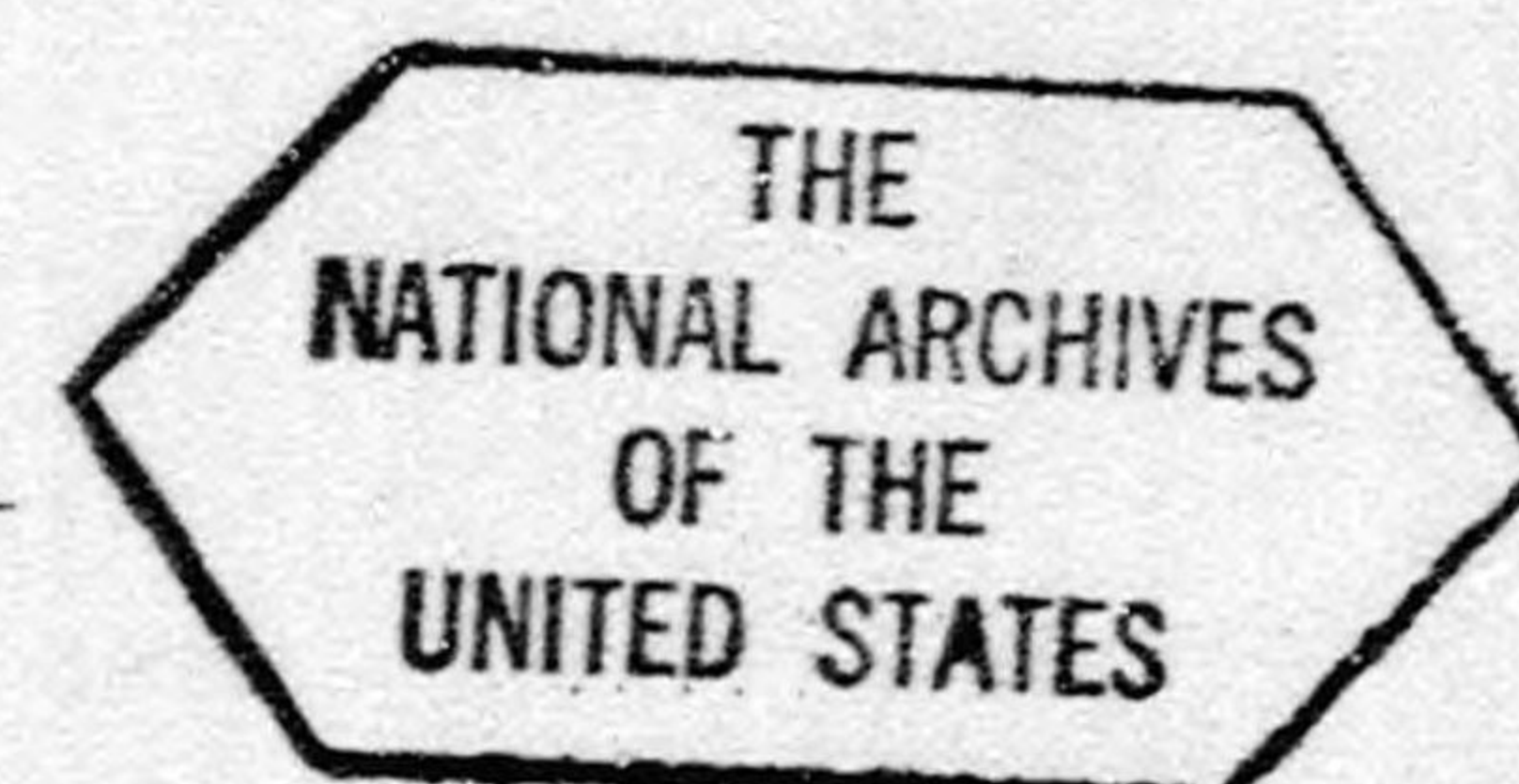


**GHQ/SCAP Records(RG 331)**  
**Description of contents**



- (1) Box no. 2047
- (2) Folder title/number: (73) (end)  
Ministry of Labor

(3) Date: ?

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Classification	Type of record
324	e, v

(5) Item description and comment :

(6) Reproduction :  Yes  No

(7) Film no.

Sheet no.



DISTRIBUTION OF GOVERNMENTAL POWERS

Labor Minister

Secretariate  
Labor Administration Bureau  
Central Labor Relations Committee (Board)  
Labor Standard Bureau  
Branch Offices  
Appeal Board of Workers' Accident Compensation  
Labor Standard Offices  
Inspection Stations  
Local Wage Boards  
Local Labor Standard Committees  
Central Wage Board  
Central Labor Standard Committee  
Labor Accident Compensation Insurance Committee  
Woman's and Minor's Bureau  
Labor Statistics and Research Bureau  
Employment Security Bureau  
Branch Offices  
Committee for Training Skilled Labor  
Employment Security Advisory Committee  
Unemployment Insurance Advisory Committee  
Unemployment Insurance Appeal Board  
Unemployment Insurance Referees  
Industrial Safety Laboratory  
Seamen's Labor Coordinating Committee

Governor

Employment Security Office  
Mayor  
Labor Relations Committee  
Arbitrator  
Arbitration Committee  
Local Employment Security Advisory Committee



# Ministry of Labour

8/11/49

Classification	Title	Number	Ministry	Local
			Ter.	Organ.
L1-0	Ministry of Labor Establishment Law	Law No. 162 of 1949	○	○
L1-1	Ministry of Labor Organization Rules	Ministry of Labor Ordinance No. 10 of 1949	○	○
L1-2	Regulations for Fixed Number of Labor Ministry Personnel	Ministry of Labor Ordinance No. 16	○	○
L1-4	Cabinet Order for Women's and Minors' Problems Councils	Cabinet Order No. 219 of 1949	○	
L2-0	Ordinance concerning the prohibition of Employment of Officer or Influential Member of Labor Organizations under Imperial Ordinance No. 542, 1945 concerning orders to be issued in consequence of the Acceptance of the Potsdam Declaration.	Ministry of Welfare, Transportation and Home Ordinance No. 1 of 1941		
L3-0	The regulations concerning establishment and supervision of juridical person for the public benefit under the jurisdiction of Labor Ministry	Ministry of Labor Ordinance No. 3 of 1947		
L3-1	Ordinance concerning enforcement of the Order of Emergency Measures regarding Permission, Authorization, etc. in connection with Labor Ministry	Ministry of Labor Ordinance No. 4 of 1947		
L3-2	Designation in regard to deal with the registration of real estate belonging to the Ministry of Labor	Ministry of Labor Ordinance No. 5	○	○



Number	Ministry or Local Organ	Local or Prefecture	Provincial or Prefecture	City or Village	Section in Charge	Page of Current Laws & Orders
Law No. 162 of 1949					General Affairs Section	0103 450-431
Ministry of Labor Ordinance No. 10 of 1949					ditto	0103 450-439
Ministry of Labor Ordinance No. 16					Secretariat Section	0103 23
Cabinet Order No. 219 of 1949					Women's Section	103
					Women's and Minors' Bureau	450-462
Ministry of Welfare, Transportation and Home Ordinance No. 1 of 1941					Labor Legislation Section, Labor Policy Bureau	0410 -659
Ministry of Labor Ordinance No. 3 of 1947					General Affairs Section	
Ministry of Labor Ordinance No. 4 of 1947					ditto	0103 450-608
Ministry of Labor Ordinance No. 5					Accounts Section	0814 688-4



Classification	Title	Number	Ministry Ser.	Local Organization
L3-3	Regulations concerning Monthly Labor Statistics Survey	Prime Ministers Office and Ministry of Labor Ordinance No. 2 of 1950	○	
L4-0	Workmen's Accident Compensation Insurance Law	Law No. 50 of 1947	○	○
L4-1	Workmen's Accident Compensation Appeal Committee Order	Cabinet Order No. 176 of 1947	○	○
L4-2	Workmen's Accident Compensation Insurance Council	Cabinet Order No. 177 of 1947	○	
L4-3	Provisions regarding the Workmen's Accident Compensation Insurance Referee and the Workmen's Accident Compensation Insurance Appeal Committee	Cabinet Order No. 178 of 1947	○	○
L4-4	Enforcement Ordinance of the Workmen's Accident Compensation Insurance Law	Ministry of Labor Ordinance No. 1 of 1947	○	○
L4-5	Special Account Law for Workmen's Accident Compensation Insurance	Law No. 51 of 1947	○	○
L4-6	Cabinet Order concerning the Special Account for Workmen's Accident Compensation Insurance Law	Cabinet Order No. 193 of 1947	○	○



Number	Ministry No.	Local Organ.	Do, Do, Do or Pro- cedure	of Do, Do, Do, Do, Do -factory	City of Do, Do, Do, Do, Do	of City, Do, Do, Do -factory	Section in Charge	Page of the Collection of Laws & Ordinances
Prime Minister's Office and Ministry of Labor Ordinance No. 2 of 1950							Wage Statistics Section, Labor Statistics and Research Division	
Law No. 50 of 1947							Workmen's Accident Compensation Section, Labor Standards Bureau	0410
Cabinet Order No. 176 of 1947							ditto	361 0103 450-471
Cabinet Order No. 177 of 1947							ditto	0103 450-457
Cabinet Order No. 178 of 1947							ditto	0103 450-472
Ministry of Labor Ordinance No. 1 of 1947							ditto	0410 369
Law No. 51 of 1947							ditto	0612 230
Cabinet Order No. 193 of 1947							ditto	0612 232



Classification	Title	Number	Ministry Ser.	Local Organ.
L5-0	Unemployment Insurance Law	Law No. 146 of 1947	○	○
L5-1	Enforcement Ordinance of the Unemployment Insurance Law	Ministry of Labor Ordinance No. 10 of 1947	○	○
L5-2	Cabinet Order regarding Unemployment Insurance Referee and Unemployment Insurance Appeal Committee	Cabinet Order No. 144 of 1948	○	
L5-3	Unemployment Insurance Special Account Law	Law No. 157 of 1947		○
L5-*	5 Cabinet Order of Unemployment Insurance Special Account Law	Cabinet Order No. 296 of 1947	○	○
L6-0	Labor Standards Law	Law No. 49 of 1947	○	○
L6-1	Enforcement Ordinance of the Labor Standards Law	Ministry of Welfare Ordinance No. 23 of 1947	○	○
L6-2	Designation of the Law concerning the Emergency measures for the allowance to the Government Personnel with the enforcement of the labor standards by virtue of the provision of the labor standards law, A	Ministry of Labour Ordinance No. 17 of 1948		
L6-3	Cabinet Order concerning the Special Cases to the Labor Standards Law at the Times of Termination of Summer Time	Cabinet Order No. 280 of 1948		



Number	Ministry or Dept.	Local Organ	Trade or Industry	Section of Trade or Industry	Section of City or Village	Section in Charge	Volume of Current Laws & Orders
Law No. 146 of 1947						Unemployment Insurance Section, Employ- ment Security Bureau	0410 430-2
Ministry of Labor Ordinance No. 10 of 1947						ditto	0410 433
Cabinet Order No. 144 of 1948						ditto	0103 450-465
Law No. 157 of 1947						ditto	0612 228-33
Cabinet Order No. 296 of 1947						ditto	0612 228-34
Law No. 49 of 1947						Labor Standards Bureau, Women's & Minors' Bureau	0410 661
Ministry of Welfare Ordinance No. 23 of 1947						ditto	0410 683
Ministry of Labour Ordinance No. 17 of 1948						Workmen's Accident Compensation Section, Labor Standards Bureau	
Law and Cabinet Order No. 280 of 1948						Inspection Section, Labor Standards Bureau	0410 - 756

Law and  
Cabinet  
Order  
No. 280  
of 1948

Ministry of Labour Ordinance  
No. 17 of 1948

Law and  
Cabinet  
Order  
No. 280  
of 1948

Ministry of Labour Ordinance  
No. 17 of 1948

Law and  
Cabinet  
Order  
No. 280  
of 1948

Ministry of Labour Ordinance  
No. 17 of 1948

Article 84, paragraph 1-6



Classification	Title	Number	Ministry Level	Local Organ	State or Federal
L6-4	Labor Standards Inspection System Order	Cabinet Order No. 174 of 1947			
L6-5	Regulations of Labor Safety and Sanitation	Ministry of Labor Ordinance No. 9 of 1947			
L6-6	Investigation, inspection and examination fee stipulated under Regulation of Labor Safety and Sanitation	Prime Minister's Board and Ministry of Labor Ordinance No. 1 of 1948			
L6-7	Ministerial Ordinance concerning the labor standards for Women and Minors	Ministry of Labor Ordinance No. 8 of 1947			
L6-8	Apprenticeship Ordinance	Ministry of Labor Ordinance No. 6 of 1947			
L6-9	The Examination for the Qualification of Apprenticeship Instructor Regulation	Ministry of Labor Ordinance No. 31 of 1947			
L6-10	Rules of Dormitory Attached to Enterprise	Ministry of Labor Ordinance No. 7 of 1947			
L6-11	The Regulation of Labor Standards Inspectors Examination Committee	Ministry of Labor Ordinance No. 1 of 1948			
L6-12	The Detailed Regulations relating to the Labor Standards Inspector Examination	Ministry of Labor Ordinance No. 4 of 1948			
L6-13	Wage Committee Order	Cabinet Order No. 175 of 1947			



Number	Ministry Order	Local Organ	Pro- cedure	Section of Factory	City Council	Section of City	Section in Charge	Year and Page of the Collection of Laws & Ordinances
	Cabinet Order No. 174 of 1947						Bureau General Affairs Section	0103
	Ministry of labor Ordinance No. 9 of 1947						Inspection Section, Labor Standards Bureau	450-453
	Prime Minister's Board and Ministry of labor Ordinance No. 1 of 1948						Safety Section, Labor Sanitation Section, Labor Standards Bureau	0410-756
	Ministry of labor Ordinance No. 8 of 1947						Safety Section, Labor Standard Section	0410 891
	Ministry of labor Ordinance No. 6 of 1947						Women Workers Section, Minor Workers Section, Women's and Minors' Bureau	0410 -894
	Ministry of labor Ordinance No. 31 of 1947						Apprenticeship Section, Labor Standards Bureau	0410-911
	Ministry of labor Ordinance No. 7 of 1947						ditto	0410 922-10
	Ministry of labor Ordinance No. 1 of 1948						Safety Section, Inspection Section, Labor Standards Bureau	0410 922 -16
	Ministry of labor Ordinance No. 4 of 1948						Bureau General Affairs Section, Labor Standards Bureau	0103 450 -456
	Cabinet Order No. 175 of 1947						ditto	0103 504
							Wage and allowance section, Labor Standards Bureau	0103 450- 450



Classification	Title	Number	Ministry	Local Organ	Food or Feed
L6-14	Apprenticeship Council Order	Cabinet Order No. 230 of 1947	○	○	
L6- <del>15</del> <sup>16</sup>	Specific Technicians Qualification Examination Councils Order	Cabinet Order No. 216 of 1949	○	○	
L6- <del>17</del> <sup>18</sup>	Silicosis Prevention Council Order	Cabinet Order No. 218 of 1949	○		
L7-0	Trade Union Law	Law No. 174 of 1949	○		
L7-1	Enforcement Order of the Trade Union Law	Cabinet Order No. 231 of 1949	○		
L7-2	Central Labor Relations Commission Organization Rules	Ministry of Labor Ordinance No. 22 of 1949			
L7-3	Labor Education Council Order	Cabinet Order No. 215 of 1949	○		
L7-4	Regulations of the Central Labor Relations Board	Central Labor Relation Board Regulation No. 1 of 1949			
L7-5					



Number	Minister	Local	Factory	of Trade	of Town or	of City	Section in Charge	Volume & Page of the Collec- tion of Current Laws & Ordinances
Cabinet Order No. 230 of 1947							Apprenticeship Section, Labor Standards Bureau	0103 450- 452
Cabinet Order No. 216 of 1949							d/Ho	0103 450- 458
Cabinet Order No. 218 of 1949							Labor Sanitation Section, Labor Standard Bureau	0103 450- 461
Law No. 174 of 1949							Labor Legislation Section; Labor Policy Bureau	0410 -931
Cabinet Order No. 231 of 1949								0410 -940
Ministry of Labor Ordinance No. 22 of 1949							Executive Office of Central Labor Relation Commission	0410 -962
Cabinet Order No. 215 of 1949							Labor Education Section, Labor Policy Bureau	0103 450-448
Central Labor Relation Board Regulation No. 1 of 1949							Executive Office of Central Labor Relation Commission	



Classification	Title	Number	Minister Ser.	Local Organ	To be filed
L8-0	Labor Relations Adjustment Law	Law No. 25 of 1946	○		
L8-1	Enforcement Ordinance of the Labor Relations Adjustment Law	Imperial Ordinance No. 478 of 1946	○		
L9-0	Public Corporation Labor Relations Law	Law No. 257 of 1948	○		
L9-1	Law for the Enforcement of the Public Corporation Labor Relations Law	Cabinet Order No. 189 of 1949	○		
L9-2	Enforcement Order of the Public Corporation Labor Relations Law	Cabinet Order No. 189 of 1949	○		
L9-3	Cabinet Order concerning the Name, Location and Area of Jurisdiction of Local Mediation Committee of the National Railways and the Monopoly Public Corporation Established in Local Districts etc.	Cabinet Order No. 302 of 1949	○		○
L9-4	Organization Rules of Public Corporation Arbitration Commission, National Railways Mediation Commission and Monopoly Public Corporation Mediation Commission	Ministry of Labor Ordinance No. 24 of 1949	○		
L9-5	Regulations of the Public Corporation Arbitration Commission	Public Corporation Arbitration Commission Regulation No. 1 of 1949	○		○
L10-0	Employment Security Law	Law No. 141 of 1947	○		○



Number	Minister Per.	Local organ	Gov. Dept. or Pre- fecture	Ministry of Trade - factories	City Council	Mayor of City Council	Section in Charge	Volume & Page of the Collec- tion of Current Laws & Ordinances
Law No. 25 of 1946	○		○	○			Labor legislation Section, Labor Policy Bureau	0410 -990
Imperial Ordinance No. 478 of 1946	○		○	○			ditto	
Law No. 257 of 1948	○						Labor legislation Section, Labor Policy Bureau	0410 990
Cabinet Order No. 189 of 1949	○			○			ditto	0410 990-6
Cabinet Order No. 189 of 1949	○						ditto	0410 990-8
Cabinet Order No. 302 of 1949	○	○					ditto	0410 990-13
Acts etc. Ministry of Labor Ordinance No. 24 of 1949	○						ditto	0410 -990-14
Public Corporation Arbitration Commission Regulation No. 1 of 1949	○	○					Executive Office of Public Corporation Arbitration Commission	
Law No. 41 of 1947	○	○	○	○	○	○	Each Section, Employment Security Bureau	0410 990 -24

Miscellaneous



Classification	Title	Number	Ministry Ser.	Local Organ	Fee or Tax
L10-1	Enforcement Ordinance of the Employment Security Law	Ministry of Labor Ordinance 12 of 1947			
L10-2	<del>Ordinance concerning</del> The amount of the licence and the maximum fees which will be paid by the person who intends to operate employment exchange for profit-making or charging fees	Prime Minister's Office and Ministry of Labor Ordinance No. 9 of 1948			
L10-4	The Ordinance concerning the Exception of Working hours of PESO Personnel	Ministry of Labor Ordinance No. 1 of 1949			
L10-5	The Ordinance concerning the Exception of the Working hours of PESO	Ministry of Labor Ordinance No. 2 of 1949			
L10-6	Ordinance concerning Employment and Work of Labourers	Ministry of Welfare Ordinance No. 2 of 1946			
L11-0	Emergency Unemployment Counter measures Law	Law No. 89 of 1949			
L11-1	Enforcement Ordinance of the Emergency Unemployment Counter-measures Law	Ministry of Labor and Economic Stabilization Board Ordinance No. 1 of 1949			
L11-2	Ordinance concerning the Supply of Services under the Imperial Ordinance No. 342 of 1945	Ministry of Welfare Ordinance No. 4 of 1945			



Number	Ministry Ter.	Local organ	Fa, De, L or Pre- fecture	Fa, De, L Qu or Pre- fecture	City Town or Village	Mayor of City Town or Village	Section in Charge	Volume & Page of the Collec- tion of Current Laws & Orders
Ministry of Labor Ordinance No. 2 of 1947	○	○	○	○	○	○	ditto	0410 990-38
Prime minister's Office and Ministry of Labor Ordinance No. 4 of 1948	○	○					Employment Security Section, Employment Security Bureau Secretariate Section, Labor	0410 990-82 0103
Ministry of Labor Ordinance No. 1 of 1949	○	○		○			ditto	853 0103
Ministry of Labor Ordinance No. 2 of 1949	○	○		○			ditto	854
Ministry of welfare Ordinance No. 2 of 1946	○	○		○			Employment Security Section, Employment Security Bureau.	0410 658
Law No. 89 of 1949	○	○	○	<del>○</del>	○		Unemployment Policy Section, Employment Security Bureau	0410 990 -17
Ministry of Labor and Economic Stabilization Board Ordinance No. 1 of 1949	○	○	○	○	○		ditto	0410 990-20
Ministry of welfare Ordinance No. 4 of 1945	○	○	○	○		○	Employment Security Section, Employment Security Bureau	0410 990-23



MINISTRY OF LABOR

Minister's Secretariat

Labor Policy Bureau

Labor Standards Bureau

Women's and Minor's Bureau

Employment Security Bureau

Central Labor Relations Commission

Public Corporation Arbitration Commission

National Railways Central Mediation Commission

Monopoly Public Corporation Central Mediation Commission

National Railways Local Mediation Commission

Monopoly Public Corporation Local Mediation Commission



## LABOR MINISTRY

1. The Labor Ministry was established in 1947.
2. The Labor Ministry is charged with
  - a. Matters concerning labor unions
  - b. Adjustment of labor relations
  - c. Workmen's accident compensation insurance
  - d. Adjustment of the supply and demand of labor
  - e. Guidance and training of labor
  - f. Unemployment counter measures
  - g. Unemployment insurance
  - h. Labor statistics and research
3.
  - a. Junior Examination Committee is concerned chiefly with selection and appointment of third class officials
  - b. Ordinary Disciplinary Committee for officials investigates and renders decisions regarding disciplinary punishment of third class officials
  - c. Seamen's Labor Liaison Conference coordinates labor problems of seamen with the Transportation Ministry
  - x d. Central Labor Relations Board implements Article 26 of the Labor Union Law (Law No. 51) and arbitrates labor disputes involving two or more prefectures
  - e. Laborers Education Consultive Committee and Employees Education Consultive Committee studies the administration of labor education
  - f. Central Labor Standards Committee, application of Labor Standards Law No. 49
  - g. Labor Standards Inspectors Status Committee, dismissal or retention of labor standards inspectors
  - h. Central Wage Committee deals with minimum wage problems based on the Labor Standards Law.
  - i. Wage Deliberation Committee studies economic aspects of wages in general
  - j. Administration Inspection Committee checks up on the performance of the field staffs of the ministry
  - k. Technical Training Committee deals with the training of technicians
  - l. Vocational Training and Guidance Committee
  - m. Vocational Quality Test Committee
  - n. Central Employment Security Committee looks into the activities of the Public Employment Security Offices concerning enforcement of the Employment Security Law
  - o. Central Unemployment Policy Committee investigates matters relating to unemployment policy when inquiry is made by the Labor Minister



- p. Workers Accident Compensation Insurance Committee considers matters regarding Workers Accident Compensation Insurance
- q. The Industrial Safety Institute set up under the Labor Law to conduct research on and train technicians for the prevention of accidents in factories and workshops.

#### 4. Local Organizations

- a: There are many counterparts of the central units at the local level
  - (1) Local Labor Relations Committees set up to deal with disputes within the prefecture
  - (2) Local Wage Boards
  - (3) Local Employment Security Committees
  - (4) Other committees (check)
  - (5) Field branches of the central organization in the local communities (such as Labor Standards Inspection stations) (Labor Standard Bureau)

#### 5. Structure of Ministry Proper

- \*a. Labor Administration - enforcement of Labor Union Law and the Labor Relations Adjustment Law except for such parts as may be delegated to the Labor Relations Board, carries out an educational program among labor unions and other associations.
- \*b. Labor Standards Bureau - carries out the functions specified in the Labor Standards Law regarding Wages, hours, rest periods, safety and hygiene, and workers efficiency and welfare.
- c. Women's and Minor's Bureau - interprets, recommends changes in the application of the Labor Standards Law to the women and children.
- \*d. Employment Security - prevention of unemployment, promotes vocational training, gives technical assistance to local employment security offices and carries on research on unemployment compensation.
- e. Labor Statistics and Research Bureau - gathers statistics relating to labor unions and labor disputes, wages and working conditions, the cost of living and employment.

#### 6. Laws that apply to the Ministry are:

- a. Labor Union Law (Law No. 51 - 1945)
- b. Labor Relations Adjustment Law (Law No. 25) (1947)
- c. Labor Standards Law (Law No. 49) (1947)
- d. Laborer's Accident Insurance Law ) Law No. 50 - 1947 (Workers')
- e. Laborer's Accident Compensation Law )
- f. Unemployment Dole Law (Law No. 146 - 1947)
- g. Employment Security Law (Law No. 141 - 1947)



6. All Cabinet Orders concerned with Divisions, Bureaus, Agencies and officials of the Labor Ministry.



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MINISTRY OF LABOR

The Ministry of Labor is in charge of matters concerning labor unions and the adjustment of labor relations in general. Within the scope of its responsibilities are working conditions, workmen's accident compensation insurance, adjustment of the supply and demand of labor guidance and vocational training, counter-measures against unemployment, unemployment insurance, and labor statistics and research. The Ministry defines unhealthy labor conditions, health and safety standards, harmful and hazardous products, kinds and degrees of workers' illness requiring absence from work, industries which require physical examination of workers, industries required to appoint safety supervisors, occupations not open to women and children, conditions of apprenticeship, and minimum health standards of dormitories. Not only does the Ministry have the power of determining standards and working conditions, but also it possesses manners and methods by means of which to enforce them. In effect, every activity and interest of an individual as a worker, or of labor as an organized force, is bound up with the functions of the Labor Ministry.

To perform these functions the Ministry of Labor is organized into a Secretariat, five bureaus and one board. The bureaus consist of: the Labor Administration Bureau, the Labor Standards Bureau, the Women's and Minors' Bureau, the Employment Security Bureau, and the Labor Statistics and Research Bureau. The Central Labor Relations Board is the only organizational division on a board level.

The Secretariat performs and coordinates administrative duties relating to personnel, accounting, documents, and administrative research, planning, and coordination within the ministerial jurisdiction. In relation to personnel matters, it evaluates the performance of individuals on duty, determines pensions and



retirements, confers court ranks, decorations, and commendations, and makes preparations for important ceremonies and rites. In relation to documentary work, it reviews and examines rough drafts of important documents intended for dispatch or other purposes. Likewise, it is responsible for the editing of ministerial matters intended for publication in the Official Gazette. In relation to its accounting functions, it prepares the budget for making expenditures and acquiring revenues. Also, it is responsible for the settlement and balance of accounts, and does the general accounting work for the entire Ministry. In this respect, it audits all the accounts of the various organizations under the jurisdiction of the Ministry. Finally, it has disciplinary control over temporary and permanent employees, and guides, supervises and advises the ministerial Employees' Mutual Aid Association.

The Labor Administration Bureau enforces the Labor Union Law and the Labor Relations Adjustment Law. It promotes educational programs for labor unions and other organizations, and is responsible for activities related to public information, public relations, and publicity. In the carrying out of these general functions, this bureau plans and coordinates all ministerial activities in connection with the labor unions and labor relations. It develops general standards for the appointment or dismissal and supervision of officials and personnel engaged in work related to labor unions and labor relations. It gives assistance to, and has liaison with, and cooperates with the Labor Relations Committee in connection with the implementation of the two labor laws under which many of its functions fall. The educational programs that the bureau develops concern such subjects as collective bargaining, collective agreements, trade unions, employer associations, and the activities of the latter. In addition, it collects and analyzes information concerning trade union rules and the organization and activities of trade unions and employer associations. Finally, it prepares and publishes educational and



informational material concerning labor unions, labor relations, and employer associations.

The Central Labor Relations Board works closely in relation with the Labor Administration Bureau. This board is responsible for conciliating and arbitrating labor disputes involving two or more prefectures, mediating in collective bargaining disputes, and preventing other labor disputes where possible. It arbitrates disputes when local Labor Relations Committee plans are not accepted or when parties involved in a labor dispute request further arbitration. In cases of public welfare enterprises, it performs functions as an arbitrator when petitioned to do so by public officials, Local Labor Relations Committees or by parties involved in a dispute. In addition, it performs any additional matters prescribed by ordinance or law. To carry out its functions the Central Labor Relations Board has a staff which performs a variety of activities according to the subdivision of business allotment.

The Labor Standards Bureau supervises and enforces the application of the Labor Standards Law, except as it applies to women and children, when this law relates to wages, hours, rest periods, safety, and workers' efficiency and welfare. In addition it supervises accident compensation and accident compensation insurance. In the carrying out of this general function, this bureau is responsible for the cultivation and training of officials who are to be engaged in enforcing the Labor Standards Law. It supervises factories and other establishments for adherence to the provisions of this law. It establishes standards for the working conditions and protection of workers, and coordinates, directs, and supervises the conduct of general affairs in prefectural labor standards offices.

In connection with accident compensation, this bureau has charge of the Special Account for Workers' Accident Compensation Insurance. It is charged with the responsibility for making decisions, investigations, and studies all cases involving accident compensation. In performing these specific functions this bureau supervises the two committees operating in connection with the compensation problems. This



bureau also supervises the Industrial Safety Research Institute. It attempts to set up programs for the prevention of industrial accidents and generally deals with industrial safety problems. In this respect, it is also concerned with labor environment and sanitation. It deals with occupational diseases and ailments, with the preservation of the health of laborers, and with all other matters relating to labor and industrial hygiene. It performs similar work where minors are concerned. In addition, this bureau develops policies concerning wages, salaries, and other remuneration. Finally, whenever necessary, it makes recommendations for the establishment of new provisions and for the revision of existing provisions in the Labor Standards Law.

The Women's and Minors' Bureau administers matters relating to the establishment and revision of provisions in the Labor Standards Law which applies to women and children. It analyzes, interprets, and studies the various sections of this law which specifically hold such application. Directly related therewith, it is concerned with the problems of family and domestic workers, and conducts research and statistical studies regarding women workers. It prepares material on these subjects for publication or for release by other means, such as radio, motion pictures, or lectures. It enacts and enforces provisions prohibiting the employment of minors under certain specific circumstances. Likewise, it performs the same specific functions for children as it performs in regard to women. In addition this bureau conducts research into a variety of other problems concerning women and into methods for promoting women's status. It coordinates the reviews of various research studies and activities related to such problems. Finally, this bureau is responsible for establishing and maintaining liaison with other agencies concerned with women's and minors' problems.

The Employment Security Bureau develops, promotes, and coordinates plans and procedures against unemployment. It carries on a research program concerning



unemployment insurance and compensation. Employment exchanges, and vocational guidance and training programs are supervised from this bureau. This bureau has, also, charge of liaison activities with the Economic Stabilization Board and other agencies involved in planning measures to provide work for the unemployed. It develops policies, procedures, and programs for the Ministry concerning public works as a counter-measure against unemployment. In this connection, it develops policies for recruiting unemployed individuals for public utility projects. Also, it conducts surveys on the extent to which such public utility projects absorb the unemployed. The Unemployment Insurance and the Unemployment Allowance programs are administered by this bureau. In this connection it conducts research into and plans laws and ordinances affecting the Unemployment Insurance and related programs. This bureau is charged with the responsibility of maintaining the Unemployment Insurance Special Account. In connection with the vocational training, it plans, develops, and supervises programs toward this end, including governmental cooperative enterprises. Furthermore, it develops standards and gives other necessary assistance for conducting such programs. Also, it gives technical assistance to employers who wish to establish on-the-job training programs. Finally, this bureau coordinates all technical research and statistical procedures within the bureau in connection with its specific activities. Thus, it plans, develops, and executes labor market and occupational analysis projects, and develops necessary techniques for conducting these projects. It summarizes, analyzes, and publishes data of national importance and other subjects of interest dealing with the labor market developments, the operation of employment security programs, the developments in the field of unemployment insurance, and the conduct of vocational training projects.

The Labor Statistics and Research Bureau compiles regular statistical reports concerning labor unions, labor disputes, wages and hours, working conditions, cost of living, unemployment, and other related subjects. In addition, it makes special surveys and analyses as required, and prepares such reports as may



be needed. In performing these surveys and analyses, this bureau plans and coordinates its work within the Ministry and with other agencies outside the Ministry. It maintains liaison and exchanges information with foreign government labor agencies. Regular and special publications concerning labor economics, research, and statistics are prepared within this bureau. In addition, it is responsible for publicity activities concerning its activities, for press releases, and for similar related methods for disseminating information. It trains personnel engaged in labor statistics and research. Finally, it supervises or gives advice concerning the statistics and research activities of the ministerial field offices and personnel insofar as they deal with statistical and research problems. Finally, it plans, develops, and administers long-range research projects in collaboration with the bureaus which are concerned with the subject matter of such projects and which otherwise specializes in dealing with the subject matter.

In addition to the organizational divisions specified, there are several committees within the Ministry which, apparently, report directly to the Minister or Vice-Minister. These committees are: the Junior Examination Committee, the Ordinary Disciplinary Committee for Officials, the Administration Inspection Committee, the Seamen Labor Liaison Conference, the Labor Standards Inspectors Status Committee, and a Central Unemployment Policy Committee. The other committees within the Ministry report or work with the various ministerial bureaus.



Jan, 1948

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## THE LABOR MINISTRY

- (1) The Labor Ministry was established by the Diet in the latter half of 1947. The purpose, as stated by the law, is the welfare of laborers and security of employment in order to contribute to the economic growth and stabilization of the national life.

Specifically the Labor Minister is put in charge of matters concerning labor unions and the adjustment of labor relations in general. Within the scope of his responsibilities are working conditions, workmen's accident compensation insurance, adjustment of the supply and demand of labor, guidance and training, counter measures against unemployment, unemployment insurance, and labor statistics and research. In fact every activity and interest of the worker as an individual or of labor as an organized force, is bound up with the functions of the Labor Ministry.

- (2) In pursuit of its aims, and apart from its regularly constituted bureaus, the Ministry works thru a variety of committees and other organizations. The names and primary function of these may be summarized as follows:

(A) Junior Examination Committee is concerned chiefly with the selection and appointment of the third class officials.

(B) Ordinary Disciplinary Committee for Officials investigates and renders decisions regarding disciplinary punishment of third class officials.

(C) Seamen's Labor Liaison Conference coordinates the activities of the Ministries of Transportation and Labor regarding the labor problems of seamen which, because of tradition, was left largely as a responsibility of the Transportation Ministry.



(D) Central Labor Relations Board implements Article 26 of the Labor Union Law (Law No. 51) and conciliates and arbitrates labor disputes involving two or more prefectures.

(E) Laborers Education Consultive Committee and

(F) Employees Education Consultive Committee study the administration of labor education, answer enquiries, and make recommendations.

(G) Central Labor Standards Committee are concerned with the application of the Labor Standards Law (Law No. 49) and its amendment.

(H) Labor Standards Inspectors Status Committee decide upon the dismissal or retention of labor standards inspectors.

(I) Central Wage Committee deals with minimum wage problems based on the Labor Standards Law.

(J) Wage Deliberation Committee studies the economic aspects of wages in general.

(K) Administration Inspection Committee checks up on the performance of the field staffs of the ministry.

(L) Technical Training Committee deals with the training of technicians.

(M) Vocational Training and Guidance Committee concerns itself with vocational training and guidance in schools, factories, and other establishments.

(N) Vocational Quality Test Committee carries on research on the fitting of jobs to workers.

(O) Central Employment Security Committee looks into the activities of the Public Employment Security Offices concerning enforcement of the Employment Security Law.

(P) Central Unemployment Policy Committee investigates matters relating to unemployment policy when enquiry is made by the Labor Minister.



(Q) Workers Accident Compensation Insurance Committee considers matters regarding Workers Accident Compensation Insurance.

(R) The Industrial Safety Institute was set up under the terms of the Labor Law to conduct research on, and train technicians for, the prevention of accidents in factories and workshops.

Outside of the central organization at the local level are many counterparts of the central units. Thus we have Local Labor Relations Committees set up to deal with disputes within the prefecture. There are Local Wage Boards, Local Employment Security Committees, etc. There are also field branches of the central organization in the local communities, such as the Labor Standards Inspection Stations (over 300 of them) under the Labor Standards Bureau.

(3) The structure of the central ministry proper consists of six components: a Secretariat and the following five Bureaus:

Labor Administration

Labor Standards

Employment Security

Women's and Minor's

Labor Statistics and Research

The first three listed above were transferred from the Welfare Ministry and the last two were established at the time the Labor Ministry was formed.

The Secretariat performs the usual duties of a Ministry Secretariat and will not be described further.

In the following summary of the functions of the various bureaus, it should be kept in mind that the focal activities of the ministry are concerned with a considerable group of labor laws, important among which are the:

Labor Union Law

Labor Relations Adjustment Law



Labor Standards Law

Laborer's Accident Insurance Law

Laborer's Accident Compensation Law

Unemployment Dole Law

Employment Security Law

The Labor Administration Bureau has responsibility for the enforcement of the Labor Union Law and the Labor Relations Adjustment Law, except for such parts as may be delegated by law to the Labor Relations Board. The Bureau also carries on an educational program among labor unions and other associations.

The Labor Standards Bureau has functions relating to the Labor Standards Law involving such factors as wages, hours, rest periods, safety and hygiene, and worker efficiency and welfare in general.

The Women's and Minor's Bureau interprets, recommends changes, and participates in the application of the sections of the Labor Standards Law which apply to women and children.

The Employment Security Bureau maintains liaison with the Economic Stabilization Board as a part of its activities in the prevention of unemployment; promotes vocational training; gives technical assistance to local employment security offices; and carries on research on unemployment compensation.

The Labor Statistics and Research Bureau compiles regular statistical surveys relating to labor unions and labor disputes, wages and working conditions, the cost of living, employment, etc. as well as making special surveys and analyses on labor matters.

One feature of the Labor Ministry is that matters concerning divisions, bureaus, agencies, and officials are fixed by Cabinet Order.



(4) No data on the number or classifications of personnel on the Labor Ministry have as yet been made available. Nor has anything beyond the structural frame work of the various units of the ministry been furnished as yet except for abbreviated listings of their functions. In the absence of information regarding modes of execution, the interrelationships between units, the degrees of control and authority, and the whole dynamics of operation, it is not possible to evaluate the staffing and functioning of the Ministry. Two comments may, with reservation, be made. (1) On the basis of unit nomenclature, duplication of effort seems likely as in such cases as:

Central Wage Committee

Wage Deliberation Committee  
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Central Employment Security Committee

Central Unemployment Policy Committee  
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Women Workers Section

Women's Section  
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(2) Because of the newness of the Labor Ministry and the earlier existence of local labor relations boards, etc., it is not clear (with the information available) as to whether an integrated system for handling labor matters has been achieved. And since wages and unemployment are two factors of great importance to the government as a whole - and thus to the Finance Ministry, the Welfare Ministry, etc. - it is a question whether effective liaison exists between the interested components of the government.



Jan, 1948  
*Duplicate*

DISTRIBUTION OF GOVERNMENTAL POWERS

Labor Minister

Secretariate

Labor Administration Bureau

Central Labor Relations Committee (Board)

Labor Standard Bureau

Branch Offices

Appeal Board of Workers' Accident Compensation

Labor Standard Offices

Inspection Stations

Local Wage Boards

Local Labor Standard Committees

Central Wage Board

Central Labor Standard Committee

Labor Accident Compensation Insurance Committee

Woman's and Minor's Bureau

Labor Statistics and Research Bureau

Employment Security Bureau

Branch Offices

Committee for Training Skilled Labor

Employment Security Advisory Committee

Unemployment Insurance Advisory Committee

Unemployment Insurance Appeal Board

Unemployment Insurance Referees

Industrial Safety Laboratory

Seamen's Labor Coordinating Committee

Governor

Employment Security Office

Mayor

Labor Relations Committee

Arbitrator

Arbitration Committee

Local Employment Security Advisory Committee



\* \* \*

With bureaus, boards, committees, and offices are placed in relation to the authority who is mainly concerned with their direct supervision or management. However, particular attention is invited to the Local Employment Security Advisory Committee whose triple underscoring indicates appointment of members by the Labor Minister. Further attention is called to similar triple underscoring of Employment Security Office which contains personnel in the single employment system established and controlled by the Minister. Actually, a twilight zone of personnel organization exists. According to ESS/L the intent was to have all personnel of Employment Security Offices, except governors who operate them, as national employees. However, in practice, these offices have been infiltrated to an undetermined extent by locally paid and appointed personnel to perform functions which are equally obscure.

b. Although relationships indicated on the chart are essentially true, provisions of laws under consideration involve many complex relationships which are not amenable to graphic presentation. In some details, individual provisions of law may even contradict relationships presented. Therefore, in order to accomplish the double purpose of achieving final and complete accuracy and of presenting in detail the powers vested in each of the individual bureaus, boards, offices, or committees described, there follows hereafter a complete listing of individual functions:

c. Labor Minister

- (1) Prescribes condition for dissolution of a union which ceases to qualify as such under Article 2, Trade Union Law.
- (2) Prescribes details re registration of Trade Unions.
- (3) Gives final approval to minimum wages.
- (4) Defines unhealthy labor conditions, health and safety standards, harmful products, kinds and degrees of workers' illness requiring absence from work, industries which require physical examination of workers, industries required to appoint Safety Supervisors, jobs not open to women and children, conditions of apprenticeship, conditions of line of duty re illness and injury, minimum health standards of dormitories.
- (5) Prescribes number of personnel for labor standard organization.
- (6) Directly responsible for adjustment of supply and demand of labor, direction and supervision of labor exchanges, placing applicants for jobs, providing vocational guidance and training, collection and dissemination of labor data. Collaborates with other individuals and agencies re Employment Security Offices and administration of unemployment insurance.
- (7) Controls the single personnel system including seniority, promotion, and reassignment in employment security organization.
- (8) Establishes program for training labor officials.
- (9) Establishes inter-departmental committees.



- (10) Supervises Branch Offices and prefectural governors re employment security.
- (11) Establishes uniform reporting system for Employment Security Offices re operations and activities.
- (12) Maintains labor market analysis and information service.
- (13) Maintains occupational analysis and industrial service program.
- (14) Establishes personnel program for entire Employment Security Organization.
- (15) Takes over vocational training without recourse to mandamus if governor fails to act.
- (16) Sets standards for vocational training.
- (17) Suspends private employment exchanges, employer recruitment, and labor projects if he deems them in violation of law or against public interest.
- (18) Cooperates with and advises employers.
- (19) May initiate mandamus proceedings against governor.
- (20) May delegate authority to administrative offices.
- (21) Establishes conditions for private employment exchanges, employer recruitment, and labor projects.
- (22) Establishes branch offices of Public Employment Security Bureau of Labor Ministry.
- (23) Prescribes matters re government employees re Unemployment Insurance Law.
- (24) Determines time and method of premium payments.
- (25) Grants permission to voluntary members of unemployment insurance to quit plan.
- (26) Sets conditions of reasonable job offers, resignation without good reason, and payment by government for change of domicile.
- (27) Changes premium rates.
- (28) Receives and responds to petitions re premiums.
- (29) Prescribes additional matters re Labor Relations Committees, accident compensation, liaison agents, public employment, Security Advisory Committees, vocational guidance, and Unemployment Insurance Referees and Appeal Boards.



(30) Appoints members of Labor Ministry including Branch Offices, Central Labor Relations Committee, Central and Local Wage Boards, Committee for Training Skilled Workers, Central Labor Standard Committee, Accident Compensation Insurance Advisory Committee, Central Unemployment Insurance Advisory Committee, Unemployment Insurance Referees and Appeal Boards. In addition, he appoints 2nd Class Officials in Employment Security Offices.

d. Secretariate

- (1) Handles confidential matters.
- (2) Responsible for appointment, dismissal, and status of officials.
- (3) Has custody of ministerial seals.
- (4) Does general research and planning and coordination of administration within ministerial jurisdiction.
- (5) Keeps official files.
- (6) Handles budget, receipts, and expenditures.
- (7) Has custody of official property.

e. Labor Administration Bureau

- (1) Enforces Trade Union Law.
- (2) Enforces Labor Relations Adjustment Law.
- (3) Responsible for Public information and education.

f. Central Labor Relations Committee

- (1) Arbitrates disputes when Local Labor Relations Committee plan is not accepted and when both parties request further arbitration.
- (2) In case of Public Welfare Enterprises, arbitrates when petitioned by Public Officials, Local Labor Relations Committees, or either party.
- (3) Performs additional matters prescribed by ordinance.

g. Labor Standard Bureau

- (1) Enforces Labor Standard Law, except as it applies to women and children.



(2) Supervises Accident Compensation and Accident Compensation Insurance.

(3) Attempts to improve labor efficiency.

(4) Responsible for welfare of laborers.

h. Labor Standards Bureau Branch Offices

(1) Supervises whole labor standard structure down to lowest echelon of labor standard organization including Labor Standard Committees.

(2) Given blanket inspection and enforcement power.

(3) Exercises power of administrative authorities in condemning dangerous plants.

i. Central Wage Board

No specific functions mentioned.

j. Central Labor Standard Committee

No specific functions mentioned.

k. Labor Accident Compensation Insurance Committee

(1) Deliberates important matters re Accident Compensation Insurance Law.

(2) Receives and comments upon draft of ordinances issued under Accident Compensation Insurance Law.

l. Women's and Minors' Bureau

(1) Enforces Labor Standard Law as it applies to women and children.

(2) Handles problems of family and domestic members.

(3) Handles problems relating to members' families.

m. Labor Statistics and Research Bureau

(1) Statistics and publications re labor unions, labor disputes, and labor relations.

(2) Statistics and publications re working conditions, wages, cost of living, and employment conditions.

(3) Collection, compilation, analysis, and publications re foreign and domestic labor circumstances.



(4) Special studies and surveys re employment security of workers.

n. Employment Security Bureau

- (1) Employment exchanges and vocational guidance and training.
- (2) Development of counter-unemployment plans.
- (3) Unemployment insurance and compensation.
- (4) Additional matters prescribed by ordinance.

o. Employment Security Branch Offices

- (1) Inspection and supervision of employment exchanges.
- (2) Supervision of vocational guidance and training.
- (3) General Supervision of Employment Security Offices.
- (4) Additional matters prescribed by ordinance.

p. Committee for Training Skilled Workers

- (1) Recommendations re ordinance governing apprenticeship.
- (2) Additional matters prescribed by ordinance.

q. Employment Security Advisory Committee

Specific functions prescribed by ordinance.

r. Unemployment Insurance Advisory Committee

(1) Is consulted re establishment of conditions re reasonable job offers, resignation without good reason, payment for change of domicile, and changes of premium rates.

(2) Deliberates on and must be consulted by Labor Minister on important matters.

s. Unemployment Insurance Appeal Board

- (1) Receives appeals from referee's decisions.
- (2) Must be consulted re petitions on premiums.
- (3) May examine evidence and witnesses.
- (4) Additional matters prescribed by Ordinance.



t.

Unemployment Insurance Referee

- (1) Receives appeals from decisions of administrative authorities.
- (2) May make investigations, examine evidence, and question witnesses.
- (3) Additional matters prescribed by ordinance.

u.

Industrial Safety Laboratory

- (1) Research and investigation of industrial accidents.
- (2) Training of technicians for industrial safety.
- (3) Prevention of industrial accidents.

v.

Seamen's Labor Coordinating Committee

Necessary matters to be decided in consultation with Minister of Transport.

w.

Appeal Board for Accident Compensation

- (1) Receives appeals from decisions of administrative authorities.
- (2) Appeals must be made to this Board before appeal to Courts.
- (3) Additional matters prescribed by ordinance.

x.

Labor Standard Office

- (1) Receives recommendations of Wage Board re minimum Wage.
- (2) Holds public hearings and receives recommendations of labor and management re minimum wages.
- (3) Recommends minimum wage to Labor Minister.
- (4) Grants permission for emergency overtime in excess of statutory limits. May require compensatory time off.
- (5) Grants permission for rest period to be given to employees at different times.
- (6) Receives and approves new plant plans for dangerous industries.
- (7) Condemns dangerous existing plant.



- (8) Gives permission for after school employment of children
- (9) Approves apprenticeship plans and may cancel approval.
- (10) Approves non-payment of non-duty or handicap allowance in case of gross fault of worker.
- (11) Arbitrates disagreements under compensation provisions of Labor Standard Law.
- (12) Receives Rule of Employment.
- (13) Orders amendment of such Rules of Employment as violate laws, ordinances, or regulations.
- (14) Receives Rule of Dormitories.

y.

Inspection Station

- (1) Exercises wide powers of inspection and supervision of plants in matters pertaining to Labor Standard Law.
- (2) Exercises judicial police powers in the areas of competence.
- (3) Exercises power of Labor Standard Office in condemning dangerous plants.

z.

Local Wage Board

Submits recommendations re minimum wage to Labor Standard Office.

aa.

Labor Standard Committee

- (1) Investigates matters pertaining to enforcement and improvement of Labor Standard Law.
- (2) May recommend re above to Labor Standard Office.

ab.

Governor

- (1) Registers Unions.
- (2) Administers decisions of Labor Relations Committee re dissolution of Unions.
- (3) Orders alteration of Trade Union Statute in accord with Labor Relations committee's decisions.
- (4) Registers trade agreements.



(5) Extends provisions of trade agreements to remaining workers of that kind of that employer in that locality.

(6) In case of Public Welfare Enterprises failing in arbitration, may refer to Central Labor Relations Committee.

(7) Manages Employment Security Offices.

(8) Recommends appointment of 2nd Class Officials of Employment Security Office to Labor Minister.

(9) Recommends to Labor Minister members of Local Employment Security Committees.

(10) Appoints members of Local Labor Relations Committee. In addition, he appoints all but 2nd Class Officials in Employment Security Offices.

ac.

Employment Security Offices.

(1) Administers employment exchanges.

(2) Administers unemployment insurance.

(3) Submits reports on demand to Employment Security Advisory Committee.

(4) Submits reports required by Labor Minister.

(5) Accepts applications for workers, if not contrary to law.

(6) If applications for workers are rejected, may give reasons.

(7) Accepts applications for jobs if not contrary to law.

(8) May give aptitude or achievement tests.

(9) Informs workers re employment conditions.

(10) Attempts to satisfy both employers and workers.

(11) Cooperates with schools re placement of graduates.

(12) Administers vocational guidance as prescribed by Labor Minister.

(13) Undertakes vocational training as labor market conditions require.

(14) May demand reports from employers, private employment exchanges, or labor projects.



(15) Receives applications for unemployment insurance benefits.

(16) Judges reasonableness of job offers, resignations without good reason, and government payment for change of domicile.

(17) May require reports re unemployment insurance from employers and workers, and may inspect plants.

(18) Additional matters prescribed by ordinance.

ad.

Mayors

(1) Accepts and forwards applications for workers or jobs.

(2) Makes investigations re above if requested by Employment Security Office.

(3) Publicizes jobs.

ae.

Labor Relations Committee

(1) Passes resolutions re dissolution of unions.

(2) Passes resolutions determining that Trade Union Statute violates law or regulation.

(3) Recommends to Court dissolution of unions which habitually break law or disturb peace.

(4) Compiles statistics and conducts investigations.

(5) Mediates, conciliates, and arbitrates.

(6) Recommends to administrative authorities.

(7) May inspect plants and may require witnesses, records, etc. of both employer and worker.

(8) Is notified by parties to disputes.

(9) Prepares lists of candidates for arbitrators.

(10) Chairman appoints arbitration committee from list.

(11) Arbitrates under conditions prescribed by Labor Disputes Adjustment Law.

(12) In case of public welfare enterprises, may initiate arbitration.

(13) May refer arbitration to Central Labor Relations Committee.

(14) Under prescribed conditions, may mediate.



- (15) Mediation decisions have same effect as trade agreements.
- (16) Chairman appoints Arbitration Committee chairman.
- (17) Additional matters prescribed by ordinance.

af.

Arbitration

Attempts to arbitrate disputes between workers and employers.

ag.

Arbitration Committee

- (1) Elects own chairman and establishes own procedures.
- (2) Draws up arbitration plan and submits to parties. Also publishes plan.

ah.

Local Employment Security Advisory Committee

- (1) Advises Administrative authorities re execution of Employment Security Law.
- (2) Consults with governor.
- (3) May call for reports from Employment Security Offices.
- (4) Additional matters prescribed by ordinance.

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