 460 million yen, provision of high rate subsidy to the relief work project, and fosterage of a syndicate organized by the unemployed persons, while in coal mine areas, was established the countermeasures committee for unemployment. The committee was responsible for rendering the placement service for them in public works or rehabilitation works of mines, offering the employment service for them in other areas, giving them vocational training for employment, transferring them to mines of similar lines, giving them guidance and assistance for self-employment, etc.

### *Migration*

Obviously, no solution could be expected of the redundancy of the labor force in our country without promoting the full employment policy, while on the other hand migration to overseas countries where exists an acute

shortage of labor would make important economic, social and cultural contributions.

From this viewpoint the Government had made strenuous efforts since after the war with a view to sending batches of agricultural migrants to Latin America, and technical workers and migrants for employment to the Near East. The Migration Council established in 1955 in the Cabinet made enquiries into basic policy thereon, while the Migration Promotion Company was responsible for taking financial measures. Based on an application for employment of Japanese skilled workers, a batch of 15 auto repairmen was employed by a Kuwait company in December 1956.

In June, Mr. Kuraishi, Minister of Labor, who had participated in the 39th Session of the International Labor Conference concluded an agreement with the Minister of Labor of the Federal Republic of Germany under which five hundred or less of Japanese miners be employed for their technical improvement for three years in the Ruhr coal mines. The Government organized a 2-week group training for this purpose and the first batch of 59 miners was sent out on January 19, 1957. The second batch was to follow depending upon the success of the first batch. Among other things, what we are looking forward to is that their overseas employment may some day lead to open the way to further migration of our workers.

#### *Women's Problems*

Outstanding events in the year were increased employment of females and the enactment of the Prostitution Prevention Law in particular.

According to the Labor Force Survey, the number of employed females rose above the 5 million level or an increase by 10 per cent in the year and the ratio of female workers to the total number of employed workers increased from 25.8 per cent in 1948 to 29.4 per cent in 1956. Of course, the economic growth contributed to such employment increase of female workers, but there was no denying that such increase was made because women's occupational consciousness had been more heightened by the measures taken through the Women's Week and other annual campaigns. Women workers occupied 30 per cent of employed workers, but if women workers employed in domestic work, side jobs or domestic services were added, the total number of them would occupy nearly half of the gainfully occupied workers in our country.

#### *Vocational Training Facilities for Women*

The Public Vocational Training Center (PVTC) for Domestic Service was first established in Tokyo in 1956 with a view to stabilizing daily

life and promoting welfare of widowed women, and there necessary training was given them as qualified housekeepers. Another center was under construction in Osaka prefecture. During the two-month training period they were given instruction in curriculum combined with practical training. As regards PVTC for Side Jobs, five of them had been established in 1955 in five major cities, but in view of social need for such facilities, three more were established in other cities in 1956. The center gives advices and assistance in providing side jobs to housewives, widows and handicapped persons who find it difficult to work outside their homes.

Also in 1956 PVTC for Part-time Domestic Service was established in four prefectures with a view to training would-be house maids for a fortnight in the agricultural slack season so as to meet urban demand for able domestic servants. In 1956 those who completed the training course found their employment through the PESO and demand for them was on the increase as they were found to be able workers.

#### *Countermeasures against Prostitution*

The prohibition of prostitution had been one of the most urgent problems for women pending for many years.

The Government established in March 1956 in the Prime Minister's Office the Countermeasures against Prostitution Council with a view to preventing prostitution in cooperation with private organizations, preventing perversion of womenfolk, and rehabilitating those concerned with the corrupt practice. The draft Bill of Prostitution Prevention Law was presented to the 24th Session of the Diet, passed it and was promulgated on May 21 to be enforced on April 1, 1957, allowing time for rehabilitation of those concerned. (Punitive provision of the Law was to be applicable on and after April 1, 1958).

In view of the difficulty of prohibiting the act of prostitution by merely enacting a law and also in view of the primary aim of the law being the rehabilitation of those concerned, including change of their condemned occupation, etc., the Government decided in December to take a rigid administrative action against such practice.

The Ministry of Labor, on the other hand, made a revision to the Ministry of Labor Organization Order in April and assigned consultants in women's problems to the Prefectural Women's and Minors' Office, while the number of the collaborators of the office was increased to 500. They are responsible for giving women advices against the corrupt acts and for rendering assistance in securing employment for them.

### *Establishment of the Labor Insurance Appeal Committee*

A separate appeal body had hitherto existed both in the Workmen's Accident Insurance and the Unemployment Insurance Schemes for examination of a claim raised against the decision by the Chief of the Labor Standards Inspection Office concerning insurance benefits granted in pursuance of provisions under the Workmen's Accident Compensation Insurance Law and the Unemployment Insurance Law, and benefits granted according to the provisions under the Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment. Namely, in the case of the Workmen's Accident Compensation Insurance the referee assigned to each of the Prefectural Labor Standards Offices had been responsible for the initial examination while the Workmen's Accident Compensation Insurance Appeal Committee attached to the Prefectural Labor Standards Office had been responsible for the second examination as well as for payment of benefits concerning the Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment. In case of the Unemployment Insurance Scheme the Unemployment Insurance Referee assigned to the prefecture bloc had been responsible for the initial examination and the Unemployment Insurance Appeal Committee established in the Ministry of Labor for the second examination.

On the final analysis, however, such examination should be made on the national basis under a unified viewpoint; and particularly in the case of the Workmen's Accident Compensation Insurance Scheme lack of national appeal bodies had led to failure in conducting a unified examination in the past.

Thereupon, with a view to improving the examination system of claims concerning benefits of the Workmen's Accident Compensation Insurance, the Unemployment Insurance and the Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment, the Ministry of Labor worked out outlines of the draft Law concerned and referred it for consultation in February 1956 to the Workmen's Accident Compensation Insurance Council, Silicosis Prevention Council, Central Employment Security Council and Central Labor Standards Council. The Ministry also consulted the opinion of the Social Security Council of the Cabinet. In full compliance with their opinion the Ministry prepared the draft Law concerning Labor Insurance Referee and Labor Insurance Appeal Committee and on February 2 presented it to the 24th Ordinary Session of the Diet as a Government bill.



Thus, the purposes of the proposed Law were 1) the establishment of the Labor Insurance Appeal Committee in the Ministry of Labor, integrating the Workmen's Accident Compensation Insurance Committee and the Unemployment Insurance Appeal Committee with a view to securing a unified and speedy examination as a permanent appeal body and 2) both the Workmen's Accident Compensation Insurance Appeal Committee and the Unemployment Insurance Appeal Committee in the past had been of tripartite composition, whereas the Labor Insurance Appeal Committee was a semi-judicial organ responsible for adjudging whether there had been any unlawful action taken or whether there had been ample justification in the decision given with respect to the recognition as to an accident, the decision given as to the grade of an injury or the recognition of unemployment. So, the Committee was composed of three public members selected from among men of knowledge and experience, appointed by the Prime Minister and was to carry out an examination and give its own decision. Furthermore, the appeal committees in the past had been composed of part-time members, whereas those of the new appeal committee were full-time members on the special government service, with a view to speeding up the examination.

In spite of the opposition raised by the Social Party members, however, an additional resolution was adopted and on the last analysis the Bill secured the Diet's approval on May 28. Thus, the Law was enforced on August 1 and the Labor Insurance Appeal Committee started functioning on the same day.

## **Chapter II**

### **Structure and Organization of Labor Administration**

#### **OUTLINES**

The organization of the Ministry of Labor and the scope and power of administration affairs of it are provided for in the Ministry of Labor Establishment Law and the details 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.



(1) 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, and the Public Corporation and National Enterprise Labor Relations Commission, while in each prefecture there is the Prefectural Labor Relations Commission.

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

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

(4) 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 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 Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment, etc. and concerning the employment security administration, there are the Employment Security Law, Unemployment Insurance Law, Emergency Unemployment Countermeasures Law, etc. Besides these, there are the Ministry of Labor Establishment Law, and the Law concerning Labor Insurance Referee and Labor Insurance Appeal Committee established newly in 1956.

The following reforms were carried out in the labor administrative organization in 1956.

1) For the purpose of simplifying administrative organization and improving administrative efficiency decided upon by the Cabinet, the Ministry Proper integrated the Wage and Allowance Section and Apprenticeship

Section into the Welfare Section. The Supervisors Training Section was abolished and its matters were transferred to the Vocational Training for Employment Section. As to the Public Corporation and National Enterprise Arbitration Commission, the 1st Arbitration, 2nd Arbitration Sections and Examination Section exclusive of the General Affairs Section were abolished and three examiners were appointed. As to the Public Corporation and National Enterprise Mediation Commission, 1st Adjustment, 2nd Adjustment, and 3rd Adjustment Sections exclusive of the General Affairs Section were abolished and three examiners were appointed. (April 1, 1956).

2) Later on for the purpose of simplifying and promoting efficiency in handling labor problems, the Public Corporation and National Enterprise Arbitration Commission and Public Corporation and National Enterprise Mediation Commission were integrated into the Public Corporation and National Enterprise Labor Relations Commission together with the integration of the respective executive offices and the 1st General Affairs Section was set up and seven examiners were appointed (August 1, 1956).

Furthermore, to handle the matters on mediation in prefectures, the Local Mediation Commission was set up and the Branch Office of the Executive Office of the Public Corporation and National Enterprise Labor Relations Commission was established for the purpose.

3) To carry out a smooth operation of the matters on workmen's accident compensation, the Workmen's Accident Compensation Division was set up in the Labor Standards Bureau and at the same time, the Administration Section and Compensation Section were established in the Bureau (August 1, 1956).

4) To expand research and study on industrial health, the Industrial Health Institute was established as an auxiliary organ to the Ministry proper (August 1, 1956).

5) Specific Technicians Qualification Examination Council which had been one of the auxiliary organs to the Ministry proper was abolished as it had already fulfilled its initial purpose (August 1, 1956).

6) To adjust the examination machinery on labor insurance and to secure its systematic operation, Labor Insurance Appeal Council was set up as an auxiliary organ to the Ministry proper; and the Unemployment Insurance Appeal Committee, Workmen's Accident Compensation Insurance Council and Workmen's Accident Compensation Council were abolished (August 1, 1956).

The number of personnel in the Ministry of Labor proper as of December 1956 was 19,153 and that in the External Organs 218, totalling to 19,371. Besides these, there were 2,042 (local officials, local technical officials and

others) related to the Local Self-Governing Law, Attached Regulations Article 8. The total number of personnel was brought up to 21,413 who were engaged in labor administration.

### Fixed No. of Personnel in the Ministry of Labor

(As of Dec. 1956)

Classification				Fixed No.
Ministry Proper	Internal subdivision	Ministerial Secretariat		407
		Labor Policy Bureau		72
		Labor Standards Bureau		200
		Women's & Minors' Bureau		60
		Employment Security Bureau		202
		Total		941
	Auxiliary Organs	Industrial Safety Institute		41
		Industrial Health Institute		20
	Total		61	
	Local Organs	Prefectural Labor Standards Office		2,809
		Labor Standards Inspection Office		3,910
		Prefectural Women's & Minors' Office		104
		Public Employment Security Office		11,328
		Total		18,151
Total			19,153	
External Organs	Central Labor Relations Commission			85
	Public Corporation & National Enterprise Labor Relations Commission	Internal division		56
		Local offices	Branch offices of Executive Office	77
		Total		133
		Total		
	Grand Total			19,371

### LABOR POLICY ADMINISTRATIVE ORGANIZATION

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 Labor Relations Commission. In each prefecture there is the Prefectural Labor Relations Commission.

#### *Labor Policy Bureau*

The Labor Policy Bureau is subdivided into four sections of labor policy, labor legislation, trade union, and labor education, and has 72 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 the 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 Enterprise Labor Relations Law;
3. To perform the affairs concerning the Labor Relations Commission and the Public Corporation and National Enterprise Labor Relations Commission placed under the powers of the Minister of Labor, in accordance with the laws and ordinances;
4. Enlightenment and publicity concerning the trade union and labor relations adjustment;
5. To permit and supervise the projects of the Labor Bank and its federation in accordance with the Labor Bank Law;
6. The matters on labor relations adjustment concerning trade unions and other organizations relating to labor; and
7. The matters concerning trade unions, other organizations relating to labor, and labor relations adjustment which are not included in those under the jurisdiction of other Bureaus.

#### *Prefectural Labor Division and Labor Policy Office*

The Labor Policy Section which takes charge of the affairs relating to labor policy in the 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 the Division, 189 Labor Policy Offices are established throughout the country as of December 1956.

*Labor Relations Commissions (Central Labor Relations Commission  
and Prefectural Labor Relations Commission)*

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.

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 tenure of the member is one year. The Central Labor Relations Commission is a special independent administrative commission the authority of which is exercised not subject to the 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.

The organization and management of the Prefectural Labor Relations Commission which belongs to the prefectural government are the same as those 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.

A line between the jurisdiction of the Central Labor Relations Commission and that of 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 affects the area inside the boundary of only one prefecture is dealt with by the Prefectural Labor Relations Commission concerned, while the case which covers two or more prefectures,

which is considered important from a national viewpoint or to which a decision of emergency adjustment has been given comes under the jurisdiction of the Central Labor Relations Commission.

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 Labor Relations Commission*

The public Corporation and National Enterprise Arbitration Commission and the Public Corporation and National Enterprise Mediation Commission (Central 1, Local 9) enforced in the past were integrated so as to make their organization and management simpler and more efficient and to further a unified and dynamic management appropriate to the actual situations of the Labor relations, and the Public Corporation and National Enterprise Labor Relations Commission was established in 1956. This Commission makes adjustment of the disputes concerning labor relations between the public corporations and national enterprises and their employees and handles the matters concerning adjudgment of unfair labor practices. As its suborganization there is the Local Mediation Commission to take charge of the matters concerning mediation in prefectures.

The Public Corporation and National Enterprise Labor Relations Commission is composed of 11 members who are broken into 5 from public interest, 3 from the workers and 3 from the employers. The Prime Minister appoints as commissioners the persons representing labor, management and public interest respectively. The commissioners representing public interest are selected on the approval of both Houses by the selection committee composed of members representing labor and management of the public corporations and national enterprises. The commissioners representing workers are selected from among those recommended by their organization, and the commissioners representing employers are selected from among those recommended by the public corporation and national enterprise. The term of their office is two years. To dispose of the matters concerning the Commission, there is the Executive Office in it which includes the General Affairs Section and seven Examiners with 56 persons assigned to it inclusive of the Director of the Office. The Office has its branch offices to deal with the matters concerned with each prefecture.

The Local Mediation Commission is set up in the following cities: Sapporo, Sendai, Tokyo, Niigata, Nagoya, Osaka, Hiroshima, Takamatsu, and Fukuoka and each office has its own jurisdictional area and handles the matters in it. As to the members of the Mediation Commission, the Local Mediation Commission in Tokyo and in Osaka is composed of 3 members representing public interest, the public corporations and national enterprises and the workers in them respectively and other Local Mediation Commission is composed of 2 members respectively. The Minister of Labor appoints them on the approval of the Public Corporation and National Enterprise Labor Relations Commission. The Branch Office of the Executive Office conducts its duty under the supervision of the chairman of the Local Mediation Commission of the same jurisdictional area. A total number of 77 persons inclusive of each Branch Office Chief is assigned to the branch offices.

Besides these, as to the case which covers two or more jurisdictional areas of the Local Mediation Commission or the case which is considered important from a national viewpoint, the provisional Mediation Commission may be set up to handle it. This Commission is composed of the equal number of 3 members representing public interest, the public corporations and national enterprises and the workers in them respectively and the chairman of the Public Corporation and National Enterprise Labor Relations Commission appoints them from among the members representing public interest of Public Corporation and National Enterprise Labor Relation Commission, the members representing the corporations and national enterprises and the members representing the workers in them.

#### LABOR STANDARDS ADMINISTRATIVE ORGANIZATION

As the labor standards administrative organization, there are the Labor Standards Bureau in the Ministry proper, Prefectural Labor Standards Office (46) in each prefecture which is under the direct control of the Ministry and Labor Standards Inspection Office (337) which is the first-line organ of the latter. As auxiliary organs there are the Industrial Safety Institute (fixed number of personnel: 41), the Training Institute of Labor Standards Inspectors and the Industrial Health Institute (fixed number of personnel: 20) which was set up in 1956.

Besides these, as the auxiliary organs to the Ministry proper there are the Central Wage Council, Apprenticeship Council, Central Labor Standards Council, Specific Technicians Qualification Examination Council, Workmen's Accident Compensation Insurance Council and Silicosis Council,

and as the auxiliary organs to the Prefectural Labor Standards Office, there are Local Wage Council and Local Labor Standards Council. The former Workmen's Accident Compensation Insurance Appeal Committee and Workmen's Accident Compensation Appeal Committee as the auxiliary organs to the Prefectural Labor Standards Office were abolished. The Workmen's Accident Compensation Insurance Referee assigned to the Prefectural Labor Standards Office takes charge of examination of claims against the decision made by the Chief of the Labor Standards Inspection Office in regard to the insurance benefit of the Workmen's Accident Compensation Insurance and also the benefit concerning silicosis and traumatic spinal cord impediment, takes charge of examination of the results done by the Chief of the Labor Standards Inspection Office for carrying out compensation for injuries or diseases on the job or takes charges of the matters concerning arbitration thereof.

#### *Labor Standards Bureau*

The Labor Standards Bureau takes charge of the following matters:

- (1) Wages, working hours and rest;
- (2) Industrial safety, excepting the matters on maintenance of safety in mines;
- (3) Industrial health, excepting ventilation in pits and rescue work in the event of accidents in mines;
- (4) Workmen's accident compensation;
- (5) Workmen's accident compensation insurance;
- (6) Workmen's accident compensation insurance special account;
- (7) To decide symptoms of silicosis;
- (8) Benefit, amount to be borne or other amounts to be collected according to the Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment;
- (9) Promoting labor efficiency;
- (10) Facilitating the welfare of workers;
- (11) Supervision relating to the working conditions and labor protection in the factories, mines and other working places;
- (12) Management and supervision of the Industrial Safety Institute, Industrial Health Institute and the Training Institute of Labor Standards Inspectors; and
- (13) Enforcement of the Labor Standards Law, the Workmen's Accident Compensation Insurance Law, and the Special Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment as well as the affairs con-



cerning working conditions and protection of workers not under the jurisdiction of other sections.

In addition, the Workmen's Accident Compensation Division was created in the Labor Standards Bureau on Aug. 1, 1956 and it takes charge of the affairs described under (4) to (6) inclusive and (8) and the affairs concerning the enforcement of the Workmen's Accident Compensation Insurance Law described under (13).

The Director of the Labor Standards Bureau, in accordance with the Labor Standards Law, supervises the chiefs of the Prefectural Labor Standards Offices subject to the direction of the Minister of Labor, and takes charge of the matters concerning 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 officials attached to the Bureau.

The Labor Standards Bureau is sub-divided into 5 sections and 1 division: General Affairs, Inspection, Safety, Industrial Health and Welfare Sections; and the Workmen's Accident Compensation Division is broken down into the Administration Section and Compensation Section. The fixed number of personnel of the Bureau is 200, inclusive of 65 in the Workmen's Accident Compensation Division.

#### *Prefectural Labor Standards Office*

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 Protective Law concerning Silicosis and Traumatic Spinal Cord Impediment:

1. Enforcement of the 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.

The chief of the 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 adjustment of

the methods of inspection, the Prefectural Labor Standards Council, Local Wage Council, and enforcement of the Labor Standards Law as well as supervising the officials attached to the Office. Of 46 prefectures throughout the nation, 12 prefectural labor standards offices have the deputy-chief in view of positive industrial activities in them and a large number of 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 Research Section, although some differences exist—for example, some offices additionally have the Safety Section and Industrial Health Section, and others have the Safety and Health Section. The fixed number of personnel of the Prefectural Labor Standards Offices totals 2,809 on the national basis.

#### *Labor Standards Inspection Office*

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 Protective Law concerning Silicosis and Traumatic Spinal Cord 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.

The Chief of the Labor Standards Inspection Office who is under the supervision of the Chief of the 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 the officials attached to the Office.

With a view to clarifying where the organizational responsibility lies and expecting the accurate and efficient management, the Labor Standards Inspection Office is broken down into a few sections. The fixed number of personnel of the Offices totals 3,901 on the national basis.

#### *Appointment of Labor Standards Inspectors*

The qualification and the appointment and dismissal of the 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 the Labor Standards Inspectors. That is, the appointment of the labor standards inspectors, in principle,

should be subject to the candidate's success in the examination of the labor standards inspector. In case the fixed number of the inspectors is not filled up by those who have succeeded in the examination, or in case other special conditions exist, the persons other than the successful candidates may be appointed inspectors.

## WOMEN'S AND MINORS' ADMINISTRATIVE ORGANIZATION

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

### *Women's and Minors' Bureau*

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

In addition, as an auxiliary organ the Women's and Minors' Problems Council is set up in the Ministry proper.

### *Prefectural Women's and Minors' Office*

The Prefectural Women's and Minors' Office is established in 46 prefectures each under the direct control of the Ministry of Labor proper. The staff members of the Prefectural Women's and Minors' Office, whose fixed number is 104 nationally, engage in the fact-finding survey and enlightening activities of women's and minors' problems including protection of women and minors keeping close contact with the staff members of the Prefectural Labor Standards Office concerned. In addition, for the purpose of helping the services of the Women's and Minors' Office, collaborators totalling 1,500 as of December 1956 are distributed throughout the country, and since 1956 one consultant is assigned to each Prefectural Women's and

Minors' Office to deal with the matters concerning consultation on the women's problems.

## EMPLOYMENT SECURITY ADMINISTRATIVE ORGANIZATION

As the employment security administrative organization, there are the Employment Security Bureau in the Ministry proper, the Prefectural Labor Division (including the Employment Security Section, Unemployment Insurance Section, etc.) in each prefecture and the Public Employment Security Office (PESO) 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 and the Prefectural Employment Security Council; but the former Unemployment Insurance Appeal Committee was abolished. In 1956 as an auxiliary organ of the Ministry of Labor proper, the Labor Insurance Appeal Committee was established and to each prefecture is assigned the Unemployment Insurance Referee who takes charge of the examination of claims raised against the decision made by the chief of the PESO in regard to the payment of unemployment insurance money.

### *Employment Security Bureau*

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 according to the Unemployment Insurance Law to national public employees and those who are paid by annual estimated expenditure through the approval of the Diet; 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 in the Employment Security Bureau 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).

The Employment Security Bureau, to which 202 personnel are assigned as the fixed number inclusive of 46 persons attached to the Unemployment Countermeasures Division, is subdivided into the General Affairs Section, Unemployment Insurance Section, Employment Security Section, Vocational Training for Employment Section, Labor Market Survey Section, and Unemployment Countermeasures Division including the Planning Section and Operation Section.

#### *Prefectural Labor Division*

As a prefectural organization which renders employment security services, the prefectural government has the Labor Division including the Employment Security Section, Unemployment Insurance Section, Vocational Training Section for Employment and so forth. The Employment Security Section is established in every prefectural government excepting Tokyo, though in respect of other sections the situation is different. That is, the Unemployment Insurance Section is established in 40 prefectures, and the Vocational Training for Employment Section in 8 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, (including the Labor Administration Section and Labor Union Section), Unemployment Countermeasures Division (including Planning Section, Labor Management Section and Operation Section), Employment Security Division (including Employment Section, Labor Section and Vocational Training for Employment Section), and Unemployment Insurance Division (including the Supervision Section, Survey Section and Receiving Section).

As to the relation between the prefectural governor and the 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 the PESO which is under the direct control of the Ministry of Labor, and directs and supervises the personnel attached to the PESO including the PESO managers. In other words, the affairs concerning the enforcement of the 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,

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 government in accordance with the Cabinet Ordinance. These national government employees assigned to the prefectural government total 2,042 throughout the country.

In addition, the matters concerning unemployment countermeasures projects are dealt with by the local public body and personnel in charge also are employed by it.

#### *Public Employment Security Office (PESO)*

The 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. The number of the PESO amounted to 426, excluding 144 detachments and 100 branch offices, throughout the country. The fixed number of the PESO personnel is 11,328 on the national basis.

### LABOR STATISTICS ADMINISTRATIVE ORGANIZATION

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 215 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 problems and publication thereof;
- (2) Compilation of regular statistics concerning working conditions and publication thereof;
- (3) Compilation of regular statistics concerning wages, salaries, and other allowances and publication thereof;
- (4) Compilation of regular statistics concerning workers' cost of living and publication thereof;
- (5) Compilation of regular statistics concerning employment and publication thereof;
- (6) Collection, filing and analysis of the data concerning the national and international labor situation and publication of results thereof; and

(7) Survey on economic problems in connection with workers' livelihood, allowances and employment and publication of results thereof.

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 are entrusted to the prefectural government.

### MINISTERIAL SECRETARIAT

In addition to the abovementioned organization, 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 187.

In addition, the Ministerial Secretariat may have 5 or less counsellors whose duty is under the direction of the Minister of Labor, to make research and examination of necessary matters concerning labor administration and the technical study of national and international labor affairs and now it has 5 counsellors.

Furthermore, the Remuneration Deliberative Office was established on April 10, 1956 according to the Ministry of Labor Instruction. The Office takes charge of making research and study on basic problems regarding the remuneration as well as of deliberation and planning to secure fundamental policy on remuneration and coordination thereof.

In addition, as an auxiliary organization of the Ministry proper, the Labor Insurance Appeal Committee was set up in 1956. As the result, the former Workmen's Accident Compensation Insurance Appeal Committee and the Workmen's Accident Compensation Appeal Committee as the auxiliary organs of the Prefectural Labor Standards Office and the Unemployment Insurance Council as an auxiliary organ of the Ministry of Labor proper were abolished.

The Labor Insurance Appeal Committee has a semi-judicial or adjudging function to conduct reexamination of the decision made by the workmen's accident compensation insurance referee concerning workmen's accident insurance benefit, of the decision made by the unemployment insurance referee concerning payment of unemployment insurance benefit, and of the decision made by the workmen's accident compensation insurance referee concerning the benefit of silicosis and traumatic spinal cord impediment. This Committee is composed of three members appointed by the Prime Minister through the approval of both Houses.

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 labor situation abroad, is attached to the Embassy of Japan at London and the Consulate-General of Japan at Geneva respectviely.



## APPENDIX A

Table 5. Major

	Basis	1952 av.	1953 av.	1954 av.	1955 av.
Production in mining & mfg.	1934-1936=100	126.4	155.1	166.9	180.7
Stock kept by producers in mining & mfg.	1953=100	100.9	100.0	129.4	120.1
Results of exports	million dollars	1,273	1,275	1,629	2,011
(Amount of exports)	1934-1936=100	38.0	41.2	54.9	71.6
Results of imports	million dollars	2,028	2,410	2,399	2,471
(Amount of imports)	1934-1936=100	60.9	82.7	85.7	90.1
Balance of international payments	million dollars	314	△ 194	100	494
Trade	"	△ 429	△ 945	△ 430	106
Invisible trade	"	744	751	529	387
Balance of payments of government funds to the public	100 million yen	690	△ 125	843	2,884
Average issue amount of Bank of Japan notes	"	5,764	6,298	6,220	6,738
Year-end balance of the Bank of Japan loans	"	2,232	2,987	2,433	319
Year-end balance of loans of all the banks all over the country	"	21,280	26,712	29,119	31,958
Year-end balance of deposits of all the banks all over the country	"	22,238	27,076	30,366	37,243
All bank clearing index	1951=100	131.7	169.2	197.4	223.4
Dept. stores sales index	"	126.5	165.8	185.8	198.2
Wholesale price index (Tokyo)	"	101.9	102.3	101.6	99.8
Consumer price index (all cities)	"	105.0	111.9	119.1	117.8

Note: (△) denotes deficit.

Table 6. Indices of Labor Economy

Indices	1952 av.	1953 av.	1954 av.	1955 av.
Production (mfg.) <sup>1)</sup>	111.4	138.7	151.0	164.5
Employment ( " ) <sup>2)</sup>	103.0	107.8	113.0	111.5
Productivity ( " ) <sup>3)</sup>	108.2	128.7	133.6	147.5
Wages ( " ) <sup>4)</sup>	117.7	133.5	142.1	149.2
Family Expenditures(all cities) <sup>5)</sup>	121.7	150.3	159.4	165.7
Consumer Price (all cities) <sup>6)</sup>	105.0	111.9	119.1	117.8
Real Wages (mfg.) <sup>7)</sup>	112.1	119.3	119.3	126.7
Real Family Expenditures (all cities) <sup>8)</sup>	115.3	134.3	133.8	140.7
Working Hours (mfg.) <sup>9)</sup>	100.8	102.0	101.6	102.0
Labor Cost Rate ( " ) <sup>10)</sup>	109.1	104.8	110.1	106.5
Mandays Lost (whole industry) <sup>11)</sup>	250.6	71.1	63.8	57.6

Notes:

- 1) Obtained by changing the production indices made by the estimates.
- 2) Obtained by estimating through the link-relatives method the index and at the end of every month. Figures for July 1954
- 3) Obtained by dividing the production index by employment
- 4) Based on the monthly total cash earnings per regular worker
- 5) Obtained by converting the monthly total family expenditures expenditures for five members for 30.4 days.
- 6) 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.
- 9) Based on the total hours worked per worker per month in the
- 10) Obtained as follows:
- 11) Based on the index number of mandays lost by strikes and

## Economic Indices

1956 av.	1956 Jan.~ Mar. av.	Apr.~ June av.	July~ Sept. av.	Oct.~ Dec. av.	1957 Jan.~ Mar. av.	Source
219.7	190.9	212.9	221.5	232.4	230.4	Economic Planning Board
111.8	109.2	109.0	112.8	116.1	119.4	Ministry of International Trade and Industry
2,495	554	601	619	722	656	Ministry of Finance
85.6	77.8	83.4	83.8	87.4	—	Economic Planning Board
3,230	692	807	824	906	1,064	Ministry of Finance
114.4	100.7	116.3	115.8	124.6	—	Economic Planning Board
293	124	125	6	38	131	Bank of Japan
△ 68	34	38	△ 76	△ 68	△ 184	"
362	88	83	83	106	53	"
△ 195	△ 1,113	△ 94	△ 343	1,416	△ 2,612	"
7,848	5,747	5,969	5,995	7,848	6,662	"
1,399	273	629	913	1,399	2,763	"
40,661	32,584	34,062	37,198	40,661	43,012	"
47,642	38,929	40,635	44,276	47,642	49,719	Clearing House
271.4	233.3	252.6	272.5	327.5	308.2	Ministry of International Trade and Industry
241.7	184.6	206.7	213.4	362.1	227.0	Bank of Japan
104.2	101.1	102.9	105.0	107.5	108.7	Statistics Bureau, Prime Min- ister's Office
118.4	117.4	118.7	118.1	119.3	121.7	

## Based on the 1951 Level

1956 av.	1956 Jan. ~Mar. av.	Apr.~June av.	July~Sept. av.	Oct.~Dec. av.	1957 Jan. ~Mar. av.	1956 1955
200.9	174.4	194.8	203.2	212.7	211.6	122.1
116.1	111.6	116.6	117.6	118.5	119.7	104.1
173.0	156.4	167.1	172.8	179.5	176.7	117.3
165.4	141.2	156.3	165.1	199.2	147.7	110.9
179.3	161.6	172.9	172.9	209.7	173.7	108.2
118.4	117.4	118.7	118.1	119.3	121.7	100.5
139.7	120.3	131.7	139.9	166.7	120.5	110.3
151.4	137.6	145.7	146.5	175.6	142.7	107.6
104.9	101.6	105.6	106.0	106.4	100.5	102.8
95.1	93.4	95.6	94.3	105.1	79.6	89.3
75.8	141.6	41.6	28.1	92.2	67.1	131.6

Economic Planning Board on the base year. The figures for 1956 are number of workers covered by the Monthly Labor Survey at the begin- and after are temporary.  
index.

covered by the Monthly Labor Survey.  
of a worker's household covered by the F.I.E.S. in all cities to a family

(all cities).  
manufacturing covered by the Monthly Labor Survey.  
Wage Index×Employment Index

Production Index×Wholesale Price Index (Excluding edible farm products)  
lock-outs according to the Labor Disputes Statistics.

Table 7. Employed Persons

Date	All industries			Agriculture & forestry			Total	
	Total	Male	Female	Total	Male	Female	Total	Male
1951 av.	36,220	21,890	14,330	16,170	8,090	8,080	20,050	13,800
1952 "	37,290	22,420	14,860	16,370	8,190	8,180	20,920	14,240
1953 "	39,600	23,670	15,930	17,250	8,630	8,620	22,360	15,050
1954 "	40,140	23,880	16,260	16,860	8,430	8,420	23,290	15,450
1955 "	41,500	24,390	17,110	17,250	8,540	8,710	24,240	15,840
1956 "	42,280	24,910	17,370	16,820	8,350	8,460	25,460	16,560
1956 Jan.	38,850	23,740	15,110	13,560	7,370	6,190	25,290	16,370
Feb.	38,830	23,800	15,030	13,480	7,420	6,060	25,350	16,380
Mar.	40,850	24,540	16,300	15,430	8,000	7,430	25,420	16,540
Apr.	42,420	25,050	17,370	17,000	8,380	8,620	25,410	16,660
May	43,990	25,340	18,660	18,960	9,020	9,940	25,030	16,320
June	44,400	25,370	19,030	19,730	9,330	10,400	24,670	16,040
July	43,720	25,320	18,400	18,530	8,820	9,710	25,190	16,500
Aug.	42,810	25,200	17,610	17,700	8,750	8,940	25,110	16,450
Sept.	42,580	24,980	17,600	17,340	8,510	8,830	25,240	16,470
Oct.	43,870	25,360	18,510	18,570	9,020	9,550	25,300	16,340
Nov.	43,210	25,200	18,020	17,040	8,210	8,830	26,170	16,990
Dec.	41,770	25,010	16,760	14,450	7,400	7,050	27,330	17,610
1957 Jan.	40,330	24,580	15,760	13,290	7,020	6,270	27,050	17,560
Feb.	40,670	24,750	15,920	13,640	7,230	6,410	27,030	17,520
Mar.	42,300	25,320	16,980	14,820	7,420	7,400	27,480	17,900

Date	Non-agricultural							
	Mfg.			Wholesale, retail & finance			Trans., com. & other public utilities	
	Total	Male	Female	Total	Male	Female	Total	Male
1951 av.	6,300	4,180	2,110	5,150	3,060	2,090	1,840	1,630
1952 "	6,530	4,270	2,270	5,410	3,210	2,200	1,900	1,690
1953 "	6,810	4,490	2,320	5,820	3,360	2,460	1,950	1,730
1954 "	7,070	4,560	2,500	6,390	3,630	2,760	1,900	1,650
1955 "	7,180	4,630	2,550	6,760	3,800	2,950	1,950	1,720
1956 "	7,660	4,960	2,700	7,040	3,980	3,050	2,070	1,820
1956 Jan.	7,910	5,100	2,810	6,650	3,750	2,900	2,090	1,820
Feb.	7,990	5,100	2,890	6,800	3,780	3,020	2,040	1,820
Mar.	7,820	5,010	2,810	6,960	3,990	2,970	2,060	1,810
Apr.	7,640	4,930	2,700	7,060	4,010	3,040	2,130	1,880
May	7,220	4,700	2,520	7,140	4,050	3,080	2,050	1,780
June	7,350	4,800	2,550	6,910	3,900	3,010	2,050	1,770
July	7,800	5,050	2,750	6,980	3,930	3,050	1,930	1,670
Aug.	7,850	5,060	2,800	6,930	3,930	3,000	1,990	1,730
Sept.	7,510	4,820	2,700	7,130	4,040	3,090	2,020	1,770
Oct.	7,400	4,860	2,540	7,080	3,980	3,110	2,120	1,870
Nov.	7,620	5,000	2,630	7,240	4,090	3,160	2,150	1,910
Dec.	7,820	5,070	2,750	7,540	4,340	3,200	2,200	1,970
1957 Jan.	7,770	5,000	2,780	7,410	4,260	3,140	2,220	1,970
Feb.	8,170	5,220	2,940	7,260	4,140	3,120	2,180	1,930
Mar.	8,440	5,430	3,020	7,480	4,260	3,220	2,140	1,850

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

Note: Figures for 1953~1955 are revised according to the method

# by Industry and Sex

(Unit: 000's)

Non-agricultural industries									
Female	Fisheries & aquaculture			Mining			Construction		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
6,250	520	450	70	510	460	60	1,360	1,240	120
6,680	520	450	80	610	540	80	1,460	1,330	140
7,310	670	560	110	630	560	70	1,620	1,440	170
7,840	560	470	90	610	540	60	1,690	1,510	180
8,400	540	450	90	520	460	60	1,790	1,580	200
8,900	580	480	110	460	420	40	1,820	1,610	210
8,920	500	420	80	440	390	50	1,910	1,670	240
8,970	550	440	110	400	350	50	1,860	1,630	230
8,880	600	490	110	310	280	40	1,940	1,730	210
8,750	540	440	100	420	400	30	1,810	1,640	160
8,710	570	470	110	460	440	20	1,680	1,500	190
8,630	550	490	70	440	420	30	1,600	1,410	190
8,690	650	540	110	500	460	40	1,700	1,520	180
8,660	610	500	100	480	450	40	1,780	1,610	170
8,770	610	510	100	450	420	40	1,880	1,670	210
8,960	580	490	100	480	430	50	1,730	1,510	210
9,180	570	460	110	520	450	70	1,950	1,700	250
9,710	640	470	170	630	560	70	1,980	1,720	250
9,490	610	470	140	600	560	50	2,230	1,880	350
9,510	620	470	150	670	620	50	2,130	1,800	330
9,580	600	470	130	600	540	60	2,150	1,850	300

industries									
Female	Services			Government			Unclassifiable		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
200	3,230	1,840	1,400	1,140	940	200	10	—	—
210	3,370	1,850	1,530	1,110	910	200	0	—	—
220	3,720	1,940	1,780	1,160	970	190	0	0	—
240	3,800	2,000	1,810	1,270	1,080	190	10	10	10
240	4,300	2,170	2,140	1,170	1,010	160	40	20	20
260	4,640	2,280	2,360	1,170	1,000	170	20	10	10
270	4,700	2,280	2,420	1,070	930	140	20	10	10
220	4,650	2,360	2,290	1,060	900	160	10	0	0
260	4,690	2,350	2,340	1,020	890	140	10	0	10
250	4,690	2,380	2,310	1,100	960	140	40	20	20
270	4,660	2,310	2,340	1,230	1,060	170	30	20	10
280	4,500	2,210	2,290	1,260	1,050	210	20	10	20
270	4,320	2,230	2,100	1,300	1,100	200	10	10	0
270	4,240	2,140	2,100	1,200	1,030	180	20	10	10
250	4,410	2,190	2,220	1,220	1,060	160	10	10	0
250	4,740	2,230	2,520	1,140	980	160	20	10	20
240	4,880	2,350	2,530	1,210	1,030	180	30	20	10
230	5,230	2,380	2,850	1,240	1,060	170	60	30	30
250	4,960	2,350	2,610	1,200	1,040	160	60	40	20
240	4,860	2,330	2,530	1,140	1,010	130	20	10	10
280	4,900	2,510	2,390	1,160	990	170	30	10	20

Office.

adopted since Jan. 1956.

Table 8. Average Monthly Cash

Date	All industries surveyed	Min.					
			Total	Ordinance & Accessories	Food & Kindred Products	Tobacco Mfg.	Textile Mill Products
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
1951 av.	122,000	125,030	117,080	—	112,640	97,970	76,770
1952 av.	144,340	151,880	135,760	—	128,300	132,560	86,970
1953 av.	167,410	171,660	153,220	—	141,810	183,800	96,300
1954 av.	178,980	175,580	163,090	—	157,630	196,900	102,150
1955 av.	186,240	184,880	167,170	—	156,830	200,160	104,970
1956 av.	202,010	202,210	183,480	169,880	160,450	210,140	113,880
1956 Jan.	174,140	177,530	159,140	157,270	134,020	179,070	99,110
Feb.	167,910	171,200	155,980	144,500	134,640	164,210	100,460
Mar.	179,430	156,500	154,780	140,580	142,510	204,680	96,830
Apr.	174,890	186,930	159,250	142,050	137,250	168,920	100,510
May	171,170	182,430	156,230	136,830	133,540	167,440	95,850
June	234,460	210,620	204,350	179,770	183,510	287,000	131,630
July	228,170	222,630	222,140	223,570	185,270	189,060	121,140
Aug.	183,760	219,610	166,470	146,140	153,700	194,700	106,640
Sept.	180,290	182,010	160,550	156,720	141,150	172,740	100,020
Oct.	177,250	188,770	161,790	144,160	143,840	173,720	99,230
Nov.	180,200	187,520	166,920	148,810	144,040	175,290	101,080
Dec.	372,480	340,780	334,070	318,200	292,020	444,950	214,050
1957 Jan.	183,320	196,810	166,520	137,350	139,620	205,650	99,200
Feb.	176,230	177,580	164,330	159,260	141,470	175,620	103,130
Mar.	188,240	184,850	160,390	151,170	149,670	217,020	97,130

Date	Manufacturing						
	Stone, Clay & Glass Products	Primary Metal Industries	Fabricated Metal Products	Machinery	Electrical Machinery, Equipment & Supplies	Transportation Equipment	Precision Machinery
	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
1951 av.	117,370	170,100	116,140	121,340	125,160	140,740	121,190
1952 av.	141,900	186,450	128,990	141,590	156,730	173,210	146,430
1953 av.	160,500	205,010	149,180	160,290	174,340	199,050	165,090
1954 av.	174,830	218,860	155,170	163,520	176,360	208,660	172,860
1955 av.	174,440	229,450	163,570	164,120	180,260	213,340	172,930
1956 av.	183,400	265,360	176,500	190,780	196,960	242,010	183,790
1956 Jan.	164,140	225,810	152,310	160,780	168,850	205,020	158,030
Feb.	163,640	213,970	156,930	166,460	169,500	204,730	161,810
Mar.	154,430	214,820	154,850	164,080	169,220	204,250	159,840
Apr.	162,530	222,190	155,380	170,410	171,160	209,170	162,530
May	157,340	223,470	151,240	167,500	169,150	209,080	157,350
June	212,890	284,900	189,580	194,700	244,910	233,030	188,890
July	219,450	348,260	195,830	226,330	224,510	347,420	240,880
Aug.	170,000	226,640	160,710	178,700	175,830	212,110	171,150
Sept.	157,870	223,190	163,280	177,110	179,380	211,740	170,430
Oct.	163,830	228,160	161,550	174,170	172,850	210,800	165,070
Nov.	161,330	263,720	164,690	182,570	171,560	215,850	165,020
Dec.	313,440	509,270	311,650	326,550	346,610	440,860	304,540
1957 Jan.	161,720	247,350	153,610	170,060	171,540	219,510	162,950
Feb.	168,380	227,750	164,350	180,950	174,560	214,960	170,350
Mar.	156,950	227,860	159,050	173,050	168,230	213,000	169,540

Source: Monthly Labor Survey, Ministry of Labor.

## Earnings per Regular Worker by Industry

Manufacturing								
Apparel & Other Finished Products	Lumber & Wood Products	Furniture & Fixture	Paper & Allied Products	Printing, Publishing & Allied Industries	Chemical & Related Industries	Products of Petroleum & Coal	Rubber Products	Leather & Leather Products
<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
59,410	76,350	78,360	191,920	120,270	132,240	159,110	103,550	98,130
69,830	84,190	95,530	191,700	150,970	152,840	172,370	117,020	120,820
79,130	98,200	106,300	204,900	172,130	174,790	206,990	136,670	141,190
84,010	106,950	118,280	213,310	184,520	191,980	243,290	141,410	147,770
87,980	109,660	118,860	220,890	191,790	203,260	242,030	143,280	143,640
89,130	116,620	123,840	230,940	208,290	220,730	256,700	148,260	155,930
81,830	100,550	108,010	215,060	178,320	201,350	202,990	130,090	141,800
82,020	108,000	116,430	190,540	179,140	176,140	196,560	125,770	139,500
82,480	107,440	115,450	184,740	177,260	174,210	195,360	127,900	135,790
82,700	108,130	118,510	197,790	192,310	183,590	201,720	127,720	143,300
78,190	106,750	115,030	196,890	177,190	182,800	255,680	121,410	137,180
95,180	115,290	121,690	239,650	252,500	269,680	434,500	152,010	166,490
87,550	119,210	127,590	318,390	230,090	270,390	229,730	186,170	182,060
84,470	125,680	121,320	215,670	184,900	198,010	213,390	135,910	141,330
81,020	110,360	119,980	190,110	182,820	184,090	201,630	128,870	144,060
83,550	109,850	120,720	200,480	191,900	191,340	200,160	129,320	142,890
83,790	109,640	123,610	201,320	195,060	189,160	243,610	127,710	147,070
146,760	178,570	177,710	420,680	357,990	427,920	505,020	286,230	249,640
80,080	107,790	115,350	226,480	188,560	212,160	217,320	121,810	141,390
84,650	108,870	123,030	195,270	193,240	186,230	211,720	128,560	148,670
84,320	108,620	120,120	193,320	185,120	178,460	206,530	127,110	141,580

Miscellaneous Mfg.	Wholesale & Retail Trade	Finance & Insurance	Trans., Com. & other Public Utilities				Construction
			Total	Transportation	Communication	Other Public Utilities	
<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>	<i>yen</i>
74,730	148,920	166,760	122,960	119,800	109,210	159,300	—
97,870	159,540	193,510	149,120	145,290	135,160	199,910	102,090
106,940	176,890	226,870	183,720	176,000	181,340	236,810	125,670
119,790	186,150	242,050	201,610	190,990	208,340	254,230	141,260
117,500	179,630	251,320	218,120	207,390	219,750	272,770	146,090
118,250	187,030	266,510	236,200	226,870	234,890	288,530	159,040
104,500	168,030	207,120	202,020	198,340	191,870	238,160	134,060
113,650	153,490	196,240	192,230	187,370	189,950	221,560	137,810
108,970	160,590	320,550	218,020	208,570	241,950	228,180	140,530
110,220	170,140	230,720	197,180	193,730	183,520	238,120	139,250
104,200	161,490	216,280	196,270	192,260	189,820	228,150	141,140
118,130	208,200	331,370	299,230	256,410	327,950	479,330	186,930
138,220	216,420	260,160	240,770	248,050	195,730	276,600	171,660
114,560	170,020	208,730	213,250	207,450	212,060	246,280	153,220
110,720	161,170	316,350	203,570	200,490	191,760	239,650	144,640
107,650	166,100	234,180	202,070	192,600	208,960	241,860	143,420
108,800	161,860	214,850	208,040	208,220	192,330	233,610	146,730
179,430	346,960	461,620	461,800	428,910	492,790	590,880	269,080
107,490	180,540	216,050	213,320	205,430	216,680	251,210	140,630
117,910	159,470	206,900	202,850	195,410	208,770	234,040	145,090
108,220	165,260	361,810	226,990	230,190	208,740	240,400	148,470

Table 9. Population and Labor Force

(Unit: 000's)

Date	Total population	Population of 14 years old and over	Labor force					Not in labor force	
			Total	Employed			Totally unemployed		
				Total	Agriculture & forestry	Non-agricultural industries			
1951 av.	84,330	56,260	36,600	36,220	16,170	20,050	390	19,660	
1952 "	85,580	57,440	37,750	37,290	16,370	20,920	470	19,690	
1953 "	86,780	58,660	40,050	39,600	17,250	22,360	460	18,610	
1954 "	88,030	59,920	40,730	40,140	16,860	23,290	590	19,140	
1955 "	89,110	61,280	42,190	41,500	17,250	24,240	690	19,000	
1956 "	90,060	62,660	42,910	42,280	16,820	25,460	640	19,660	
1956	Jan.	89,600	62,050	39,530	38,850	13,560	25,290	680	22,430
	Feb.	89,700	62,190	39,580	38,830	13,480	25,350	750	22,530
	Mar.	89,800	62,320	41,910	40,850	15,430	25,420	1,060	20,310
	Apr.	89,900	62,420	43,120	42,420	17,000	25,410	700	19,210
	May	89,900	62,510	44,610	43,990	18,960	25,030	620	17,820
	June	90,000	62,600	44,970	44,400	19,730	24,670	570	17,560
	July	90,100	62,700	44,280	43,720	18,530	25,190	570	18,320
	Aug.	90,200	62,810	43,370	42,810	17,700	25,110	570	19,360
	Sept.	90,300	62,920	43,140	42,580	17,340	25,240	560	19,710
	Oct.	90,300	63,030	44,370	43,870	18,570	25,300	510	18,600
	Nov.	90,400	63,130	43,740	43,210	17,040	26,170	530	19,330
	Dec.	90,400	63,210	42,330	41,770	14,450	27,330	560	20,780
1957	Jan.	90,500	63,370	40,900	40,330	13,290	27,050	570	22,370
	Feb.	90,600	63,490	41,280	40,670	13,640	27,030	610	22,160
	Mar.	90,700	63,600	43,120	42,300	14,820	27,480	820	20,430

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



## Chart of Organization of the Ministry of Labor, 1956

