Labor Disputes

22. There were no major work stoppages during July. Strikes beginning in mid-July at the Mitsubishi-Hosokura Mine and three plants of the Kobe Steel Manufacturing Company involved approximately 13,000 workers and were under Labor Relations Committee mediation at the end of the month while a fourth plant of the Kobe firm was under production control.

Dismissal of union leaders by managements of the influential Nippon Keizai Newspaper and of a small Chinese-owned newspaper resulted in both cases in strikes and filing of unfair labor practice charges before the Central Labor Relations Committee.

Following settlement of the Chinese newspaper strike on 17 July, two members of the Yomiuri Newspaper Employees' Union who were hired during the dispute by the striking paper's management were expelled by the Yomiuri union.

LABOR EDUCATION

23. The Labor Advisory Committee appointed on 31 June to serve in a consultative capacity to the Ministry of Welfare Workers' Education Bureau met informally on 22 July and approved the general Bureau plan for a Government-sponsored workers' education and recreation program including labor schools and colleges, radio broadcasts, publications and scholarships to individual workers.

The Committee composed of 7 labor and 7 neutral members, included two representatives from the National Congress of Industrial Unions, two from the General Federation of Japanese Trade Unions and one each from the All-Japan Council of Labor Unions, the All-Japan Communications Workers' Union and the Government Railway Workers' Union. Neutral members were from universities, newspapers, the Central Labor Relations Committee and the Ministry of Welfare.

24. A motion picture documenting the progress of the electrical workers' dispute in the fall of 1936, with particular stress on the conciliatory role of the Central Labor Relations Committee, was released on 17 July by the Motion Picture Council of Labor Unions.

The documentary was the first in a series of labor films planned by the Council, organized in May 1946 by representatives of 19 labor groups including the three major federations, the General Federation of Government Railway Workers' Unions and a large number of National Congress of Industrial Unions affiliates.

25. A program of labor education for seamen, stressing labor legislation and principles of trade unionism, was undertaken during July by the Seamen's Bureau of the Ministry of Transportation. The program was to be supervised by an education committee including representatives of the Bureau, employers and the All-Japan Seamen's Union.

Publications on Labor

26. The number of publications on labor decreased during July owing largely to union pre-occupation with conventions and convention plans throughout the preceding month.

Main publications on labor were as follows:

Issuing Office	Publication
National Congress of Industrial Unions	SCAP, "Trade Union Political Action in America" 1/
Kanto Employers' Association	U. S. Department of Labor, "Job Evaluation Systems" 1/
All-Japan Communications Workers Union	United Automobile Workers, "How to Run a Union Meeting" 1/ 3/

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Political Education Association	I. Ayusawa, A Textbook on Trade Unionism 2/
Railway Labor Institute	An Explanation of the Government Railway Labor Contract

1/ Translation
2/ Second Edition
3/ Third Edition

Labor Schools

27. Japan's first resident labor school, the Kyoto Labor College, opened on 1 July with an initial enrollment of 135 trade union members attending classes three mornings each week. Lecturers, who would discuss labor matters and general economic and political theory, were largely college professors and government officials; a few trade union officers would lecture on special subjects. Co-sponsors were the City of Kyoto and the Kyoto Trade Union Education Council composed of local education directors of the three major federations.

28. On 13 July the General Federation of Japanese Trade Unions launched a series of labor rallies to be held during July and August in 13 major industrial centers throughout Japan. Purpose of the rallies, attended by workers from all labor groups, was to further union use of collective bargaining procedures and labor relations committees.

The second in a series of short lecture courses for local union officials was held by the Federation from 7-12 July in Sendai.

29. First prefectural labor research institute was established in Kobe on 12 July. Similar to the Central Labor College in Tokyo, the Kobe institute would conduct labor research, issue publications and encourage local establishment of labor schools and libraries.

30. Labor schools held during July covering trade unionism, collective bargaining, labor legislation and related matters included the following:

Sponsor	Date	Attendance
Mainichi Association	1/ 20-29 July	250 union leaders and management representatives
Japan Electric Company	7-12 July	300 union members
Department Store Employees' Union, Kobe Branch	1/ 1-31 July	50 local union leaders
All-Japan Shipbuilding Union, Kobe Branch	1/ 1-31 July	New members of union
Kawasaki Silicon Company Labor Union	1/ 1-31 July	New members of union
General Federation of Japanese Trade Unions, Amagasaki Regional Council	1/ 1-31 July	Local union leaders
Japan Efficiency Institute	3 July	300 management representatives
Central Labor College	14-25 July	100 students, mostly union members
General Federation of Private Railway Workers' Unions, Yonago Branch	24-27 July	All local union members

1/ Part of a series

WAGES AND WORKING CONDITIONS

31. On 5 July following failure of labor and other members of the quasi-official Wage Investigation Commission to agree upon a basic wage standard the Government released a schedule of "standard" wages, derived from an ¥1,800 monthly average adjusted for 35 industries according to age, sex and other differentials, to be used as a basis for revision of official prices.

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The Commission, in referring calculation of "standard" wage schedules back to the Government, unanimously recommended (1) participation of labor, management and neutral representatives in formulation of official prices levels, (2) full recognition of differentials between industries in formulating "standard" wages, (3) guarantee to unions of the right to negotiate for wages above the "standard" level, (4) revision of the standard wage level upon Commission recommendation in line with cost-of-living fluctuations and (5) prompt establishment of minimum wage standards. In addition the Commission stressed that efforts should be made to increase purchasing power through elimination of the black market and improvements in the rationing system.

The schedule of "standard" wages follows:

TEXTILES		MACHINERY	
Dyeing and processing	¥1,245	Railway rolling stock	¥2,300
Miscellaneous textile work	1,237	Motor vehicles	2,250
Weaving	1,234	Machines and tools	2,181
Spinning	1,212	Electrical equipment	2,099
Raw silk	1,124	Small parts	1,991
CHEMICALS		UTILITIES	
Industrial chemicals	1,676	Electric power	2,217
Chemical fertilizer	1,640	Manufactured gas	2,209
Pharmaceutical products	1,637		
Chemical fiber	1,521	WOODWORKING AND WOOD PRODUCTS	
		Printing	1,936
PROCESSING		Bookbinding	1,676
Metallurgy	2,350	Sawing and veneer plate manufacture	1,618
Leatner goods	1,836	Woodworking	1,593
Oils and fats	1,764	Paper	1,538
Rubber products	1,682		
Brewing and distilling	1,629	OTHER	
Food processing	1,604	Shipbuilding	2,441
Flour and starch	1,566	Cement	1,886
		Ceramics and earthenware	1,836
TRANSPORTATION		Crude oil	1,662
Freight transport	2,441	Miscellaneous Mfg.	1,510
Passenger transport	1,615		

"Standard" wages subsequently set for the coal and metal mining industries allowed for wage increases in coal mining up to 12 percent above levels set in the April agreement and in metal mining up to 80 percent of the "standard" wage for coal miners.

32. A draft ordinance revising the overtime pay system for Government employees to meet the requirements of the Labor Standards Law was submitted to the Cabinet by the Ministry of Finance on 12 July. The plan made provision for continuation of overtime provisions contained in present agreements with government railway and communications workers in order to meet special problems stemming from unusual working hours in these industries.

EMPLOYMENT AND UNEMPLOYMENT

33. Government emphasis on the need for major employment shifts to effect more efficient utilization of the labor force continued throughout the month, highlighted on 4 July by release of the White Paper on Economic Conditions.

The official rationale for policies announced in June, the White Paper analyzed employment trends generally with particular reference to the problem of surplus labor employed in industry. Actual extent of such surplus employment, the Paper pointed out, had not been determined by the Government but the existence on payrolls of large numbers of unused or partially-unused workers was inferred from statistics indicating that while production in 1946 and 1947 had declined to approximately 33 percent of pre-war levels total employment had remained about the same.

The Paper particularly stressed the need for analysis of other factors in the productivity decline, such as deterioration in equipment and quality of raw materials and bottlenecks in delivery of producers' goods.

Employment Security Offices

34. Employment Security Offices continued to report difficulty in finding and placing applicants. Many unemployed persons, it was claimed, were unaware of the postwar change in public employment exchange function and consequently preferred private placement channels. Those seeking employment through the Offices were generally dissatisfied with available job offers both because adequate local housing was frequently unavailable and because employers increasingly specified preference for young single males in order to avoid payment of family differentials.

35. Substantial increase in the number of applicants for permanent rather than short-term employment was attributed to lifting in April of the ¥700 limitation on cash payment of wages and salaries which removed the attraction of casual employment in commerce and service industries paying employees in "free" yen.

Public Works

36. Owing to a substantial decrease in the amount of cement allocated to the public works program for the second fiscal quarter (1 July - 30 September) the majority of projects certified during July were in non-construction fields such as land development and reclamation with river improvement and flood control accounting for most construction projects certified.

The projects certified would in addition to decreasing unemployment contribute substantially to non-industrial production, according to the Economic Stabilization Board, through reclamation from flood and other damage of approximately 40,000,000 bushels and 578,000,000 pounds of agricultural products, 1,257,214,320 board feet of timber and 6,000,000 tons of charcoal, coal and mineral products and direct production of approximately 10,000,000 bushels and 26,000,000 pounds of agricultural products, 6,046,800 board feet of timber, and 174,000 tons of charcoal, coal and mineral products.

37. In the first prefectural attempt to coordinate public works administration Osaka Prefecture established a Central Public Works Coordinating Committee consisting of all prefectural officials responsible for segments of the public works program.

Vocational Training and Guidance

38. To provide middle school students with pre-graduation vocational guidance, the Vocational Guidance Association in the Ministry of Welfare assigned 130 vocational counsellors to work through Employment Security Offices in conducting part-time vocational courses in middle schools throughout the country. High schools were to be eligible for counselling service upon request.

39, The first in a nationwide series of three-day training courses for vocational counsellors were held during July in the Kanto and Niigata areas. Attending were local middle and high school teachers as well as vocational counsellors from the Ministries of Welfare and Education.

40. The number of students enrolled in vocational training establishments increased during June by 680 to a total of 16,202 (13,941 men and 2,261 women) at the end of the month. Courses under way numbered 504 in 410 establishments.

The Ministry of Welfare program to establish national standards for vocational training continued with completion of standard course outlines for training of joiners and dressmakers.

41. Persons enrolled in the Government-subsidized "jusan" or sheltered workshops decreased by 188 during June to a total of 100,284 (30,004 men and 70,281 women) in 2,003 establishments. In addition persons working at home on "jusan" materials totalled 47,136 (7,001 men and 40,135 women) on 30 June..

42. Factories receiving financial assistance from the government in order to reduce unemployment remained during June at a total of 110 employing 4,002 workers, or 25 more workers than at the end of the preceding month.

Recruitment Programs

43. Recruitment during June of 20,785 coal mine, 9,681 textile and 2,895 raw silk workers reflected a slight decrease in the hiring rate of all three industries and brought total recruitment for the first fiscal quarter (1 April - 30 June) beyond the goal by 24,613 in coal and short of the goal by 14,693 in textiles and 9,964 in raw silk.

LABOR FOR THE OCCUPATION FORCES

44. Extending special leave provisions of a 1 June contract with the All-Japan Federation of Occupation Force Workers' Unions to all women workers employed by the Occupation Forces, the Central Liaison Office on 8 July granted leave with pay for six weeks preceding and following childbirth and one extra day of leave each month as a "menstruation holiday."

ADMINISTRATION

45. Prefectural responsibility in operation of the employment security, vocational training and public works programs was set forth in a series of addresses at the 7 July meeting of governors.

Prefectural Employment Security Office activities, it was explained, are supervised by the governor in accordance with standards established by law and with national funds which may be supplemented locally.

Vocational training programs may be carried on by the prefectural government independently or, upon government certification of the program, by means of technical and financial assistance of the national government.

The public works program is operated by the prefectural branches of a number of national ministries under general supervision of the Economic Stabilization Board.

46. Training programs for all new prefectural Employment Security Office and Labor Standards Office officials were conducted by the Ministry of Welfare during July.

The first included lectures on vocational training and guidance, labor market analysis, employment statistics and the functions of employment exchanges; the second set forth general administrative and inspection procedures established for enforcement of the Labor Standards Law.

June

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LABOR DIVISION REPORT FOR THE MONTH OF JUNE 1947

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GENERAL

1. In preparation for the Congress' July convention, officers of the National Congress of Industrial Unions conducted a series of regional conferences with affiliated unions to "stimulate rank-and-file criticism" of policies and leadership.

The General Federation of Government Railway Workers' Unions reorganized on 5 June as a single national union representing all government railway workers. The All-Japan Teachers' Union, representing approximately 93 percent of all organized school teachers, was inaugurated on 5 June.

On 31 May 4,475,031 workers, or 81 percent of total union membership, were covered by collective bargaining agreements. Approximately 67 percent of all workers covered were included in agreements covering two or more unions.

The Central Labor Relations Committee assisted in settlement of all disputes occurring since its establishment.

The number of disputes and man-days of idleness fell during April to the lowest level since January 1946 as unions continued to emphasize collective bargaining and recourse to conciliation and mediation.

By the end of June major labor and employer groups had given modified sanction to the general plan for wage stabilization set forth in the Cabinet 8-point economic program.

LABOR LEGISLATION AND POLICY

2. In response to growing demands from labor and other organizations for greater participation in formulating important legislation, the Cabinet on 10 June appointed a committee representing all major groups affected including the three labor federations, prominent women's organizations, private employers, non-partisan experts in social insurance and Government labor bureaus to draft the Labor Ministry Bill.

A committee with comparable membership was appointed to complete preparation of the Unemployment Insurance Bill.

Workmen's Compensation Insurance Law

3. Implementation of the Workmen's Compensation Insurance Law was deferred pending enforcement of the Labor Standards Law.

In order to concentrate workmen's compensation administration within the Government, the Ministry of Welfare decided to dissolve the Contractors'

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Welfare Society, an employers' organization which since 1936 administered payment of workmen's compensation benefits from an annual government grant.

Labor Standards Law

4. Preparations for promulgation of the Labor Standards Law continued during June with selection of sites for over 300 local offices under the prefectural Labor Standards Offices set up in May (see Summary for May). By the end of the month chiefs were appointed for all prefectural offices and for most of the sections in the national Labor Standards Bureau.

5. The program to publicize the Law (see Summaries for April and May) featured interpretative conferences held by prefectural Labor Standards Offices for local labor and employer representatives.

Labor Policies of the National Diet

6. Of particular significance for labor among measures called for in the 8-point Cabinet economic program were the following:

(1) wage stabilization on a flexible cost-of-living basis predicated upon improvements in official price and food distribution policies;

(2) encouragement of incentive wage systems as a means of raising labor productivity;

(3) gradual shifting of surplus labor employed by Government and private industry into export and other expanding industries by means of enlarged employment security and vocational training programs;

(4) prompt establishment of an unemployment insurance system and expansion of the public works program to absorb more unemployed persons;

(5) labor-management implementation of Government policies through the Economic Reconstruction Council.

In announcing the program, the Premier stressed that it was conditional "most of all" upon "the unstinting labor of working people" and asked full support from organized labor. Similar statements were made by most Cabinet members including the Minister of Commerce and Industry, who upon strong union objection to the projected bill for state control of coal mines, travelled to Hokkaido in order to promote "understanding" among coal miners of the projected legislation and other Cabinet policies.

7. Labor and employer reaction to the Cabinet economic program ranged from pledges of "fullest cooperation" by the Federation of Economic Organizations and the General Federation of Japanese Trade Unions to observation by a National Congress of Industrial Unions official that "labor's hard struggles for the past 30 years did not end with formation of the Katayama Cabinet."

At meetings with the Premier and Cabinet members on 13-14 and 19 June both labor and employer representatives commented on "lack of clarity" in the economic program and stressed the need for respecting labor initiative in formulation and execution of reconstruction measures. The Economic Reconstruction Council in particular emphasized its independence from Government influence.

LABOR AND EMPLOYER ORGANIZATIONS

Economic Reconstruction Council

8. The labor-management Economic Reconstruction Council continued to participate in the nationwide movement for price reductions, initiated by retailers in April and carried forward with wide labor support during May (see Summary for May), and on 21 June sponsored a national rally for food policy reform.

9. Meeting on 7 June the Coal Industry Reconstruction Council appointed a committee to formulate a concrete program for increasing coal production. The program would be based on the results of surveys conducted in all coal-producing areas during May to determine factors currently impeding productivity.

Chief obstacles preventing maximum coal production, the surveys indicated, were poor housing and working conditions, delays in the delivery of supplementary food and clothing rations, "unintelligent" supervision and departure of large numbers of workers for seasonal employment in farming and fishing.

On the basis of the surveys' findings, the Council defeated a proposal to increase coal miners' daily working hours from eight to nine.

10. The Textile Industry Reconstruction Council, meeting on 29-30 May, adopted a plan for industry-wide wage increases ranging from 40 to 50 percent and based on an eight-hour day with overtime generally not to exceed one-half hour daily. The Council also voted to establish a committee for study and improvement of production techniques in the industry.

Labor Federations

11. During June officers from the headquarters of the National Congress of Industrial Unions conducted a series of regional conferences with affiliated unions in order to "stimulate rank-and-file criticism" of the Congress' past policies and current leadership. The discussions were in preparation for the Congress' July convention which, culminating several months of informal re-evaluation, was expected to institute major changes in organization, goals and leadership.

12. The Central Executive Committee of the General Federation of Japanese Trade Unions meeting on 29-30 May, recommended that the Federation direct future efforts toward unification of labor groups around a broad labor program for economic recovery that would stress maximum production and avoidance by unions, "wherever possible", of work stoppages.

"The General Federation of Japanese Trade Unions", the Central Executive Committee stated "must lead others in showing organized labor the correct way to direct the labor movement."

Labor Union Statistics

13. On 30 April labor unions numbered 21,332 with 5,445,493 members. Of these 1,349 with 218,524 members were formed during April, indicating a renewed emphasis on organizational activity following a lull during the first three months of 1947.

Details are shown in Table 1.

Labor Union Activities

14. Conventions were held by the All-Japan Newspaper and Radio Workers' Union on 27 May, the All-Japan Coal Miners' Union on 2-3 June, the All-Japan Textile Workers' Union on 26-28 May, the National Council of Coal Mine Workers' Unions on 5-6 June, and the All-Japan Communications Workers' Union on 10-14 June.

15. The convention of the All-Japan Newspaper and Radio Workers' Union, in an attempt to reconcile dissenting factions following two months of disagreement over continued affiliation with the National Congress of Industrial Unions (see Summaries for April and May), amended the Union by-laws to grant freedom of affiliation to each local chapter and formed a "conciliation" committee to negotiate re-merger on the basis of the amendment with the ten locals that had withdrawn from the Union since March.

16. Discussion at the convention of the All-Japan Textile Workers' Union was concerned primarily with improvement of working conditions and of dormitory life.

17. The All-Japan Coal Miners' Union at its convention passed resolutions recommending nationwide adoption of the sliding-scale wage system and immediate enforcement of the Labor Standards Law.

18. At the convention of the National Council of Coal Mine Workers' Unions, delegates representing the majority of organized coal miners agreed to strengthen Council authority over member unions and appointed a committee to draft necessary constitutional amendments. The Council, a purely deliberative body, was to be granted among other rights the power to make decisions binding upon all members.

19. At the Convention of the All-Japan Communications Workers' Union a motion calling for withdrawal from the National Congress of Industrial Unions was defeated without debate.

20. On 5 June the General Federation of Government Railway Workers' Unions officially terminated 15 months of existence as a council and reorganized as the Government Railway Workers' Union, a single national union representing all government railway workers (see Summaries for April and May). Membership included station masters, formerly designated by the Federation as supervisory employees ineligible for membership.

Policies adopted by the new union emphasized "patience and settlement of disputes through negotiation" with strikes and slow-downs permissable only upon two-thirds approval vote of a general convention. The union also voted to continue regular salary payments to union officers serving in the National Diet and to establish a labor-management council for each railway craft.

21. The All-Japan Teachers' Union, representing approximately 93 percent of all organized school teachers, was inaugurated on 8 June in a formal merger of the All-Japan Teachers Unions' Council and the National Federation of Teachers' Unions. Pending decision on organizational structure, the new union was to consist of semi-autonomous prefectural councils.

Policies adopted by the union called for elevation of teaching standards, vigilance in enforcement of the new educational system, Government subsidies for private schools and colleges, wider distribution of textbooks and reconstruction of war-damaged school buildings.

22. In mid-June the Ministry of Finance Labor Unions' Council presented a petition to the Ministry fo elimination of a number of specific inequities in placement and promotion policy.

Similar petitions made later in the month by unions within the General Bureau of Railways and the Ministry of Home Affairs reflected the growing dissatisfaction of Government workers with the civil service structure.

Employer Organizations

23. The Kanto Employers' Association, first and most active of the

many employers' associations emerging in the post war period met on 17 June to evaluate progress at the end of a year's activities.

24. As part of a projected series of special reports for membership use, the Research Department of the Association during June completed studies of supplemental wage structure in major industries and of recent unfair labor practices cases.

LABOR RELATIONS

Labor Relations Committee

25. The Central Labor Relations Committee, instrumental in the conclusion of most major agreements since January, continued to receive an increasing number of conciliation and mediation requests from both labor and management and participated in all major negotiations during June.

Work of the Committee was carried on during June by the original members appointed in March 1946, pending screening under the Purge Directive of the new Committee selected during March and April.

26. The First Annual Report of the Central Labor Relations Committee, issued early in June outlined major activities and accomplishments of the Committee during the year following its establishment under the Trade Union Law in March 1946.

The Committee assisted in settlement of all major disputes occurring during the March 1946 - April 1947 period. Of the 12 conciliation cases handled, 6 were settled on the basis of Committee recommendations, 1 was returned to and subsequently settled in direct negotiation and 5 were under conciliation at the time of the report. Of the 8 mediation cases handled, 4 were settled on the basis of Committee recommendations, 1 was referred to and subsequently settled in conciliation and 3 were under mediation at the time of the report. Work stoppage was averted in all cases.

With the exception of one strike at the Tokyo Shibaura Electric Machinery Company, all disputes were in negotiation at the time of referral to the Committee.

Conciliation varied in length from 6 days in a minor medical workers' dispute to 73 days in the Tokyo Shibaura dispute which involved a number of precedent-making issues (see Summary for October). Mediation generally lasted from 35 to 254 days.

Demands for wage increases and union recognition were principal causes of disputes handled by the Committee. Prevalent during the first part of 1947 were disputes stemming from threatened unemployment following closure of the employing establishment.

Details are shown in Tables 2 and 3.

Table 2

CONCILIATION CASES HANDLED BY THE CENTRAL LABOR RELATIONS COMMITTEE

(March 1946 - April 1947)

EMPLOYER	UNION	WORKERS INVOLVED	PRINCIPAL CAUSE OF DISPUTE	FORM OF DISPUTE	DURATION OF CONCILIATION (Days)	RESULT OF CONCILIATION
Tokyo Shibaura Electric Machinery Company, Ltd	Federation of Tokyo Shibaura Unions	42,000	Unilateral discharges Wage demands	Strike	73	Settled
Japanese Government	National Council of Government and Public Office Workers' Unions	83,000	Wage demands Union recognition	Negotiations	22	Settled
Ministry of Home Affairs	Federated Council of Employees' Unions of Public Organizations	230,000	Wage demands Union recognition	Negotiations	29	Settled
Ministry of Education	All-Japan Teachers' Unions' Council	333,000	Wage demands Union recognition	Negotiations	29	Settled
Ministry of Education	University and College Faculty Union	20,000	Wage demands	Negotiations	6	Settled
Ministry of Welfare; Japanese Red Cross; Tuberculosis Prevention Society	National Council of Medical Workers' Unions; Japanese Red Cross Employees' Union; Tuberculosis Prevention Society Employees' Union	13,000	Threatened discharge	Negotiations	Continuing	
Japanese Government	Joint Struggle Committee of All Government and Public Office Workers' Unions	2,600,000	Wage demands Union recognition Reform of Government Policies	Negotiations	59	Returned to Direct Negotiation
Committee for Control of Closed Institutions	Housing Corporation Employees' Trade Union	5,283	Threatened discharge	Negotiations	34	Settled
Ministry of Home Affairs	Federation of Municipal Transport Workers' Unions	27,000	Wage demands	Negotiations	Continuing	

(Cont'd)

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Table 2
CONCILIATION CASES HANDLED BY THE CENTRAL LABOR RELATIONS COMMITTEE (Cont'd)
(March 1946 - April 1947)

EMPLOYER	UNION	WORKERS INVOLVED	PRINCIPAL CAUSE OF DISPUTE	FORM OF DISPUTE	DURATION OF CONCILIATION (Days)	RESULT OF CONCILIATION
Civilian Merchant Marine Commission	Civilian Merchant Marine Commission Employees Union	4,500	Threatened discharge	Negotiations	12	Settled
Ministry of Justice	Council of Ministry of Justice Employees' Unions	3,374	Union recognition	Negotiations	Continuing	
Federation of Metal Mine Employers	Federation of All-Japan Metal Mine Labor Unions	70,000	Wage demands	Negotiations	Continuing	

SOURCE: Annual Report of the Central Labor Relations Committee

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Table 3.

MEDIATION CASES HANDLED BY THE CENTRAL LABOR RELATIONS COMMITTEE
(March 1946 - April 1947)

EMPLOYER	UNION	WORKERS INVOLVED	PRINCIPAL CAUSE OF DISPUTE	FORM OF DISPUTE	DURATION OF MEDIATION (Days)	RESULT OF MEDIATION
Ministry of Transportation	Tokyo Council of Government Railway Workers' Union	110,000	Wage demands	Negotiations	100	Settled
9 Major Electric Power Supply Companies	All-Japan Electric Power Industries Workers' Union	100,000	Wage demands	Negotiations	35	Settled
Ministry of Communications	All-Japan Communications Workers' Union	320,000	Wage demands Union recognition	Negotiations	109	Settled
Ministry of Transportation	General Federation of Government Railway Workers' Unions	517,000	Wage demands Union recognition	Negotiations	63	Settled
All-Japan Motor Express Company, Ltd.	All-Japan Motor Express Company Workers' Union	100,000	Wage demands Contract Revision	Negotiations	61	Settled
Civilian Merchant Marine Commission	Civilian Merchant Marine Commission Employees' Union	4,500	Threatened discharge	Negotiations	254	Referred to Conciliation
Federation of Private Railway Employers	General Federation of Private Railway Workers' Unions	93,000	Wage demands	Negotiations	Continuing	
Japan Lighter and Stevedore Contractors	All-Japan Port and Harbor Workers' Union	30,000	Wage demands Union recognition	Negotiations	Continuing	
Ministry of Communications	International Tele-Communications	3,000	Threatened discharge	Negotiations	Continuing	

SOURCE: Annual Report of the Central Labor Relations Committee.

The Consultation Section of the Central Labor Relations Committee, established in February to avert potential labor disputes through informal discussion with the parties involved, gave free legal advice to 52 labor and employer representatives during the year.

Publications of the Committee, distributed to government officials, labor unions, employer groups and prefectural Labor Relations Committees, included 14 pamphlets on labor subjects and a periodical bulletin which rose in circulation during the year from 200 to 3,000 copies.

27. Precedent for Labor Relations Committee intervention to assist in settlement of factional disputes within labor unions was established by the Central Labor Relations Committee on 5 June when, upon request of the 178 employees of the Tamura Wireless Manufacturing Company, who had split into three factions favoring affiliation with different federations, the Committee conducted a secret vote to determine majority preference. As a result of the election the factions merged into one union and affiliated with the General Federation of Japanese Trade Unions.

Negotiations and Agreements

28. On 31 May 4,475,031 workers in 3,917 unions, representing 81 percent of total union membership, were covered by collective bargaining agreements according to revised Ministry of Welfare statistics. Of these, 2,975,957 workers, approximately 67 percent of all workers covered, were included in agreements covering two or more unions on a plant-wide, company-wide, industry-wide or regional basis compared to 43 percent in December and 23 percent in March of 1946.

Of the total agreements, according to preliminary analysis, approximately 33 percent contained detailed procedures for settling disputes, 13 percent specifically called for referral of disputes to Labor Relations Committees and a few provided for settlement by an impartial umpire. None contained clauses prohibiting work stoppage.

Details are shown in Table 4.

29. A number of national and local negotiations progressed slowly during June as employers generally sought to defer wage settlements pending announcement of the official wage-price policy outlined in the Cabinet's 8-point economic program.

30. A threatened strike of 18,000 employees of the All-Japan Steel Tube Company, Ltd. was averted on 1 June when labor and management accepted a Central Labor Relations Committee offer of conciliation assistance. Negotiations had been dead-locked since 8 April over Union demands for wage increases, based on an "average" wage for a worker 31 years old with 5 years seniority and 2.5 dependents and management claims that the price currently paid by the Government for steel products was too low to permit payment of such increases.

31. On 29 May the All-Japan Electric Power Industries Workers' Union representing 120,000 members, and ten major electric power supply companies renewed negotiations for revision of wages on a cost-of-living basis. The negotiations, scheduled for April were postponed until late May upon management request for more time in which to conclude the cost-of-living study provided for in the December agreement.

32. Employers in the metal mining industry where wage issues had been referred back for regional negotiation by the Central Labor Relations Committee in May, generally claimed financial inability to meet union demands and to cover payrolls through current revenues.

First regional wage agreement for the industry, covering 15,000 workers or approximately 25 percent of metal mining employment, was reached on 17 June by labor and management of the Nippon Metal Mining Company. The agreement, which averted a scheduled walk-out, represented a compromise between union wage demands and management claims of financial insecurity.

On 4 June, after a series of conferences, the Federation of All-Japan Metal Mine Labor Unions and the Federation of Metal Mine Employers agreed that where financial difficulties made lay-offs "inevitable" each case must undergo union review before disposition.

33. The Osaka Regional Council of the General Federation of Private Railway Workers' Unions and 19 private railway companies in the Osaka area on 10 June signed a provisional agreement providing for separate plant-wide negotiation of wage issues "in the light of the actual financial condition of each company."

Labor Dispute Statistics

34. The number of labor disputes during April fell to 57 involving 211,562 workers, the lowest level since January 1946, as unions continued to emphasize collective bargaining and recourse to conciliation and mediation. Strikes, slow-downs, lock-outs and production control accounted for 45 of the disputes and 11,250 of the workers involved; disputes where negotiations had broken down and a third party intervened to assist adjustment accounted for 12 disputes and 190,312 workers.

Man-days of idleness owing to strikes and lock-outs decreased to 108,726 with one strike accounting for 70,077 of these and idleness representing .05 percent of available working time compared with .19 percent in March and 1.21 percent at the October 1946 peak of strike activity.

Details are shown in Tables 5 and 6.

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Table 5
DISPUTES OCCURRING DURING APRIL 1947 AND MAN-DAYS OF IDLENESS

ITEM	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
DISPUTES						
TOTAL	24	82,454	33	119,108	57	201,562
ACCOMPANIED BY ACT OF DISPUTE	21	6,093	24	5,157	45	11,250
Strikes	15	5,830	7	2,452	22	8,282
Lock-outs	1	59	2	123	3	182
Slow-downs	3	90	4	599	7	689
Production control	2	114	11	1,983	13	2,097
NOT ACCOMPANIED BY ACT OF DISPUTE 1/	3	76,361	9	113,951	12	190,312
MAN-DAYS						
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS 2/-	-	-	-	-	108,726	8,464

1/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.
2/ Assumes a 6-day work-week.

SOURCE: Ministry of Welfare

Table 6
DISPUTES OCCURRING DURING APRIL 1947 BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	45	11,250	12	190,312	57	201,562
MANUFACTURING	34	5,850	6	73,697	40	79,547
MINING	7	5,251	-	-	7	5,251
TRANSPORTATION AND COMMUNICATION	1	9	4	115,777	5	115,786
EDUCATION AND LIBERAL PROFESSIONS	1	7	2	838	3	845
ALL OTHER 1/	2	133	-	-	2	133

1/ Includes AGRICULTURE, MARINE PRODUCTS, COMMERCE and OTHER.

SOURCE: Ministry of Welfare

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Labor Disputes

35. There were no major work stoppages during June. Scattered walk-outs in the metal mining and textile industries involved small numbers of workers in minor establishments and were generally settled within a few days.

LABOR EDUCATION

36. A publicity program to familiarize the nation with the policies and procedures contained in postwar labor legislation and in the recent reorganization of public employment exchange administration was carried out by the Ministry of Welfare for labor administration officials, labor and employer groups, Labor Relations Committees and the general public in every prefecture from 2 to 6 June.

37. In the first attempt to ensure nutritious utilization of wheat and maize flour substituted for rice in summer food rations, pamphlets, posters and news releases containing tested recipes were being distributed at the end of June by the Ministry of Welfare and national union offices.

Lack of familiarity with methods of flour preparation had resulted in many cases in severe illness during the summer of 1946, particularly in coal mining regions where large numbers of miners remained away from work as a consequence.

38. Early in June the Chamber of Commerce and Industry established an education committee to instruct members, most of whom are owners of small businesses employing 100 or less workers, in the basic principles of trade unionism, collective bargaining, contract negotiation and related matters.

Workers' Education Bureau

39. A program to popularize use of film strips as an inexpensive and effective medium for labor education was undertaken during June by the Workers' Education Bureau of the Ministry of Welfare. The Bureau planned to purchase projectors for distribution to all regional labor administration offices and to produce one experimental film strip each month. The first strip, illustrating principles of democratic trade unionism was under preparation at the end of the month.

40. Selection of a labor advisory committee to the Bureau was completed on 30 June.

Publications on Labor

41. The following major publications on labor were issued in June:

Issuing Office	Publication
General Federation of Japanese Trade Unions	SCAP, "Trade Unionism: The Dangers of Totalitarian, Undemocratic Control" 1/
All-Japan Communications Workers' Union	United Automobile Workers, "How to Conduct a Union Meeting" 1/
	Before the Signing of the Contract
Democratic Labor League	SCAP, "Collective Bargaining Procedures" 1/ and "Company-Dominated, Puppet Unions" 1/
Nippon News Service	Democratic Trade Unions
Dr. Matsui, Doshisha University	Trade Unionism in the United States
Federation of Coal Operators	SCAP, "Trade Union Political Action in America" and "The Duties of a Shop Steward" 1/
Ministry of Finance	A Critical Survey of the Government Personnel and their Salaries and Wages

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Issuing Office	Publication
Central Labor College	United Automobile Workers, "Contract With the Chrysler Corporation, 1945" 2/
Chamber of Commerce and Industry	Model Labor Contract Proposals for Amendment to the Trade Union Law

1/ Translation.
2/ Second edition.

Labor Schools

42. On 9 June the General Federation of Japanese Trade Unions inaugurated a series of short lecture courses on labor subjects to be held for groups of 100 local union officers in key industrial centers throughout the nation over a six-month period. First course in the series was given in Tokyo from 9 to 14 June.

43. During June the Kyoto Trade Union Education Council, composed of local education directors of the three major federations, completed preparations for the 1 July opening of Japan's first resident labor school.

44. Labor schools held during June covering trade unionism, collective bargaining procedures, problems of women in industry and other labor matters included the following:

Sponsor	Date	Attendance
General Federation of Japanese Trade Unions	1-30 June	Hiroshima labor leaders
Central Labor College	23-27 June	100 students, mostly union members
Kobe Military Government Team	16-17 June	750 women trade union leaders 1,000 representatives of women's groups
Fukuoka Military Government Team	19-20 June	75 women trade union leaders 750 representatives of women's groups
City of Tokyo and Kanagawa Military Government Team	10-11 June	3,500 Tokyo labor leaders

WAGES AND WORKING CONDITIONS

45. By the end of June major labor and employer groups had given modified sanction to the general plan for wage stabilization set forth in the Cabinet's 8-point economic program. After both groups stressed the necessity for preceding wage measures with basic reforms in official pricing and food distribution, the Cabinet deferred announcement of definite wage policy pending further discussion in official and economic circles.

46. The two technical sub-committees of the Wage Investigation Commission met several times during the month to discuss problems of wage-price stabilization including a plan for determining average wages in each industry as a partial basis for revision of official prices. A special sub-committee was formed on 10 June to compute a formula for calculating such "average" wages.

47. Urban family expenditures increased sharply during the two-week period ending 6 April, owing largely to increased outlays for food and clothing, and remained at approximately the same high level throughout the month.

Details are shown in Table 7.

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Table 7

AVERAGE BI-WEEKLY EXPENDITURES PER URBAN HOUSEHOLD IN JAPAN 1/

PERIOD	TOTAL	FOOD	CLOTHING	FUEL AND LIGHT	HOUSING AND UTENSILS	OTHER
1947						
10 Feb - 23 Feb	¥ 1,215	¥ 815	¥ 99	¥ 80	¥ 53	¥ 168
24 Feb - 9 Mar	1,398	925	129	78	62	204
10 Mar - 23 Mar	1,475	975	148	86	56	210
24 Mar - 6 Apr	1,647	1,058	188	76	75	250
7 Apr - 20 Apr	1,664	1,041	198	62	70	293
21 Apr - 4 May	1,642	1,048	179	65	68	282

1/ Figures are a population weighted average of actual yen expenditures as reported daily by a sample of approximately 5,000 families located in 28 representative cities throughout Japan. Size of family varies by city, averages ranging from 4.3 to 5.4. Figures prior to 10-23 February covered only 26 cities and did not include any cities in Hokkaido.

SOURCE: Consumers' Price Survey, Cabinet Bureau of Statistics.

48. Under pressure from the rising cost of living average money wages in major industry as a whole increased approximately 30 percent between 1 January and 30 April, according to the Cabinet Bureau of Statistics.

Transportation, where wages had lagged behind those in other industries at the beginning of the period, registered the largest percentage increase, for staff employees 62 percent for men and 83 percent for women, and mining the smallest, less than 16 percent for men and 26 percent for women. Wage increases subsequently negotiated by miners were not included in the April figures. Wages in manufacturing rose by nearly 39 percent for men and 46 percent for women and in commerce by approximately 33 percent for both men and women.

Despite a higher rate of increase, women's wages remained throughout the period at about half the wage level for men.

Details are shown in Table 8.

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49. Continuing plans to eliminate differences in base rates of pay among the various Government ministries, the preparatory committee for the Advisory Committee for the Investigation of the Improved Treatment of Government Employees drew up a schedule of average wages in each ministry. The schedule would be used as a basis for revising the method of payment of wage increases agreed to in April (see Summary for April).

EMPLOYMENT AND UNEMPLOYMENT

50. The Cabinet proposal to "take measures to encourage those enterprises which are heavily burdened with surplus workers" occasioned widespread comment during June, particularly among labor groups.

The proposal "lacked clarity" according to the National Congress of Industrial Unions. "It seems contradictory," claimed the All-Japan Newspaper and Radio Workers' Union, "That the Government while urging workers to do their utmost implies the necessity of discharging them." The All-Japan Council of Labor Unions stated that "organized labor will keep a close watch on such measures."

Other comment, marked by wide variance in estimates of non-productive employment and general reluctance to contemplate mass discharges, reflected the need for further study upon which to base concrete policy.

51. In an effort to determine the extent of surplus, or "under-employed", labor as a basis for formulating a Government program, Ministry of Welfare officials met late in June with employers from eight major industries.

Most surplus workers were discharged in production curtailments immediately following the end of the war, according to the employers questioned, and labor idleness since that time stemmed from bottlenecks in allocation and distribution of production materials. Improvement in the flow of materials would, the employers stated, result in full utilization of employed workers.

52. The Employment Security Bureau of the Ministry of Welfare worked during June on the following measures to relieve unemployment:

(1) A program for re-employment in export industries, public works and Occupation Force labor of several thousand tea shop and restaurant workers scheduled for discharge upon enforcement 1 July of an Economic Stabilization Board order closing all eating establishments not on a coupon basis as a means of alleviating the stringent food situation.

Officials anticipated difficulty in placing the workers, many of whom were elderly war widows unsuited to industrial labor, in occupations paying equivalent wages.

(2) A program, released at the end of June, for subsidization of a limited number of small cooperative enterprises rented and operated under Ministry of Welfare supervision by groups of 50 to 100 unemployed persons.

(3) A day-to-day publicity program in each prefecture to draw a larger percentage of unemployed into Employment Security Offices for placement.

Reports from a number of prefectural offices indicated that the publicity program carried out early in June (see section on Labor Education) was followed by a marked increase in job applicants.

Labor Market Survey

53. A survey of current employment and unemployment was carried out in Saitama Prefecture during June as part of the labor market analysis program.

Officials succeeded in collecting adequate data from the employment survey, conducted by means of questionnaires mailed to all employers in the area, but reported difficulty in obtaining reliable unemployment figures.

Public Works

54. Employment on public works projects was 379,737 on 30 April and 645,933 on 31 May according to Economic Stabilization Board statistics. The number of workers was lower than in previous months due to completion of a large number of projects in March and delay in certification of new projects during April and May.

More than half the workers employed during April and May were engaged in projects such as land reclamation and development from which they would receive in addition to regular wages direct non-monetary benefit in the form of improved property or working facilities.

55. As rising prices and delays due to materials shortages continued to decrease the purchasing power of public works funds appropriated in April, the Economic Stabilization Board and participating ministries drafted a tentative budget request for an additional ¥16,881,284,422 to complete the program, 98 percent over the ¥17,278,567,000 originally appropriated (see Summary for April). The figure was based on estimates of proposed official price increases and anticipated wage adjustments.

Formal presentation of the budget request was deferred pending further consideration of possible reductions in size and scope of the program.

Vocational Training

56. The number of students enrolled in vocational training establishments increased during May by 1,112 to a total of 15,522 (13,349 men and 2,173 women) at the end of the month. Courses under way numbered 504 in 410 establishments.

Chief obstacle to expansion of the vocational training program, according to officials in charge, was difficulty in procuring working materials. Attendance fluctuated with the cost of living. Most women students completed the courses but men were often forced to drop out for financial reasons inasmuch as the Government provided no living allowance outside of daily commutation fare.

57. Persons enrolled in the Government-subsidized "jusan" or sheltered workshops decreased by 173 during May to a total of 100,472 (30,046 men and 70,426 women) in 2,003 establishments. Persons working at home on "jusan" materials totalled an additional 47,677 (7,054 men and 40,623 women) on 31 May.

58. Factories receiving financial assistance from the Government in order to reduce unemployment increased during May by 6 to a total of 110 employing 3,997 workers, or 148 more workers than at the end of the preceding month.

Recruitment Programs

59. Recruitment during May of 22,131 workers for the coal mining industry resulted in a substantial net employment increase of 8,726 and brought total recruitment for April and May 3,828 beyond the goal established for the current quarter (1 April - 30 June). While continuing to offset turnover, recruitment of 10,908 workers in the textile and 3,893 workers in the raw silk industry effected only small net employment increases of 751 in textiles and 321 in raw silk as compared with increases of 9,440 and 8,504 in April and brought total recruitment for April and May short of the quarterly goal by 24,374 in textiles and 12,859 in raw silk.

60. Seasonal factors accounted for most turnover in coal mining and textile employment during April, according to Employment Security Office surveys based on oral interview of workers leaving representative establishments.

Of the workers leaving both industries, approximately 40 percent were farmers or farm girls returning to the land after accepting employment during the winter lull and regular workers departing temporarily to engage in fishing and spring planting.

Second major cause of turnover in coal mining was lack of adequate housing which accounted for 14 percent of separations during the month.

Low wages were the least important turnover factor in both industries according to the survey, occasioning 0.3 percent of separations in coal mining and 0.6 in textiles.

61. In marked contrast to past practice of recruiting textile workers from distant prefectures, 67 percent of workers in major textile mills as of 31 December were recruited from the prefecture in which the mill was located, according to a survey released by the Employment Security Bureau in June.

Due to the prevalence in textile mills of work shifts ending late in the day, 83 percent of the workers were living away from home in dormitories or company houses.

Women comprised 79 percent of the workers in textile mills covered by the survey.

ADMINISTRATION

62. Recruitment of new personnel for the national Employment Security Bureau and prefectural Employment Security Offices continued and was scheduled for completion by 30 September.

Selection of a private expert in manpower problems as chief of the Bureau's Research Section was the first instance of non-civil-service appointment in the field of manpower administration.

63. A third 5-day series of labor education courses was held in all prefectures from 16-28 June for a total of 327 local labor administration officials. Lectures by Ministry of Welfare officials and local union officers covered labor administration, labor legislation, wage problems, collective bargaining procedure, workers' education and related subjects.

64. Transfer from labor administration posts of all former police and officials of "labor front" organizations in accordance with ministerial instructions of 30 November (see Summaries for December, March and April) was completed during May.

Persons affected totalled 916, of which 350 were from labor administration sections, 564 from vocational administration sections, and 2 from Labor Relations Committees.

Twelve officials subject to transfer, supervisors of 4 national and 8 prefectural bureaus slated for inclusion in the proposed Labor Ministry, were designated by the Minister of Welfare as "indispensable" and granted exemption. The four national labor administration officials receiving exemption were K. Yoshitake, Chief, Labor Administration Bureau, N. Nakanishi, Chief, Personnel Affairs Section, Labor Standards Bureau, K. Teramoto, Chief, Inspection Section, Labor Standards Bureau and S. Togashi, Chief, Investigation Section, Labor Administration Bureau.

65. Of the 78 persons appointed since February to replace officials transferred, 74 were Government officials in other branches or "qualified private individuals" while 4 were chosen from among recent university and college graduates.

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Table

LABOR UNIONS BY INDUSTRY AND SEX
(30 April 1947)

June 1947
Monthly Summary

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	21,332	4,142,147	1,293,766	5,445,493
MANUFACTURING	10,728	1,927,082	628,731	2,558,978
Metallurgy	1,138	226,446	38,427	264,873
Machines and tools	3,176	707,001	140,788	847,789
Chemicals	1,550	240,750	92,606	333,356
Gas, electricity, and water supply	456	125,821	13,737	142,723
Ceramics	438	53,099	16,671	69,770
Textiles	918	82,006	234,155	316,161
Lumber and woodworking	1,176	99,737	30,445	130,182
Foodstuffs	552	51,587	25,229	76,816
Printing and binding	217	22,123	10,873	32,996
Civil engineering and construction	906	303,909	18,436	322,345
Other	201	14,603	7,364	21,967
MINING	923	367,985	66,337	434,322
Metal	239	52,819	10,907	63,726
Coal	610	306,959	53,560	360,519
Other	74	8,207	1,870	10,077
TRANSPORTATION AND COMMUNICATION	2,932	976,953	207,485	1,189,522
Railroads and tramways	524	523,207	70,353	593,560
Automobile	276	44,746	6,667	51,413
Water (inland)	118	21,938	3,024	24,962
Other	803	187,649	24,971	212,620
Communication	1,210	199,413	102,470	306,967
AGRICULTURE	973	78,832	18,282	97,114
MARINE PRODUCTS	94	21,670	2,368	24,038
COMMERCE	1,278	169,488	89,296	258,784
EDUCATION AND LIBERAL PROFESSIONS	4,238	547,203	270,982	819,516
Public Service	1,928	203,646	65,748	270,627
Education	1,526	235,539	165,698	401,335
Other	784	108,018	39,536	147,554
ALL OTHER	166	52,934	10,285	63,219

1/ Unions reported registered exclusive of unions reported discontinued. Does not include All-Japan Seamen's Union which reported 74,185 members as of 1 February 1947.

2/ Totals include following figures for which no sex breakdown was available: TOTAL 9,580; MANUFACTURING 3,165, Gas, electricity, and water supply 3,165; TRANSPORTATION AND COMMUNICATION 5,084, Communication 5,084; EDUCATION AND LIBERAL PROFESSIONS 1,331, Public Service 1,233, Education 98.

SOURCE: Ministry of Welfare

Table 4

June 1947

COLLECTIVE BARGAINING AGREEMENTS 1/ 2/
(August 1945 - May 1947)

Monthly Summary

PERIOD	AGREEMENTS CONCLUDED									CUMULATIVE TOTAL OF AGREEMENTS IN EFFECT			PERCENTAGE OF ORGANIZED LABOR COVERED	
	COVERING ONE UNION			COVERING TWO OR MORE UNIONS			TOTAL							
	Agreements	Unions Covered	Workers Covered	Agreements	Unions Covered	Workers Covered	Agreements	Unions Covered	Workers Covered	Agreements	Unions Covered	Workers Covered	Unions	Members
1945														
Aug - Dec	3	3	3,111	-	-	-	3	3	3,111	3	3	3,111	0.6	1.0
1946														
Jan - Mar	198	198	75,429	15	15	22,858	213	213	98,287	216	216	101,398	6.5	10.0
Apr - Jun	647	647	354,858	129	142	220,753	776	789	575,611	992	1,005	677,009	8.0	18.0
Jul - Sep	672	672	366,856	142	150	218,444	814	822	585,300	1,806	1,827	1,262,309	11.0	29.2
Oct - Dec	721	721	396,397	89	136	295,366	810	857	691,763	2,616	2,684	1,954,072	15.0	40.2
1947														
Jan - Mar	793	793	255,003	51	209	1,868,480	844	1,002	2,123,483	3,460	3,686	4,077,555	17.0	78.2
Apr - May 3/	1/ 204	204	47,420	10	27	350,056	214	231	397,476	3,674	3,917	4,475,031	16.0	81.0
TOTAL	3,238	3,238	1,499,074	436	679	2,975,957	4/ 3,713	3,917	4,475,031	4/ 3,713	3,917	4,475,031	16.0	81.0

1/ Revised; subject to further changes.
2/ Number of agreements includes both basic agreements and any local agreements supplementing the basic agreement; workers covered are counted only once.
3/ Incomplete - includes only information based on reports received by Welfare Ministry up to 31 May 1947.
4/ Includes 39 agreements for which no information was available on the number of unions and workers covered.

SOURCE: Ministry of Welfare

REGULATIONS BUT PLEASE SEE 3(E) AND 3(D) OR (E) AND #

LABOR DIVISION REPORT FOR THE MONTH OF MAY 1947

C O N T E N T S

	Paragraph
Labor Legislation and Policy	1
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Wages and Working Conditions	41
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LABOR LEGISLATION AND POLICY

Labor Standards Law

1. In preparation for the enforcement of the Labor Standards Law, enacted in March and scheduled for promulgation in July, two imperial ordinances were issued establishing a Labor Standards Bureau in the Ministry of Welfare and a Labor Standards Office under the Bureau in each prefecture. These offices with the Bureau will develop national and local administrative procedures for enforcing the provisions of the Law and will assume labor standards functions formerly vested in other Ministry of Welfare bureaus.

The ordinances specified that the Labor Standards Bureau was to prepare detailed recommendations for a Bureau of Labor Statistics and Research within the scheduled Ministry of Labor.

Pending issuance of a ministerial ordinance regulating internal structure, seven sections (Inspection, Safety, Sanitation, Wages and Hours, Mining, Women and Children and Labor Statistics) were informally established within the Labor Standards Bureau.

2. Selection of key personnel for labor standards administration was largely completed by 31 May with appointment of a director, most of the section chiefs for the Labor Standards Bureau and all of the prefectural office heads. Selection of Mrs. Setsu Tanino as chief of the Women's and Children's Section of the Bureau represented the first appointment of a woman to a high civil-service position.

Civil-service officials began drawing up a schedule of minimum qualifications for use in recruitment and placement of the personnel required.

3. The program to publicize the Law continued during May with explanatory lectures to labor and employer groups in Fukuoka, Kyushu, and Sappora, Hokkaido.

Seamen's Law

4. Ordinances implementing the Seamen's Law, passed by the Diet in March, were drafted by Ministry of Transportation officials concerned with administration of the Seamen's Law of 1938.

Employment Security Bill

5. The draft bill to amend the Employment Exchange Law of 1938, submitted to public hearings in January and subsequently removed from the agenda of the 92nd Diet, was revised for presentation to the current session of the National Assembly.

Labor Policies of the National Assembly

6. The 10-point basic economic policy for the coalition government adopted on 16 May by the secretaries general of the four major political parties called for wage control coupled with price stabilization and with a more rigid rationing and distribution program and autonomous labor-management cooperation in economic rehabilitation.

7. Members of the Labor Unions' Committee of the Social Democratic Party, including labor union officials newly elected to the National Assembly, agreed at their 17 May meeting to establish and maintain closer liaison between the Party and labor unions through clarification of Social Democratic labor policies and strengthening of the Labor Unions' Committee.

LABOR AND EMPLOYER ORGANIZATIONS

Economic Reconstruction Council

8. The labor-management Economic Reconstruction Council continued to emphasize efforts to improve the food situation and actively to support the price-lowering movement among retailers. The Council voted at an executive board meeting on 12 May to draft detailed meausres for Council action and to sponsor a joint price reduction council in cooperation with the Japan Chamber of Commerce and Industry, the Tokyo Chamber of Commerce and Industry and the All-Japan Wholesale Dealers' Association.

9. The Coal Industry Reconstruction Council met on 16 May and began formulating a concrete program to increase coal production. It was decided that the local and regional subcouncils, which by early May had been established in all coal-producing areas, would investigate the production techniques used in local coal mines and submit reports to the next meeting of the Council, scheduled for early June.

10. The Kansai District Iron and Steel Industry Reconstruction Council, following announcement of the Social Democratic Party's six-point program for economic reconstruction, on 13 May sent the Party a resolution in support of "powerful, democratic and unbureaucratic" state management of the iron and steel industry.

11. The Marine Industrial Reconstruction Council, composed of labor and employer representatives from the shipping industry, was formally inaugurated on 9 May. The Council decided to campaign for increased use of coastwise shipping facilities and to draft a five-year plan for maritime rehabilitation.

Labor Federations

12. Tokyo's second postwar May Day celebration, attended by approximately 400,000 workers and sponsored by the National Liaison Council of Labor Unions, featured a 24-point resolution, later presented to Prime Minister Yoshida. The resolution urged active labor participation in industrial reconstruction, labor unity and participation in the World Federation of Trade Unions, abolition of the "feudalistic employment system" and popularization of the Labor Standards Law, distribution of more food, guarantee of minimum livelihood wages, and general union recognition.

In accordance with instructions issued to affiliated labor organizations by the Council's May Day Preparation Committee to emphasize the "cultural uplift of the working class" rather than the "class struggle" and in marked contrast to the militant May Day demonstration of 1946, the rally included dances, folk songs, orderly parading and speeches by labor leaders and representatives of the Communist and Social Democratic Parties.

Similar celebrations were held in all large cities.

13. In response to growing criticism from affiliated unions, the Central Executive Committee of the National Congress of Industrial Unions, meeting on 12-15 and 22 May "to subject itself to self-criticism," scheduled a general convention for July to elect new officers, insert union autonomy provisions in the N. C. I. U. constitution, strengthen educational and cultural activites and clarify the Congress' attitude toward strikes and political activity of individual members.

At the Central Executive Committee meetings, affiliated press and radio, printing trades, communications and medical workers' unions had submitted accusations that the Congress' leadership (1) were members of the Communist Party, (2) had established a "self-righteous" dictatorship over the rank and file and (3) had encouraged strikes as a means of "educating" union members. Acknowledging that policy had been "over strike-minded", the Committee attributed the prevalent impression that the Congress was manipulated by its leaders to "failure to thoroughly democratize the unions" and agreed to a policy of democratic reorganization of the unions as a remedy.

14. A number of Central Executive Committee members of the General Federation of Japanese Trade Unions, meeting informally on 23 May, reaffirmed the "basic correctness" of past Federation policy; adopted a "wait-and-see" position toward the All-Japan Labor Unions' Liaison Council which, according to the Committee, recently " has a tendency to be a policy-making organ deviating from its original mission of being a consultative body"; resolved to "collect" more funds for research and education activities; and voted to retain Komakichi Matsuoka aspresident of the Federation despite his recent election as Speaker of the House of Representatives.

15. The Federation during April established a reparations committee to study the economic effects of scheduled reparations removals and to formulate recommendations for Federation policy on the matter.

Labor Union Activities

16. The movement toward autonomy and realignment around new leadership begun during April in three major unions continued during May.

17. Withdrawal of five newspaper locals brought to 10 the number of locals leaving the All-Japan Newspaper and Radio Workers' Union since March in protest over the Union's continued affiliation with the National Congress of Industrial Unions and prompted Union officers to send the Congress a sharp memorandum demanding "reconsideration" of basic policy.

In order to renew the "united labor front for newspaper workers" the 6,000-member Asahi Newspaper local planned to introduce a motion for withdrawal from the Congress at the Union's 27-28 May convention.

Complicating the situation was a 3 May request to the board of directors of the Asahi Newspaper Company by its majority stockholder that the board "take steps" to effect a withdrawal of The Asahi workers' local from bothe the All-Japan Newspaper and Radio Workers' Union and the National Congress of Industrial Unions. According to the statement "the whole Asahi organization is being dictated by a union dominated by a Communist minority". The allegations were subsequently refuted by both the Union and the Congress and on 15 May the majority stockholder withdrew his statement while the board of directors voted to uphold a "strictly neutral" editorial policy.

18. Amalgamation of the affiliated unions of the General Federation of Government Railway Workers' Unions into a single national union not affiliated with any of the three major federations was proposed at a meeting of the Federation's regional officials early in May. This proposal, together with a plan for amalgamation with the General Federation of Private Railway Workers' Unions and other transportation unions, was scheduled for submission to the Federation's June convention.

In response to the announced reorganization plan and culminating several months of interunion debate on the matter, the Tokyo District Government Railway Workers' Union, only Federation member affiliated with the National Congress of Industrial Unions, voted on 15 May to withdraw from the Congress.

19. The National Motion Picture and Theater Workers' Union was formed on 1 May by six independent movie studio and theater workers' unions which had previoulsy withdrawn from or expressed oppostition to the All-Japan Movie and Theater Workers' Union, an affiliate of the National Congress of Industrial Unions.

20. Continued efforts of the labor groups to reduce prices resulted in adoption by the General Federation of Government Railway Workers' Unions on 17 May of a detailed program to boycott black-market dealers, to request the Government to withhold projected raises in railroad fares and freight charges, and together with the All-Japan Express Company Workers' Union to "expose" and refuse to transport black-market goods.

The two major labor federations expressed general approval of the price reduction campaign.

21. A preparatory committee for the organization of the All-Japan Council of Transport and Transit Workers' Unions was formed on 13 May by representatives of the General Federation of Government Railway Workers' Unions, the General Federation of Private Railway Workers' Unions, the All-Japan Motor Express Company Workers' Union and a number of truck dirvers' and municipal transit workers' unions affiliated with the National Congress of Industrial Unions.

The preparatory committee announced that the projected federation's aims would be to promote industrial unionization among its affiliates, to encourage organization of all unions along industrial lines and to facilitate unification of the labor movement.

22. Culminating several months of joint discussion, the All-Japan Teachers Unions' Council and the National Federation of Teachers' Unions, together representing 357,375 of the nation's 383,576 organized shcool teachers, agreed on 8 May to amalgamate. Details of the merger, which was also to include the University and College Faculty Union, were to be worked out at a meeting scheduled for 7-8 June.

23. The All-Japan Electric Power Industries Workers' Union, a federation including all major electric-power-industry unions, voted on 8 May to reorganize as a single industrial union. The union was to remain affiliated with the National Congress of Industrial Unions.

The merger was scheduled at least partly in order to present a more united front for scheduled wage revision negotiations with the 10 electric power companies. An agreement in December 1946, ending a three-month dispute, had provided for four months' study and research on the revision of wages on the basis of cost of living.

24. At its general convention on 20-21 May the All-Japan Express Company Workers' Union defeated a motion proposing that the Union withdraw from the National Congress of Industrial Unions and passed a resolution to support and strengthen the Congress. The convention also voted to have each union local maintain a representative within the national headquarters to assure close liaison between the national and local organizations.

25. The Ministry of Finance Labor Unions' Council was inaugurated on 2 May, consolidating seven separate unions within the Ministry's national and prefectural offices with a total claimed membership of 70,000.

Employers' Organizations

26. The Federation of Employers' Associations, first postwar national federation of employer groups, was inaugurated on 19 May by representatives from 55 regional and industrial employers' associations throughout Japan, including the prominent Kanto, Kansai, Chubu, Kyushu, Hokkaido and Tohoku Employers' Associations and major employers in the mining, construction, transportation and manufacturing industries.

Purpose of the Federation, according to the Constitution adopted at the meeting, was "to expedite the sound development of industrial relations" by means of study and discussion and recommendations to member organizations, the Government and the general public. Member organizations were to have "entire" autonomy and would not be bound by Executive Committee recommendations.

LABOR RELATIONS

Labor Relations Committees

27. Retirement of the Yoshida Cabinet and delay in the selection of new Cabinet ministers prevented official Ministry of Welfare appointment of the new Central Labor Relations Committee.

28. The Ministry announced that, within the 1947-48 budget appropriation of ¥ 20,994,000 for operating expenses of prefectural Labor Relations Committees, 782 new employees would be hired by the end of March 1948 to augment present prefectural staffs which numbered 598 on 30 April.

Negotiations and Agreements

29. The Federation of All-Japan Metal Mine Labor Unions, representing 124 branch unions and 70,000 workers, and the Federation of Metal Mine Employers on 15 May accepted a Central Labor Relations Committee conciliation plan for wage increases based on cost of living. Provision was made that the wage increases might be modified locally by labor-management agreement for employers who could afford only small increases.

The agreement provided for the establishment of central and local Metal Mining Reconstruction Councils, representing both labor and management but not affiliated with the labor-management Economic Reconstruction Council, to draft plans for increasing metal output, improving working conditions and eliminating inequities in pay structure.

30. A Central Labor Relations Committee mediation plan settled a dispute between the International Telecommunications Workers' Union, representing 3,000 workers, and the Ministry of Communications on 24 May. Following government absorption and reorganization of the International Telecommunications Company, a wartime control corporation, approximately 500 workers were scheduled for discharge. As a result of union protest the mediation plan guaranteed employment of all persons formerly employed by the Company.

31. The Central Labor Relations Committee in mid-May dropped conciliation and undertook mediation in negotiations between the Japan Broadcasting Corporation and the radio workers' chapter of the All-Japan Newspaper and Radio Workers' Union for conclusion of a written collective bargaining agreement which would clarity extent of workers' participation in personnel policies and other disputed phases of union-management relations.

Labor Dispute Statistics

32. The Ministry of Welfare issued dispute figures for 1946, revised on the basis of the change in definitions and coverage made in December 1946. The revised figures indicated a low number of disputes throughout the first seven months of 1946 with a sudden increase in peaceful disputes in August and September followed by a sharp peak in strikes during the "October offensive". Although total number of disputes decreased during December 1946 and January and February 1947, the government workers' dispute increases the number of workers involved. Settlement of this dispute resulted in a sharp drop in workers involved during March.

With the exception of March 1946 when the percentage was .14, man-days idle owing to strikes and lockouts fluctuated through August 1946 at a level representing less than one tenth of one percent of available working time as estimated on the basis of the June 1946 census of non-farm paid employment and assuming a normal work-month. At the October peak of strike activity, man-days idle represented 1.21 percent of available time. The decrease during December continued throughout the first three months of 1947, with idleness representing .19 percent of available working time in March 1947. In addition to the following two tables, note the charts on pages 160 and 161.

LABOR DISPUTES a/
January 1946 - March 1947

	Disputes b/													
	Accompanied by Act of Dispute										Not Accompanied by Act of Dispute c/		Total	
	Strikes		Lockouts		Slowdowns		Production Control		Total					
	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved
1946														
January	27	6,142	3	376	9	2,549	13	29,029	52	38,096	22	4,653	74	42,749
February	23	6,523	5	306	10	6,847	20	15,806	58	29,482	23	5,671	81	35,153
March	32	48,527	7	1,271	9	10,772	39	20,651	87	81,221	16	1,920	103	83,141
April	30	14,762	4	689	6	840	53	34,815	93	51,106	16	9,811	109	60,917
May	42	9,047	3	608	8	3,401	56	38,847	109	51,903	23	7,075	132	58,978
June	29	6,735	7	727	7	1,916	44	18,056	87	27,434	17	6,210	104	33,554
July	48	14,721	8	381	17	10,147	25	2,478	98	27,727	13	9,506	111	37,233
August	61	24,054	11	603	18	4,983	28	23,245	118	52,885	12	538,277	130	591,162
September	59	81,368	11	1,143	28	14,484	37	22,390	135	119,385	13	535,763	148	655,148
October	104	188,958	11	1,133	17	2,633	35	9,138	167	201,862	9	91,597	176	293,459
November	89	76,563	9	922	14	3,262	24	7,663	136	88,410	9	87,909	145	176,319
December	65	61,361	10	1,266	17	23,569	26	8,566	118	94,762	17/	1,521,820	135/	1,616,582
1947														
January	30	17,491	10	717	9	2,316	26	6,243	75	26,767	16	1,436,780	91	1,463,547
February	52	28,101	6	260	14	1,462	24	5,037	96	34,860	22	1,444,381	118	1,479,241
March	75	35,553	9	948	11	2,370	23	6,104	118	44,975	14	13,754	132	58,729

a/ Figures for 1946 revised; 1947 figures preliminary.

b/ Includes both disputes beginning during the month and those carried over from the preceding month. Based on information received by the 20th of the following month.

c/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: MINISTRY OF WELFARE

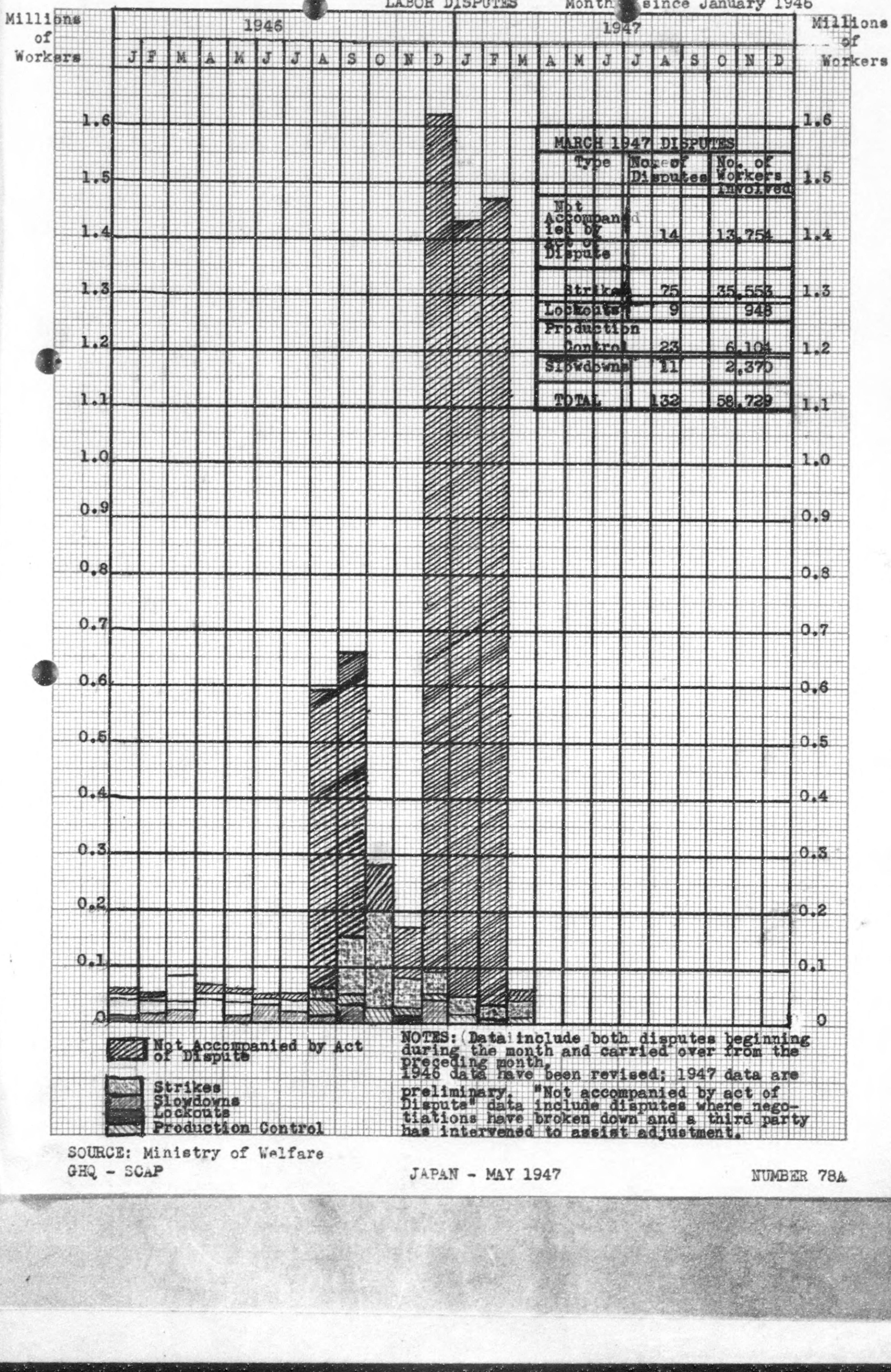
MAN-DAYS IDLE OWING TO STRIKES AND LOCKOUTS a/

1946	Workers Involved	Man-days Idle
January	6,621	21,527
February	8,689	45,021
March	51,657	280,445
April	16,284	117,885
May	9,916	69,198
June	7,462	38,815
July	15,158	59,840
August	26,599	179,243
September	84,939	913,852
October	190,346	2,412,072
November	78,930	1,508,957
December	62,902	268,458
1947		
January	18,208	275,458
February	28,405	454,382
March	38,128	380,261

a/ Includes strikes and lockouts which were not reported as such, having changed to another form of dispute by the end of the reporting period. Assumes a six-day work-week.

SOURCE: Ministry of Welfare.

Workers Involved in LABOR DISPUTES Months since January 1946



NOTES: (Data include both disputes beginning during the month and carried over from the preceding month.
1946 data have been revised; 1947 data are preliminary. "Not accompanied by act of Dispute" data include disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: Ministry of Welfare
GHQ - SCAP

JAPAN - MAY 1947

NUMBER 78A

CHARLES BRUNING COMPANY, INC.
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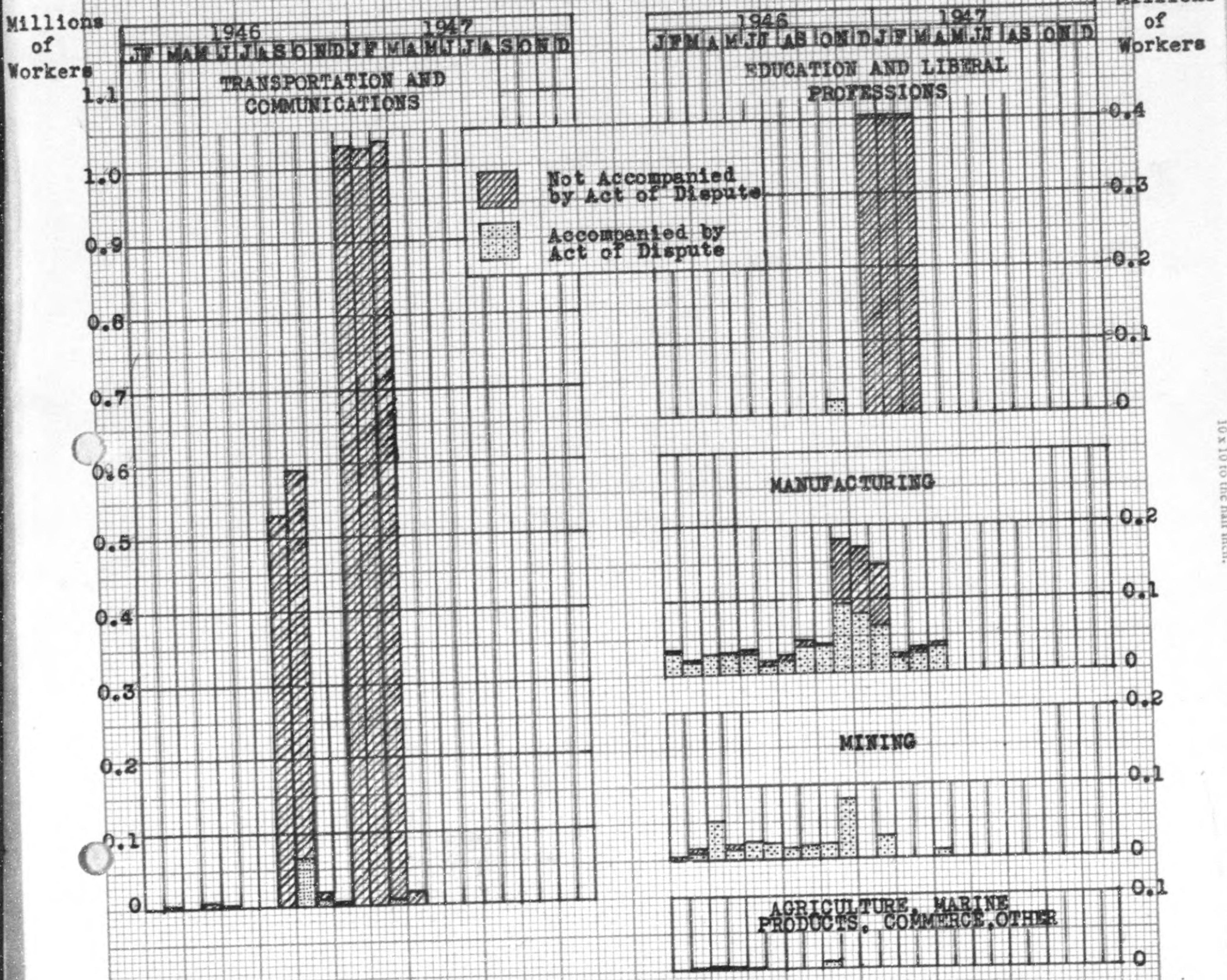
WORKERS INVOLVED IN LABOR DISPUTES
Monthly Since January 1946



MARCH 1947 DISPUTES						
INDUSTRY	*Not Accompanied		*Accompanied		Total	
	#Disputes	#Workers	#Disputes	#Workers	#Disputes	#Workers
Transport.& Communica'n.	5	9,494	4	253	9	9,747
Educa. & Liberal Prof.	3	985	1	7	4	992
Manufacturing	5	3,251	98	37,625	103	40,876
Mining	1	24	12	6,948	13	6,972
Agric.Marine Prod.Comm.Other	0	0	3	142	3	142
TOTAL	14	13,754	118	44,975	132	58,729

SOURCE: MINISTRY OF WELFARE
GHQ - SCAP
JAPAN MAY 47

NOTES: Data include both disputes begining during the month and carried over from the preceding month. 1946 Data have been revised. 1947 Data are preliminary. "Not Accompanied by Act of Dispute" data include disputes where negotiations have broken down and a third party has intervened to assist adjustment.

No. 78 B

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33. Most of the strikes and other forms of disputes resulting in work stoppages or interference with normal operations occurred in manufacturing and mining.

Disputes in transportation and communications involved the largest groups of workers and were prevalent during August, September and December 1946 and January and February 1947, but were carried on with only insignificant work stoppage or disruption.

The widespread disputes during December 1946, January and February 1947 in education and liber professions were also conducted with a minimum of work disruption. Disputes in all other industries were negligible.

Labor Disputes

34. No jamor strikes occurred during May. Unions continued to emphasize collective bargaining and recourse to concilliation and mediation in the settlement of disputes and to concentrate largely on internal reorganization and the nationwide drive for price reductions.

LABOR EDUCATION

35. On 25 May the Ministry of Welfare released results of a questionnaire survey undertaken in November to provide information on the scope and nature of local union educational activities.

A total of 7,616 local unions returned the questionnaire, representing 49 percent of local unions registered in November. Of this number, 3, 786 reported an education program with unions having memberships of over 1,000 submitting more thanttwice as many affirmative replies as those having memberships between 100 and 1,000. Lecture meetings were the most widely used group-education activity and newspapers and magazines accounted for most of the literature published, with pamphlets generally procured from outside sources.

36. To concentrate reference facilities and other educational resources in one location, the Central Labor College dissolved its only existing branch at Osaka.

Workers' Education Bureau

37. A Workers' Education Committee was established within the Ministry of Education to cooperate with the new Workers' Education Bureau of the Ministry of Welfare in investigating the present nature and extent of government, private, employer and trade-union labor-education activities.

Publications on Labor

38. Pamphlet translations of "Ten Years of the CIO" by the U. S. Congress of Industrial Organizations and "Fifty Years of Service", a summary of its history by the American Federation of Labor, were published by the Central Labor College on 25 May.

Labor Schools

39. Late in May the Central Labor College launched the first one-year labor school including one daytime and two evening lecture courses each with a weekly average of 24 to 28 hours of classroom instruction in labor and management problems, economics, ethics, history, philosophy, foreign languages and other liberal arts. The courses were primarily for workers but enrollment was open to the public.

40. Eight thousand trade-union officials, education directors and shop stewards attended a series of lecture and discussion meetings on labor-management relations, collective gargaining, labor legislation, union leadership and workers' education techniques conducted from 12 to 22 May in five major industrial cities. Separate discussion meetings were also held with groups of 50 to 300 employers and with top union officials.

WAGES AND WORKING CONDITIONS

41. Concern among workers, employers and the general public over the growing gap between wages and prices was actively expressed in a movement for price reductions which by the end of May had become nationwide in scope and had received official backing from retailers, labor organizations, the Bank of Japan and a number of government agencies concerned with economic stabilization.

The movement lowered prices in certain luxury and semi-luxury categories but there was no reported decrease in wholesale or producers' goods quotations. Staple goods prices continued to rise.

42. Family expenditures during late February and early March continued to increase in all categories except fuel and light.

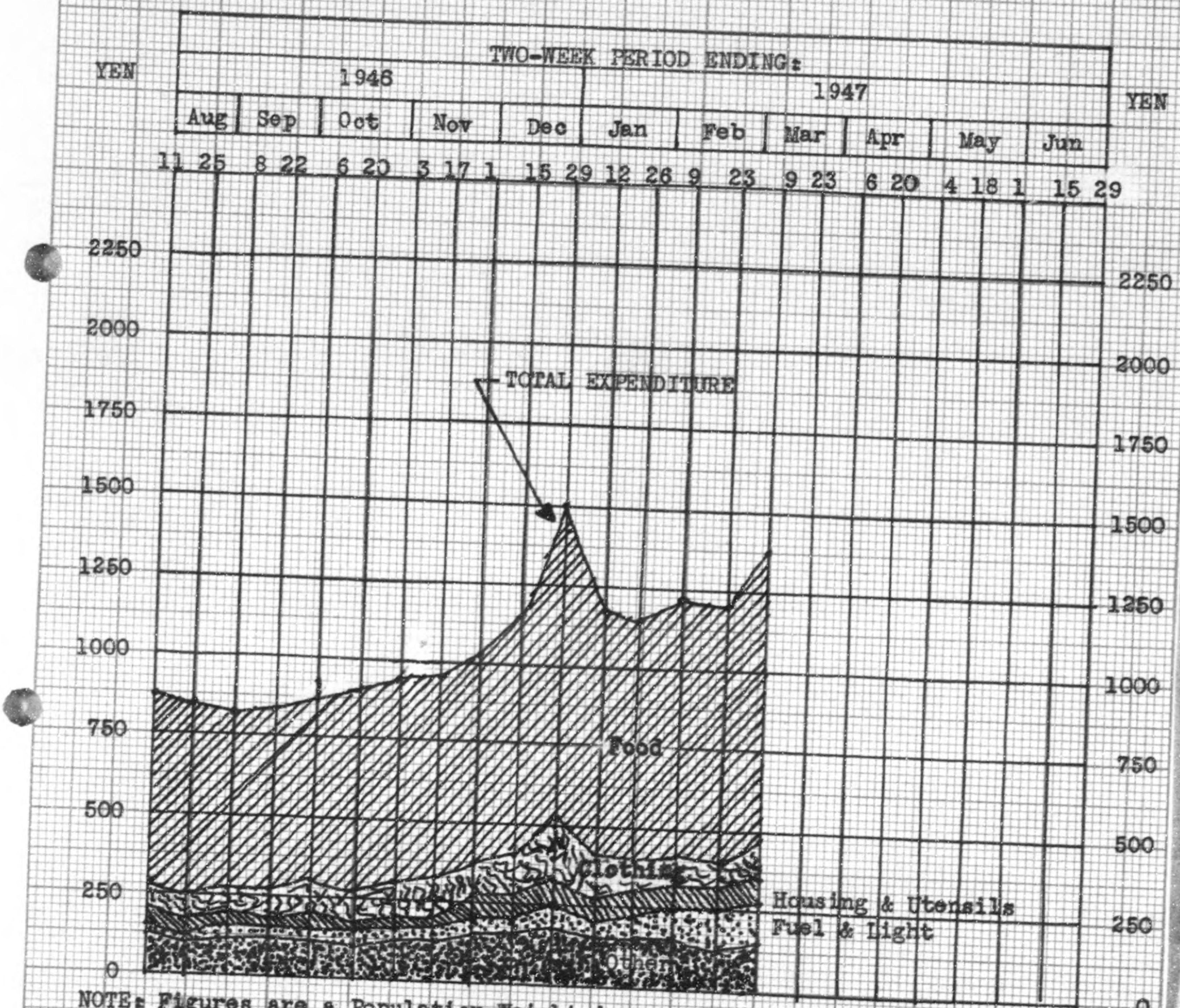
43. The two subcommittees of the Wage Investigation Commission completed preliminary drafts of principles for over-all economic stabilization for consideration at the next Commission meeting.

44. Representatives of coal mine workers and operators formally accepted on 14 May a plan for wage increases submitted by the wage committee set up under the April collective-bargaining agreement to administer a "cost of commodities" formula and effect wage adjustments accordingly.

45. At a meeting of the preparatory committee for the Advisory Committee for the Investigation of the Improved Treatment of Government Employees, the members representing the Government and government workers' unions revised the agreement on wage increases for government employees reached at its 15 April meeting.

Total monthly pay under the new agreement was to average ¥ 1,600, ¥ 100 more than provided by the April settlement. The effective date was made retroactive to 1 January in accordance with prior Government commitments.

AVERAGE BIWEEKLY EXPENDITURES FOR URBAN HOUSEHOLDS SINCE AUGUST 1946



NOTE: Figures are a Population-Weighted average of actual Yen expenditures as reported Daily by a sample of approximately 5,000 families located in 26 representative cities on Honshu, Shikoku and Kyushu. Size of family varies by city, averages ranging from 4.3 to 5.4 persons.

SOURCE: CONSUMER'S PRICE SURVEY, CABINET BUREAU OF STATISTICS
GHQ-SCAP
JAPAN MAY 47

46. In an effort to lower industrial accident rates through direct instruction of workers in accident-prevention techniques, the Ministry of Welfare from 28 April to 5 May sent a traveling safety exhibit to a number of industrial centers. The exhibit included U. S. Department of Labor pamphlets on joint labor-management safety committees and accident prevention.

EMPLOYMENT AND UNEMPLOYMENT

47. Stockpile depletion continued to curtail current industrial operations. The Reconstruction Finance Bank reported that industrial loans made during recent months were used largely for payment of debts and current expenses rather than for employment-increasing additions to productive capacity.

Employment Security Offices

48. Preliminary reports from some prefectures attributed the substantial increases in the number of work applicants during April and early May to the Government's campaign against the black market which caused numbers of black-market dealers to seek other work. The change in the name of the Employment Security Offices also contributed to the increase in applicants.

Labor-market Survey

49. Officials from all prefectural Employment Security Offices met on 23 May with Employment Security Bureau representatives to evaluate progress of the labor-market analysis program and to receive a report on the experimental charting of the Kumagaya labor-market area.

It was agreed to shift the coverage of several Employment Security Offices, which the surveys indicated were inconveniently located, by remapping the labor-market areas, by relocating the Employment Security Office in a more central zone or by establishing branch offices for outlying areas.

Vocational Training and Guidance

50. The number of students enrolled in vocational training establishments increased slightly during April to 14,410 (12,261 men and 2,149 women). Courses under way numbered 455 in 360 establishments.

As a part of the Ministry of Welfare program to establish national standards for vocational training, standard course outlines were completed for training in furniture making and sliding-door making.

51. Persons enrolled in the Government-subsidized "jusan" or sheltered workshops decreased by 2,010 during April to a total of 100,645 (30,078 men and 70,587 women) in 2,005 establishments. In addition, persons working at home on "jusan" materials totaled 47,677 (7,054 men and 40,623 women) on 31 April.

52. Factories receiving financial assistance from the Government in order to reduce total unemployment increases by one to a total of 104 during April. Employment in the factories rose slightly to 3,849 workers.

53. The Vocational Guidance Association and the Ministries of Education and Welfare conducted a two-day conference in Kyoto on 13-14 May for 800 school officials, teachers, Employment Security Office Staff members and other interested persons on principles of vocational counseling and guidance as practiced by schools and employment exchanges in the United States, Great Britain and a number of other nations.

Recruitment Programs

54. Recruitment during April more than offset persons leaving the coal, textile and raw silk industries, effecting a net increase in total employment and representing a significant advance toward meeting recruitment goals for the quarter

RECRUITMENT AND EMPLOYMENT
IN TEXTILES, RAW SILK AND COAL INDUSTRIES

Industry	Employed 28 Mar	Recruitment Goals Apr-Jun	Number Recruited April	Number Leaving Jobs	Net Change	Employed 30 Apr
Textile a/						
Cotton spinning and weaving	88,376	30,730	12,534	6,593	5,941	94,317
Silk spinning and weaving	14,106	6,460	1,966	703	1,263	15,369
Woolen and worsted	26,540	9,080	2,876	1,361	1,515	28,055
Hard fiber	11,390	2,164	1,274	,675	599	11,989
Rayon yarn and rayon staple	21,235	7,391	1,945	1,825	120	21,355
Rayon pulp	3,160	55	3	1	2	3,162
Total	164,807	55,880	20,598	11,158	9,440	174,247
Raw silk	72,081	28,843	12,091	3,587	8,504	80,585
Coal	379,385	40,000	21,697	12,988	8,709	388,094

a/ Excluding 366,753 workers in small-scale mills.

SOURCE: Federation of Japanese Textile Associations, Raw Silk Association and Coal Board.

55. Coal mine labor recruitment goals for the second quarter of the 1947-48 fiscal year were set by the Ministry of Welfare at 33,000 new workers, a decrease from the 40,000-worker quota established for the first quarter.

Only underground workers were to be recruited in an attempt to adjust the ratio of pit workers to surface workers from the prevailing 53:47 relationship to the 70:30 ratio considered by the Ministry of Welfare as yiedling highest productive efficiency.

Sixty percent of the new employees were scheduled to be hired through Employment Security Offices and the rest directly by employers. Twenty-five thousand would be replacements for labor expected to leave the industry and the remaining 8,000 would represent a net increase in total coal-mining employment for the quarter.

The turnover allowance in the announced quota, small as compared with the 32,000 set for the first quarter, was partially based on a survey conducted during early May in eight representative Hokkaido coal mines to determine causes of turnover.

The survey revealed, on the basis of the eight mines investigated, that recent wage increases, extra ration allowances and shrinkage of employment opportunities in other industries were gradually stabilizing the coal mine labor force with most turnover now attributable to the housing shortage.

56. The Osaka Prefecture Employment Security Office and the Osaka Prefecture Textile Association on 15 May conducted a conference on labor problems in the textile industry for some 40 textile factory personnel managers and a small number of labor union representatives. Speakers included representatives of the Ministries of Welfare and Education. Discussion covered housing problems, ration distribution, improvement of working conditions and the democratization of dormitory life.

PUBLIC WORKS

57. Employment on public works projects was small, due to completion of a number of projects and delay in certification of those scheduld for the first quarter of the 1947-48 fiscal year. Certification was completed by 31 May.

LABOR FOR THE OCCUPATION FORCES

58. The new pay scale for Occupation Force workers, agreed to in April and covering all such workers employed on a monthly basis, was formally announced on 26 May. Payment of new wages and retroactive sums was to begin within two weeks. The wage increase brought Occupation Force workers' salaries in line with those of Government employees.

ADMINISTRATION

59. Ministry of Welfare efforts to recruit new personnel for the reorganized Employment Security Bureau from among prefectural labor administration office personnel met with limited success due chiefly to the metropolitan housing shortage. Of the 181 persons authorized in April, 13 had been hired by 31 May.

A number of the prefectural employment security offices reported establishment of fully staffed research sections by 31 May.

60. A training program for all new Employment Security Bureau officials was conducted by the Ministry of Welfare from 19 to 29 May. It included lectures on vocational training and guidance, labor-market analysis, employment statistics and the functions of employment exchanges.

61. The second series of labor education courses for prefectural labor-administration officials was held at the Central Labor College in Tokyo from 12 to 17 May. Lectures by Ministry of Welfare officials, university professors and Central Labor College personnel covered labor legislation, collective-bargaining procedure, trade-union theory and related subjects.

4pm

Labor Division Report for the Month of April 1947

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LABOR LEGISLATION AND POLICY

Ordinance for the Reorganization of Employment Exchange Administration

1. A Ministry of Welfare ordinance issued on 8 April reorganized public employment exchange administration. Field office supervision, formerly under the Ministry of Home Affairs, was transferred to the Ministry of Welfare with additional power to control prefectural operations including budget, personnel and location of employment security offices. Although the prefecture remained the basic unit of administration and limited supervisory authority rested with the prefectural governor, the Minister of Welfare was given discretionary power to set up centrally supervised regional offices covering several prefectures.

In order to emphasize the postwar shift in employment exchange activity from wartime labor mobilization to voluntary consultation, recruitment and placement service for employers and job applicants, the ordinance further changed the name of the exchanges from Kinrosho (Diligent Labor Office) to Kokyo Shokugyo Antei Sho (Public Employment Security Office).

The ordinance was a temporary measure pending National Assembly action on the Employment Security Bill amending the Employment Exchange Law of 1938.

Amendment to the Trade-union Law

2. A program to ascertain public opinion on amendment of the Trade-union Law, initiated by the Ministry of Welfare in January in response to labor and employer criticism of the statute, neared completion. A general publicity program was carried out through magazine, newspaper and radio releases. All prefectural governors sponsored roundtable-labor-mangement conferences on suggested revisions of the Law. These conferences were based on a questionnaire mailed on 14 January to approximately 6,000 unions as well as to employer groups and prefectural Labor Relations Committees.

Discussion centered largely around proposed amendments concerning:

(1) Guarantee of democratic union election procedures including full membership vote and use of the secret ballot.
(2) Establishment of legislative safeguards against arbitrary exclusion or expulsion from union membership.
(3) Public certification of union financial statements.
(4) Establishment of procedures to determine appropriate bargaining units in plants and industries.
(5) Barring of top-level supervisory employees from union membership.

Preparation of a draft bill for submission to public hearings was scheduled for mid-May.

Ministry of Labor

3. On 29 April the Cabinet announced that, in order not to hamper the work of the Cabinet which will take office under the new Constitution and to be consistent with the spirit of the Constitution which abolishes action by Imperial Ordinance, it has decided to postpone the establishment of a Ministry of Labor and to recommend to the new National Assembly that such a ministry be established without delay.

Labor Standards Law

4. Pending decision on the effective date of the Labor Standards Law enacted by the Diet on 27 March, preparation of ordinances for establishment by 1 May of the Labor Standards Bureau in the Ministry of Welfare and prefectural Labor Standards Offices was begun by the Ministry of Welfare.

Recruitment of personnel for the national and prefectural offices was under way.

5. A large-scale program to publicize the Law featured distribution by the Ministry of Welfare of 50,000 verbatim copies and a number of interpretative bulletins to all labor administration officials. Six lectures on the Law were given to labor and employer groups in Tokyo, Yokohama, Nagoya and Osaka between 29 March and 21 April, with additional lectures scheduled for other cities during May. Posters were displayed in factories and public places. The new Workers' Education Bureau of the Ministry of Welfare assisted in implementing the program.

Unemployment Insurance Bill

6. The Ministry of Welfare undertook revision of the draft Unemployment Insurance Bill, which was removed from the agenda of the 92nd Diet. The Ministry conducted a nationwide sample interview survey on duration of and reasons for unemployment to be used as the basis for revision of length of benefits, employment requirements and other provisions of the bill.

Labor Policy of Democratic Party

7. The labor policy of the Democratic Party, formed early in April, stressed labor-management cooperation for increased production and wage-price stabilization. Also advocated were profit-sharing and minimum wage systems based on comprehensive cost-of-livint statistics.

LABOR AND EMPLOYER ORGANIZATIONS

Labor-Management Economic Reconstruction Council

8. The labor-management Economic Reconstruction Council on 10 April decided to launch a popular movement for improved ration distribution. The Council appointed certain of its members to study the causes for rationing delays and to draft an alternative program for submission to the Government. Plans were made to sponsor a mass food rally in Tokyo.

9. The Coal Industry Reconstruction Council was active in assisting settlement of the coal miners' dispute by informal conciliation and maintenance of liaison with government agencies.

At a special meeting on 14 April the Council voiced its approval of the terms of the agreement and reiterated resolutions to secure more materials and funds for coal mine operation, maintain labor peace and increase production efficiency. The Council further agreed to establish in Hokkaido, Japan and Yamaguchi Prefecture regional Coal Industry Reconstruction Councils similar to that already established in Fukuoka Prefecture.

Political Activities

10. Of the 32 nonpolitical organizations registered by 6 April under Imperial Ordinance No. 101 to engage in political campaign activity during the elections, 18 were labor unions. National and prefectural labor-union officials won 23 of the 250 seats in the House of Councillors on 20 April. Sixteen labor leaders, 10 from national and six from local union offices, won seats in the 466-member House of Representatives on 25 April. Labor-supported Social Democratic candidates won governorships in Nagano, Tokushima and Fukuoka Prefectures. A labor leader was elected as governor of Hokkaido.

Labor Federations

11. On 23 April at a meeting sponsored by the National Liaison Council of Labor Unions approximately 1,000 labor union representatives announced plans to hold a rally and demonstration in observance of Japan's 18th May Day.

Efforts by government and municipal workers to persuade the Government to declare May Day an official holiday were rejected on 23 April although workers might attend with the permission of their supervisors. Stipulation that May Day might be observed as a holiday by government communications and railway workers and teachers was included in the contracts signed by these groups in February and March.

12. The General Federation of Japanese Trade Unions, the National Congress of Industrial Unions and the All-Japan Council of Labor Unions issued a joint statement defining the relationship between labor unions and workers' cooperatives. Cooperatives should be independent self-financed agencies but should be organized by trade-union leaders and should actively support unions in disputes by funds, publicity and other means, according to the statement.

13. At press interviews on 16 April the secretary general of the National Congress of Industrial Unions and the executive officer of the General Federation of Japanese Trade Unions agreed that the labor movement currently was undergoing a period of self-examination.

The Congress official stated that Congress leaders were "aware of strong criticism being leveled at them by the rank-and-file members" particularly regarding the "wrong course mapped out for them" in the abortive general strike. The Federation officer stressed that rank-and-file criticism of Federation leaders was "rather conspicuous by absence" as the Federation leadership had "never gone to the extreme as the NCIU leaders did."

Remedy for the situation was to be found in "further democratization of union setup with a view to encouraging the rank-and-file to act with responsibility and self-respect," according to the Congress official, while the Federation leader stated that "a great deal of self-reflection seems to be called for."

14. A nationwide coal miners' physical education program, which would include regional and nationwide baseball tournaments, was undertaken by the National Council of Coal Mine Workers' Unions, with assistance by the Ministry of Welfare, the Coal Mining Cultural Association and the Society for Increasing Coal Output.

Labor Union Statistics

15. The Ministry of Welfare revised union statistics as of the end of 1946 to include all registrations of unions reported by prefectural officials to the Ministry after the close of the monthly reporting period. Unions numbered 17,265 with 4,849,329 members on 31 December 1946, according to the revised statistics, compared with the 17,163 unions and 4,415,482 members previously reported.

Total unionization represented 58 percent of the 8,282,400 paid nonfarm workers employed as of 30 June according to mid-1946 census reports adjusted to include 523,800 construction workers previously excluded. Coal miners and transportation and communications workers were the most highly organized groups with 85 and 82 percent of workers organized respectively. Workers in manufacturing were 47 percent unionized on the basis of employment at that time. Labor union membership since September 1945 is shown on the charg on the facing page.

16. Organization of 2,718 unions with 377,640 members during the first three months of 1947 raised union organization to a total of 19,983 unions and 5,226,969 members on 31 March.

LABOR UNIONS AND MEMBERSHIP a/
31 March

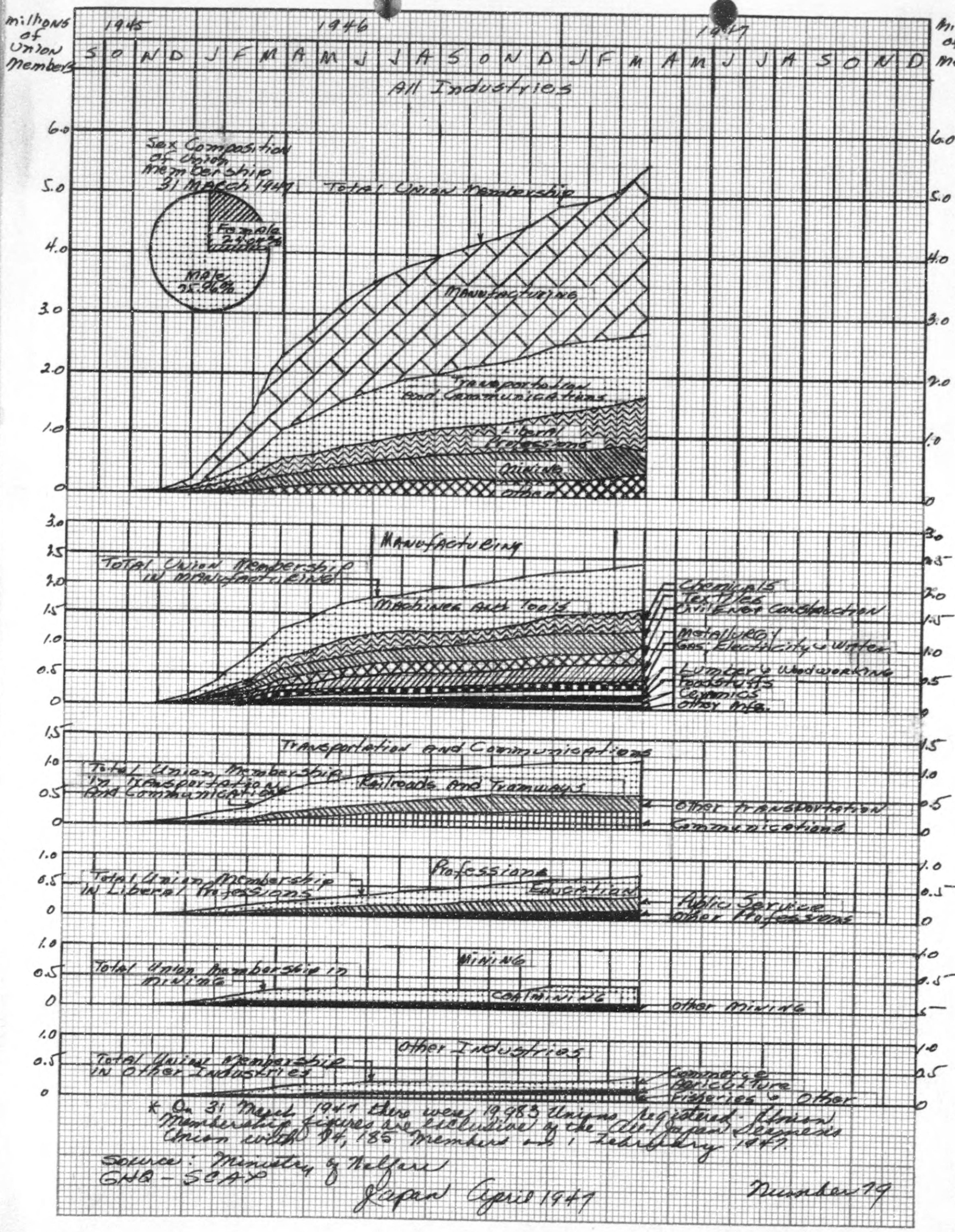
Industry	Unions	Membership		
		Men	Women	Total b/
Manufacturing	1,084	222,829	37,831	260,660
Metallurgy	3,019	684,544	137,363	821,907
Machines and tools	1,465	234,990	90,282	325,272
Chemicals	439	124,986	13,306	141,457
Gas, electricity and water supply	405	50,815	16,111	66,926
Ceramics	879	80,360	229,847	310,207
Textiles	1,094	93,347	29,006	122,927
Lumber and woodworking	515	49,490	24,685	74,175
Foodstuffs				

Printing and binding	207	21,677	10,762	32,439
Civil engineering and construction	798	284,099	17,091	301,190
Other	187	14,098	7,084	21,182
Total	10,092	1,861,235	613,368	2,478,342
Mining				
Metal	235	52,646	10,877	63,523
Coal	582	297,987	52,298	350,285
Other	60	7,047	1,700	8,747
Total	877	357,680	64,875	422,555
Transportation and communications				
Railroads and tramways	500	482,007	66,570	550,494
Automobile	266	43,868	6,498	50,366
Water (inland)	110	21,037	2,925	23,962
Other transportation	780	186,035	24,772	210,807
Communications	1,184	196,645	101,348	303,077
Total	2,840	929,592	202,113	1,138,706
Public service and liberal professions				
Public service	1,720	190,672	62,145	254,115
Education	1,452	223,386	159,428	383,576
Other	720	92,637	37,056	129,704
Total	3,892	506,695	258,629	767,395
Agriculture	860	72,771	16,468	89,239
Marine products	85	20,607	2,089	22,696
Commerce	1,188	160,295	85,189	247,271
Other	149	50,626	10,139	60,765
Grand total	19,983	3,959,501	1,252,870	5,226,969

a/ Unions reported registered exclusive of unions reported discontinued.
b/ Totals include following figures for which no sex breakdown was reported: manufacturing 3,739 (gas, electricty and water supply 3,165, lumber and wood-working 574); transportation and communications 7,001 (railroads and tramways 1,917, communications 5,084); commerce 1,787; public service and liberal professions 2,071 (public service 1,298, education 762, other 11); grand total 14,598.

SOURCE: Ministry of Welfare.

Labor Union Membership*
Since 1 September 1945



* On 31 March 1947 there were 19,983 Unions registered. Union Membership figures are exclusive of the All Japan Seamen's Union with 94,185 members on 1 February 1947.

Source: Ministry of Welfare
GHQ - SCAP

Japan April 1947

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Labor Union Activities

17. Efforts at internal reorganization and increased local union autonomy began in three major unions:

(1) Chargin national union leadership with "Communist domination" the Mainichi newspaper local of the All-Japan Newspaper and Radio Workers' Union, key National Congress of Industrial Unions' affiliate, disrupted the Union's 27-28 March national convention with a resolution to withdraw. Action by the Union on the secession motion was postponed until the scheduled May convention, pending "mass discussion" by the rank and file.

Subsequently the Shin Osaka, Akita Sakigaki Shimpo, Godo and Saga newspaper locals also withdrew.

(2) The General Federation of Government Railway Workers' Unions prepared a draft plan for internal departmentalization of the Federation along craft lines in accordance with a "reorganization for unity" resolution adopted at the 16-17 March national convention. The resolution followed debate over a proposal, later shelved, to bar Communists from union office and was in line with efforts to achieve unity beginning in the fall of 1946 when collective bargaining negotiations were seriously hampered by internal dissension.

(3) Preparations were in progress for formation of an independent union by two factions that withdrew in November 1946 from the Toho Studio local of the All-Japan Movie and Theater Workers' Union in protest against allegedly arbitrary and undemocratic leadership both in the Theater Workers' Union nad in the National Congress of Industrial Unions to which it was affiliated.

18. Increasing concern of organized labor in reducing prices to the level of wages was evidenced on 27 March by a resolution to launch a labor-sponsored drive for lower prices passed at an informal meeting of labor groups in Osaka. Present among others were representatives of the General Federation of Japanese Trade Unions, the All-Japan Seamen's Union and the All-Japan Electrical Workers' Union.

19. The Cabinet on 8 April made a clear-cut distinction between the official business of government and municipal employees and their union affairs. With the exception of those persons whose sole business was specified by the February and March government workers' contracts to be union business, workers were prohibited from engaging in union affairs during office hours; collective negotiations on office time might, however, be authorized by higher officials. Government offices might be used for meetings but use of government supplies for union purposes was forbidden. Only designated parts of office buildings might be used for posting of union material.

20. Meeting in Tokyo on 11 April, labor representatives from 148 plants of the Nissan, Toyota and Daihatsu automobile companies formed a preparatory committee for the organization of an automobile workers' union in these three companies. The meeting resolved to work for a master agreement with the companies involved covering union recognition, closed shop and regional wage minimums. Further resolutions were made to launch an organizational drive throughout the industry.

21. The All-Japan Bank Clerks' Union was inaugurated on 11 April, consolidating 54 unions with a total claimed membership of 100,000.

World Federation of Trade Unions Commission

22. The World Federation of Trade Unions Commission which arrived in Tokyo in late March spent 10 days in Japan inspecting labor unions and labor conditions.

At a final press conference held in Tokyo on 6 April the American representative stated that while the Japanese unions were "still quite immature, we believe their enthusiasm, genuine interest and sincerity of purpose will reflect to the great credit of workers in Japan." The Commission stressed the importance of unification of the labor movement to assure healthy trade-union development.

The Commission announced it would issue a preliminary report on its survey in mid-June, to be followed by a complete report at a later date.

Dissociation of Wartime Leadership from the Labor Movement

23. The Ministry of Welfare late in March announced that, under the terms of the Imperial Ordinance of 14 December 1946 for the dissociation from the labor movement of wartime "labor front" officials, a total of 19,517 persons were ineligible for positions of leadership in organizations concerned with labor.

Persons affected had held positions as presidents or vice-presidents, directors, advisers, auditors, councillors, executive officers, editors of association publications, or bureau division or local affairs chiefs. The total comprised 3,895 persons at one time influential in the Great Japan Industrial Patriotic Association (Dai Nippon Sangyo Hokoku-kai), 15,207 from the Great Japan Labor Patriotic Association (Dai Nippon Romu Hokokukai), 294 from the Japan Maritime Patriotic Association (Nippon Kaiun Hokoku-kai), 43 from the Harmonization Society (Kyocho-kai) and 78 from minor "labor front" organizations.

Employer Organizations

24. On 27 March the Federation of Iron and Steel Industrialists held a general meeting at which labor policies, relations with other employer organizations and general economic conditions were discussed. A petition was drawn up for presentation to the Government.

25. The seven-point "Request for Immediate, Forcible and Drastic Steps to be Taken Concerning the Labor Movement" was presented to the Government by the Federation on 18 April. The petition stessed the close relationship between the labor problem and the long-range economic reconstruction. It recommended immediate government

action including clarification of the basic rights and functions of management and labor, legislative prohibition of production control, improved ration distribution, establishment of minimum wages in accordance with Labor Standards Law provisions and absorption into government and Occupation Force employment of workers laid off through curtailment of iron and steel production.

LABOR RELATIONS

Labor Relations Committees

26. Mediation activity of the Labor Relations Committees increased as unions turned more often to the Committees for assistance in negotiations.

27. Election of neutral members by recently chosen labor and employer representatives on 17 April completed selection of new members of the Central Labor Relations Committee folowing the 1 March expiration of the one-year term of office of the original membership.

For the first time the full representation provided for by the Trade-union Law (seven members each for labor, employers and the public) was selected. Three of the neutral, two of the labor and one of the employer representatives were members of the original committee appointed in March 1946. The tentative membership list was submitted for approval to the Ministry of Welfare.

28. Thirty-three prefectural Labor Relations Committees had completed selection of new Committees by 30 April while 13 were in the process of choosing new membership.

Negotiations and Agreements

29. A number of major collective agreements were concluded during late March and April, including industry-wide contracts for coal miners, seamen, port and harbor and Occupation Force workers and employees of the Takeda Pharmaceutical Industry, Ltd. Conclusion of the agreements and the implementation of contracts concluded during late February and March, including government railway and communications workers and teachers, brought under recent agreements over half of total organized labor.

The contracts, terms of which were more specific than those of earlier agreements, generally provided for establishment of national and local labor-management councils as day-to-day negotiating bodies, thereby implementing in a number of important industries the principles embodied in the establishment of the labor-management Economic Reconstruction Council. Following the organization of the railway council during February, communications workers and officials started work on the council provided for in their contract signed during March.

All agreements included acceptance by the employer of the principle that the worker should be guaranteed a minimum livelihood, although a wage system based on the sliding-scale principle was provided only in the coal miners' agreement. Increasing acceptance of the sliding-scale principle as implementation of the minimum livelihood guarantee was indicated with the 18 April acceptance by the management of the Oriental Economist, whose president is also Minister of Finance, of workers' demands for establishment of a "minimum sliding-scale basic salary."

Each of the contracts was a master agreement including specific provision for supplementary local agreements.

30. Outstanding among the April agreements was the mining agreement. Formalizing the provisional agreement reached on 7 March, coal mine workers and operators on 12 April signed an industry-wide collective bargaining agreement which covered total employment in the coal-mining industry, including 203,316 underground workers, 210,724 surface workers and 44,310 office workers.

Initially several member unions objected to the provisional agreement because regional differences in rates of incentive pay would result in regional variations in the amount of retroactive wage adjustment, but the disagreement was resolved by the following Coal Board commitments:

(1) Release of coal miners' blocked accounts not in excess of amounts necessary to standardize retroactive payments for January, February and March.

(2) Granting of extra rations of sake to each miner responsible for increased production for that period.

(3) Immediate delivery of clothing to those areas adversely affected by the retroactive pay clause.

31. On 22 April the Minister of Education, the Education Reform Committee within the Ministry and the All-Japan Teachers' Unions Council reached agreement on interpretation of the two identical contracts signed in March between the Ministry of Education and these two major teachers' organizations.

On the ground that teachers are public-office holders, the Committee early in April criticized the agreements' closed shop, hours and other provisions and opposed granting to the scheduled labor-management council authority on teachers' placement and other policies.

The 22 April agreement clarified these provisions and stipulated that the projected council would mainly devote its efforts to improvement of teachers' pay and other working conditions.

32. Industry-wide negotiations begun several months ago were continued in the private railway, rolling stock and metal-mining industries. Employer claims of financial inability to meet union wage demands under current economic conditions and regional variations in financial ability to make even small wage increases complicated the situation and were largely responsible for failure to reach settlements.

Workers and management of the private railways accepted a Central Labor Relations Committee mediation plan covering the basic wages and workweek in the industry but detailed settlements of overtime premiums, special bonuses and regional allowances were to be worked out locally.

33. Federated rolling-stock workers formally dropped industry-wide wage negotiations and resumed bargaining at the local level.

The Central Labor Relations Committee undertook conciliation to avert a scheduled work stoppage in metal mines.

34. The Central Labor Relations Committee continued conciliation measures in the long-standing negotiations regarding personnel policy between radio workers and the Broadcasting Corporation of Japan.

Labor Dispute Statistics

35. Owing to the continuation of the government workers' dispute total workers involved in disputes occurring during February remained almost the same as the January total although the number of workers involved in strikes increased.

Man-days idle owing to strikes and lockouts increased during February, largely as the result of the strike at the Kawasaki Plant of the Diesel Automobile Company involving 9,138 workers and lasting the entire month (24 workdays).

LABOR DISPUTES a/

	December		January		February	
Disputes	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
Acts of dispute						
Strikes	52	60,954	30	17,491	52	28,101
Slowdowns	14	8,734	9	2,316	14	1,462
Lockouts	6	464	10	717	6	260
Production control	19	4,988	26	6,243	24	5,037
Total	91	75,140	75	26,767	96	34,860
Not accompanied by acts of dispute b/	10	1,433,770	16	1,436,780	22	1,444,381
Grand total	101	1,508,910	91	1,463,547	118	1,479,241

a/ Includes both disputes beginning during the month and those carried over from the preceding month.

b/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: Ministry of Welfare.

MAN-DAYS IDLE OWING TO STRIKES AND LOCKOUTS a/

	Workers Involved	Man-days Idle
December 1946	61,724	234,326
January 1947	18,208	275,458
February 1947	28,405	454,382

a/ Includes both disputes beginning during the month and those carried over from the preceding month.

SOURCE: Ministry of Welfare.

LABOR DISPUTES

	Beginning		Carried Over		Total	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
Acts of dispute						
Strikes	35	24,529	17	3,572	52	28,101
Slowdowns	11	1,193	3	269	14	1,462
Lockouts	1	21	5	239	6	260
Production control	2	233	22 a/	4,804	24	5,037
Total	49	25,976	47	8,884	96	34,860
Not accompanied by acts of dispute b/	7	7,229	15	1,437,152	22	1,444,381
Grand total	56	33,205	62	1,446,036	118	1,479,241

a/ Includes one dispute with 44 workers involved which was recorded during January as a strike.
b/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: Ministry of Welfare.

Labor Disputes

36. Increased Labor Relations Committee activity prevented occurrence of any major strike although coal mine negotiations were punctuated by several brief and localized walkouts.

37. After four months of unsuccessful bargaining, workers and management of the Toyo Watch Company on 22 April agreed to accept a mediation plan for wages and other working conditions proposed by the Saitama Prefectural Labor Relations Committee. The dispute was complicated by the existence of two rival unions with no clear-cut indication as to which represented the majority of the workers. The situation was resolved by the decision of the union affiliated with the National Congress of Industrial Unions to withdraw from the Congress and amalgamate with the second Toyo union, an affiliate of the General Federation of Japanese Trade Unions.

LABOR EDUCATION

38. The first coordinated union and Government labor-education program was launched on 16 April when officials of the new Workers' Education Bureau of the Ministry of Welfare and representatives of the Joint Labor Union Education Committee of the three major federations agreed to set up a Labor Advisory Committee to the Bureau. The Workers' Education Bureau was established late in March to conduct a

broad education program for labor, employers and the general public on labor legislation and noncontroversial basic trade-union subjects. The Joint Labor Union Education Committee was formed by the federations two weeks later to maintain labor liaison with the Bureau.

The Labor Advisory Committee was to act as a permanent consultative body to the Workers' Education Bureau. Membership would consist of seven labor and six neutral representatives; one of the labor members was to act as executive secretary, paid by the Ministry and working full time within the Bureau.

39. Continuing widespread press comment on the need for more workers' education within the labor movement reached a peak with editorial criticism in leading newspapers and magazines directed at labor leaders, particularly those of the National Congress of Industrial Unions, for failing to keep their members informed on union affairs and general economic conditions.

Publications on Labor

40. An increase occurred in the number of publications on labor issued. Labor educators expressed pessimism over future publication plans, citing the increasing paper shortage and the mid-April decision of the Government Paper Allocation Committee to reduce paper rations generally and deny paper quotas for periodicals whose initial appearance had not been effected by 1 May.

41. The first broad text on the history and theory of trade-unionism, "A Textbook on Trade-unionism," by I. Ayusawa, prewar Japanese representative in the International Labor Organization and currently executive director of the Central Labor Relations Committee, was put on the market early in April.

PUBLICATIONS ON LABOR
April

Issuing Office	Publication
Political Education Association	"A Textbook on Trade-unionism," I. Ayusawa
Economic Reconstruction Council	A guide to the Economic Reconstruction Council
Central Labor College	The Wagner Act a/ United Automobile Workers' "Contract with the Chrysler Corporation, 1945" and "Contract with the General Motors Corporation" a/ Labor Yearbook of 1947 b/ Central Labor College Review c/
Ministry of Communications	Communications Labor c/ SCAP's "The Duties of a Shop Steward" a/ and "The Purpose and means of Workers' Education" a/

Federation of Coal Operators	National Association of Manufacturers' "Collective Bargaining: A Management Guide" and "Good Industrial Relations" a/
	The Readers' Digest's "The End of the Labor Monopoly" a/
	Nippon Times' "Democracy and Labor Unions" and "Political Activities of Labor Unions" a/
	United Mine Workers' "Bituminous Wage Agreement for 1945" and "Appalachian Wage Agreement for 1948. a/
	Report on Recent Labor Negotiations
Tokyo Coal Operators' Association	Central Labor Relations Committee's "Report on Coal Mines Situation"
Kanto Employers' Association	U. S. Department of Labor's "Safety through Management" a/
	Tokyo-Yokohama Industry b/
	The Management Magazine c/
	Diamond c/
Japan Federation of Industries	Industrial Report c/
Federation of Economic Organizations	Economic Materials c/
National Congress of Industrial Unions	Labor Front a/
Dr. Matsui, Doshisha University	History of the American Labor Movement
SCAP	Trade-unionism: The Dangers of Undemocratic Totalitarian Control

a/ Translation.
b/ Second edition.
c/ Recurrent.

Labor-Management Libraries

42. New prefectural labor-management libraries with the Ministry of Welfare's assistance were being stocked with available texts on labor, all important periodicals issued by labor and employer organizations and 20 basic SCAP publications on trade-union subjects. Two additional libraries were established in major cities of Saitama Prefecture.

Labor Schools

43. Labor schools covering trade-unionism, collective bargaining procedures and other labor matters included the following:

LABOR SCHOOLS

Sponsor	Date	Attendance
General Federation of Japanese Trade Unions	17-18 March a/	150 women unionists
City of Tokyo Central Labor College	24-29 March	60 trade-unionists
	14-19 April b/	90 students, largely union members
Osaka Military Government Team	13-March 29 April c/	300 union leaders and management representatives
Kanagawa Military Government Team	26 March	500 trade-unionists

a/ Second of a series.
b/ First of a series of afternoon workers' institutes.
c/ Series of lectures.

In addition the third in a series of institutes arranged jointly by Japanese Government officials and Military Government teams to promote the usefulness of women's organizations was held in Yokohama on 1-2 April, attended by some 9,000 women leaders from labor and other groups. Discussions included problems of women in industry and child labor in Japan.

WAGES AND WORKING CONDITIONS

44. Government arrests of black-marketeers, prosecution of farmers failing to turn in their rice quotas and other efforts to improve the food situation continued. A plan to revise the rationing system was announced but official food rations still lagged behind schedule. Consumer goods became increasingly scarce and the cost of living continued to increase.

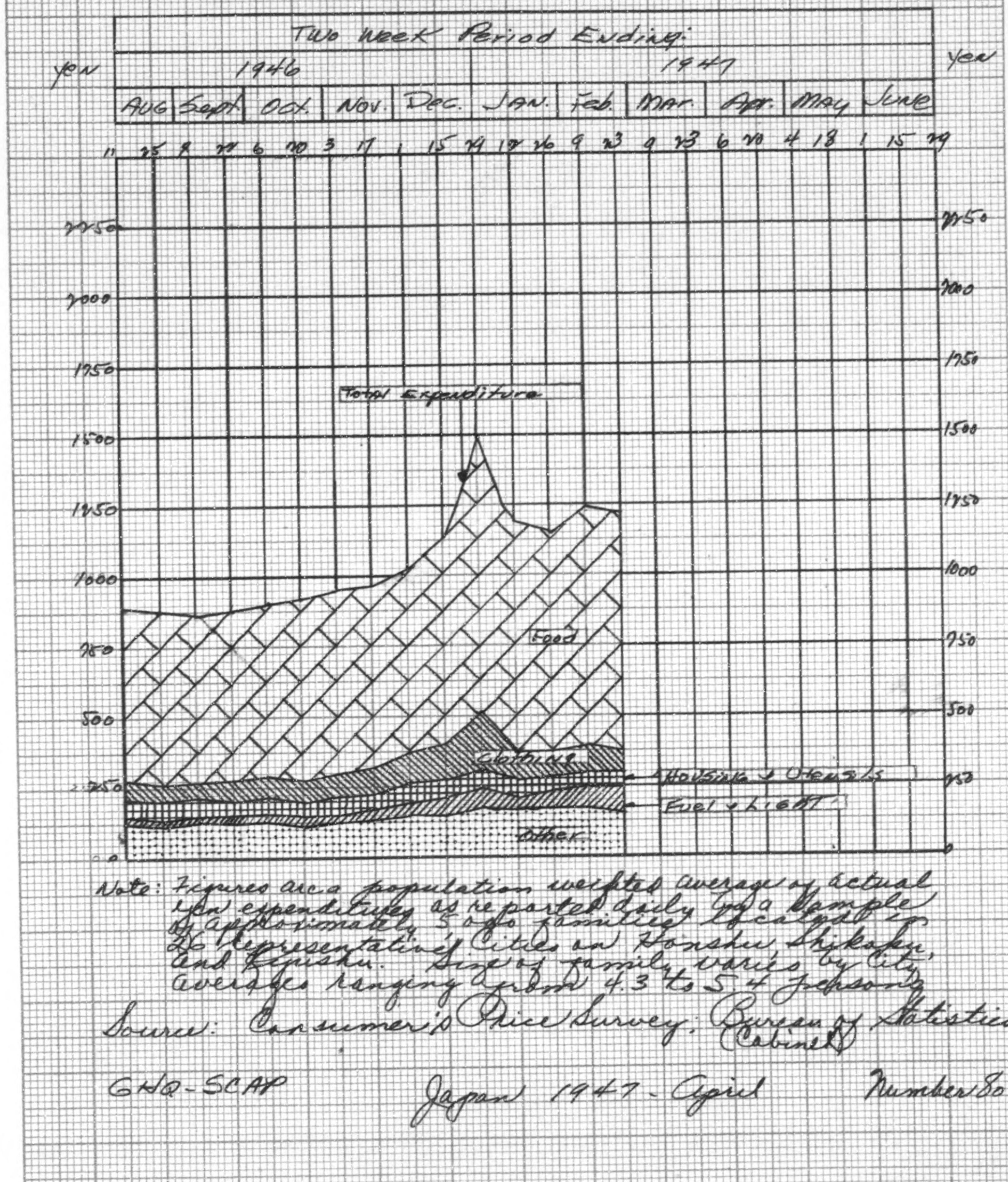
45. Absenteeism by workers taking "food holidays" to visit the country in search of food, which ceased last fall with the harvest, again became a problem. Production was hampered in several instances, including iron and paper currently in short supply.

46. February figures on biweekly family expenditures rose slightly over January.

47. The Wage Investigation Commission during April established two subcommittees, the first to formulate Commission policy on general economic matters and the second to deal with the more specific technical problems of minimum wages and cost of living. Membership included both Commission members and the technical advisers appointed during March.

Both subcommittees immediately began the collection and study of relevant data.

Average Biweekly Expenditures For Urban Households since August 1946



Note: Figures are a population weighted average of actual yen expenditures as reported daily by a sample of approximately 500 families located in 20 representative Cities on Honshu, Shikoku, and Kyushu. Size of family varies by City, averages ranging from 4.3 to 5.4 persons.

Source: Consumer's Price Survey, Bureau of Statistics Cabinet

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48. At a meeting on 15 April of the preparatory committee for the Advisory Committee for the Investigation of the Improved Treatment of Government Employees, members representing the Government and government workers' unions reached agreement on a new pay scale for government employees retroactive to 1 April.

By terms of the agreement total monthly pay, including increased area differentials and higher family allowances, would average approximately ¥ 1,500, 25 percent over the current ¥1,200 monthly average which resulted from temporary wage increases granted in February.

Basic wages were classified according to the job and its duties and responsibilities, with minimum levels specified by age to ensure all workers a minimum livelihood. The Committee was to continue consideration of plans to effect a balanced wage structure.

Budgetary considerations prevented immediate implementation of the wage agreement but officials were working out the financial problems involved.

49. All government and Occupation Force workers were given half holidays on the three election days which fell on working days. Adoption of a similar policy by private employers was urged by the Government.

50. On 21 April the All-Japan Coal Mining Association reported that between March 1946 and March 1947 miners' productivity averaged 5.45 tons of coal per worker per month, with a June low of 5 tons and a December high of 6.1 tons.

As a result of the prohibition on employment of women underground, the number of women surface workers had risen from 39,100 in April 1946 to 51,100 on 1 April 1947.

Absenteeism was lowest in December, at 10 percent of the total payroll, and highest in the May-June 1946 period when 16 percent of the workers stayed away from work, many in order to engage in spring planting.

EMPLOYMENT AND UNEMPLOYMENT

51. Dwindling raw materials stockpiles and interruption in power supply, forcing full or partial shutdowns in a number of plants and presaging curtailments in the public works program, prevented an increase in the level of employment and full utilization of workers employed. Indications were that the Government program to encourage unemployed persons to take up farming, initiated in late 1946, did not reduce unemployment appreciably.

Manpower Utilization

52. Representatives of the Economic Stabilization Board and the labor-management Economic Reconstruction Council met in Tokyo on 9 April to discuss means for efficient utilization of manpower underemployed within industry owing to faulty techniques of production engineering and shortages in material and power supply. A tentative program was outlined, pending discussion by the organizations' members, to launch a joint survey on the problem.

Employment Security Offices

53. To acquaint the public with the significance of the employment exchange reorganization of 8 April and to attract unemployed persons to the exchanges, a nationwide education program to extend over a two-month period was launched by the Ministry of Welfare. Commencing with an explanatory press release on 2 April, six days before issuance of the Ordinance, the program featured rallies, posters and radio spot features and an official letter was sent to each prefectural governor requesting inauguration of similar local publicity campaigns.

54. Recruitment and placement policies for the reorganized employment security bureaus, issued to prefectural governors on 10 April by the Ministry of Welfare, included the following points:

(1) Recruitment and placement should be done without compulsory or unfair treatment and without preference other than the priority given to Occupation Forces and the critical coal, textile and steel employment.

(2) Only vacancies having the working conditions prescribed by the Labor Standards Law should be filled and placement should be from within the establishment's labor market area.

(3) To satisfy both workers and employers, active efforts to locate job vacancies and job applicants should be made, with accurate advertisement. Use by employment security bureaus of "labor bosses" was forbidden. Permission for direct recruitment by employers outside the labor market areas was to be given only for those critical industries where the employment bureaus could not obtain an adequate force and only if they complied with recruitment and employment regulations. Through vocational guidance workers should be referred to jobs for which they were best fitted.

(4) Employers in critical industries should be encouraged to study and correct causes of turnover. Methods of training skilled workers and improving efficiency of unskilled workers should be instituted in factories and workshops.

Labor Market Survey

55. First reports of the local labor-market surveys were received by the Ministry of Welfare and work on plotting the labor market areas of the country began. Areas were to be determined first for Kumagaya, where the initial local survey was made, and Tokyo, selected as representative of large cities. On the basis of this plotting, standard procedures for determining the other areas were to be established.

Vocational Training

56. With the end of the six-month term in March, the number of students enrolled in vocational training establishments decreased by 1,849 to a total of 13,666 (11,744 men and 1,922 women) and courses under way numbered 425 in 360 establishments.

57. First result of a Ministry of Welfare program to establish national standards for vocational training was the completion of standard course outlines for the training of carpenters and ships' carpenters and for instruction in civics, to be included in all training courses. Outlines specified the number of hours to be spent in classroom and shop as well as topics to be covered. Preparation of similar outlines for other courses was in process.

58. Persons enrolled in the Government-subsidized "jusan" or handicraft work centers increased slightly during March to a total of 102,655 (30,237 men and 72,418 women) in 2,020 establishments. In addition, persons working at home on "jusan" materials totaled 61,213 (8,170 men and 53,043 women) on 31 March.

59. Factories receiving financial assistance from the Government in order to reduce total unemployment increased by 12 to a total of 103 during March. Employment increased by 1,146 to a total of 3,522 workers. The Ministry of Welfare during April began revision of requirements for granting financial assistance.

60. Enrollment during March in the new training establishments for seamen totaled 417 persons. At the end of April Ministry of Welfare officials announced an enrollment goal of 1,600 students for each six-month term.

Recruitment Programs

61. Recruitment continued to more than offset persons leaving the coal, textile and raw silk industries during March. The textile and raw silk employment increases were lower than in February while the gain in coal mining remained about the same.

RECRUITMENT AND EMPLOYMENT
IN TEXTILE, RAW SILK AND COAL INDUSTRIES

Industry	Employed 28 Feb.	Recruitment Goals Jan-Mar	Number Recruited March	Number Leaving Jobs	Net Change	Employed 31 Mar
Textile a/						
Cotton spinning and weaving	86,681	30,730	6,374	4,679	+ 1,695	88,376
Silk spinning and weaving	13,750	6,460	916	560	-+- 356	14,106
Woolen and worsted	26,254	9,080	886	600	+ 286	26,540
Hard fiber	11,375	2,164	680	665	+ 15	11,390
Rayon yarn and rayon staple	21,772	7,391	565	1,102	- 537	21,235
Rayon pulp	3,169	55	18	27	- 9	3,160
Total	163,001	55,880	9,439	7,633	+1,806	164,807

Raw silk	71,150	24,135	3,301	2,370	+ 931	72,081
Coal	374,146	40,000	20,897	15,658	+5,239	379,385

a/ Excluding 278,196 workers in small-scale mills.

SOURCE: Textile Association, Raw Silk Association and Coal Board.

62. On 16 April the Ministry of Welfare released summary reports on employment in coal mines and textile and raw silk industries for the period December 1946-March 1947.

63. The report on coal mines indicated a slow cumulative increase in net employment during the period in spite of continued high level of turnover. Recruitment declined sharply in the fall, owing to lack of housing in mining areas and improvement in the general food situation which offset the appeal for extra food rations, and the downward trend in recruitment continued through March. Some decline in turnover permitted the net increase in total employment.

The Ministry of Welfare announced that, anticipating continued large turnover, the recruitment goal for the first quarter of the 1947-48 fiscal year was set at 40,000 new coal miners. Of this total 32,000 would be replacements for labor expected to leave the industry either permanently or temprarily during spring. The remaining 8,000 would represent an increase in coal-mining employment for the quarter.

64. Among measures taken by the Ministry of Welfare in an effort to reduce turnover as well as increase recruitment were:

(1) A coal mine housing program calling for repair and new construction to make available 22,134 additional family housing units by 31 August. In early April the Economic Stabilization Board announced that the coal mine housing program undertaken in December was substantially completed, with 3,324 damaged dwelling units (68 percent of the goal) repaired and 1,716 new units (99 percent of the goal) constructed; dwelling units on which work was behind schedule were to be completed by 30 June 1947.

(2) Distribution of clothing and extra rations of sake and tobacco to underground workers.

(3) Monthly surveys by mining-area employment-security personnel to determine causes of turnover.

(4) Anticipation of regular holiday and seasonal employment fluctuations and adjustment of annual recruitment programs accordingly.

65. Employment in textile and raw silk industries also increased throughout 1946 and the first quarter of 1947 although many monthly increases were small.

A net increase occurred in textile employment in August 1946 and in raw silk in June 1946 and January 1947. The summer 1946 difficulties in recruitment and high level of turnover were attributed to the food shortage which encouraged farm girls, the usual textile workers, to remain or return home. The January 1947 decrease was the result of cut-down production schedules caused by fuel shortage as well as the usual holidays.

Recruitment goals for the April-June 1947 quarter were established by the Ministry of Welfare at 55,779 for textiles and 28,843 for raw silk. In view of the relatively small results of the recruitment drives to date and recognition that the lengthening of compulsory education would prevent the usual influx of newly graduated girls into textile employment, officials concerned began work on a program to improve working and living conditions in the industries.

PUBLIC WORKS

66. In the budget for the 1947-48 fiscal year passed by the 92nd Diet a total of ¥17,278,567,000 (including both the general and special accounts) was appropriated for public works expenditures. Budget provision covered all new projects and a number of incomplete and continuing projects which had not received sufficient or full appropriations in 1946.

67. Scheduled allocations were as follows:

PUBLIC WORKS BUDGET
1947-48

Agency	Principal Projects	Allocation
General Account		
Reconstruction Board	Reconstruction of 119 war-devastated cities; construction of 9,000 houses and 900 ferro-concrete apartments	¥ 1,656,886,260
Ministry of Justice	Repair of war-damaged court buildings and prisons	169,536,909
Ministry of Transportation	Seamen's vocational training program	343,279,000
Ministry of Home Affairs	Repair and construction of public roads; harbor and river development	2,953,569,712
Ministry of Education	Construction of new school buildings	406,552,082
Ministry of Welfare	Improvement of public welfare facilities	370,287,000
Ministry of Agriculture and Forestry	Land development and reclamation; subsidies to increase employment in the marine products and silk industries	3,498,861,463

Economic Stabilization Board	Reserve fund	101,027,574
		¥9,500,000,000

Special Account

Ministry of Transportation	Railway construction and repair	5,220,150,000
Ministry of Communications	Construction and repair of communications facilities	2,558,417,000
		¥ 7,778,567,000
Total		¥ 17,278,567,000

Grand total

68. The Economic Stabilization Board began certification of projects scheduled for the first quarter, 1 April-30 June, and on standardization of inspection procedures and reports for public works projects.

LABOR FOR THE OCCUPATION FORCES

69. The Special Supply Office Law, passed by the Diet late in March, created a Supply Office for Occupation Force activities which was to supersede the Ministry of Welfare in supervising labor for the Occupation Forces and implementing policies set by the Central Liaison Office for the workers.

The Central Liaison Office was to perform functions assigned to the Supply Office until 1 June when administrative organization of the new office was scheduled to be completed.

70. Culminating several months of negotiations the Japanese Government and three unions of Occupation Force workers agreed on 13 April to a new pay scale based on "standard" wage rates for workers on public works projects. The new pay scale would approximately double existing pay for Occupation Force labor and bring it into line with wages of government workers performing comparable work.

Discussion of budgetary adjustments delayed immediate implementation of the agreement which was expected to cover all workers employed on a monthly basis for the Occupation Forces.

ADMINISTRATION

Concurrently with issuance of the Employment Security Ordinance on 8 April, the Ministry of Welfare announced a program for recruiting 381 national and prefectural employment-security bureau officials and training these plus recommended personnel already on the job. Courses were scheduled for national office employees in groups of 50 for a one-month period four times a year, for prefectural office employees in groups of 30 for a one-week period five times a year and for branch office employees in groups or 60 for a one-month period five times a year.

Training of national officials was authorized while a budget for prefectural and branch office programs was awaiting approval by the Ministry of Finance.

72. The Ministry of Welfare on 25 March released a final report on the first series of labor education courses for prefectural labor administration officials begun in October 1946 and completed in March 1947. During the period nine courses lasting from 5 to 10 days each were attended by 394 officials from all prefectures. Courses covered factual information on labor organization and relations, working conditions , Government responsibility in regard to implementation of labor legislation and policy and other labor maters. The second series of courses was scheduled for May.

73. During March a total of 134 persons were transferred out of prefectural labor posts in accordance with the ministerial instructions of 30 November requiring exclusion from labor administration of all former police and officials of "labor front" organizations. Of the number transferred 41 were from labor administration sections and 93 from vocational administration sections.

Transfers during March raised the total of persons affected to 285.

74. Of the 63 persons appointed during March to prefectural labor posts to replace officials transferred, 56 were government officials in other branches or "qualified private individuals" while four were chosen from among recent university and college graduates.

75. On 23 April the Ministry of Communications announced completion of an internal reorganization including establishment of a Labor Bureau to handle personnel and welfare functions pertaining to communications workers. Previously authority was divided among four operating sections.

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LABOR DIVISION REPORT FOR THE MONTH OF MARCH 1947

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GENERAL

1. Following introduction to the Diet on 6 March the Labor Standards Law passed the House of Representatives on 18 March and the House of Peers on 27 March.

On 10 March the National Liaison Council of Labor Unions was inaugurated, representing 38 unions with a claimed membership of 5,837,000 workers and including all major federations.

Four members of the World Federation of Trade Unions Commission representing labor organizations of several Allied Nations arrived during March to study labor conditions.

The Government workers' dispute was formally terminated on 27 February and by mid-March teachers and Government railway and communications workers' unions signed formal collective agreements with the Government. The preparatory committee for the Advisory Committee for the Investigation of the Improved Treatment of Government Employees held meetings on 28 February and throughout March.

A provisional agreement signed in the coal mining industry on 7 March provided for a sliding-scale formula for computing wages on the basis of "cost of commodities."

The Ministry of Welfare during March issued to Prefectural Governors a schedule of "standard" wages to be applied to workers on public works projects by 1 April.

LABOR LEGISLATION AND POLICY

Labor Standards Law

2. Culminating a year's activity to revise inadequate existing legislation on standards of employment, the Labor Standards Law was introduced to the Diet on 6 March and passed by the House of Representatives on 18 March and the House of Peers on 27 March. The Minister of Welfare stated the earliest date that promulgation of the Law might be expected was July 1947.

The pre-war Factory, Shop and Mining Acts, Minimum Age for Industrial Employment Act and other protective legislation, operation of which was generally suspended during the war but renewed in October 1945 (see Summary for September-October 1945), were inadequate both in extent of coverage and standards set as well as in enforcement. UNCLASSIFIED

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Disucssion on revision of protective legislation began as early as March 1946, with a sub-committee of the Labor Legislation Committee beginning work in July and a draft bill submitted to public hearings in September. Revised on the basis of worker, employer and public suggestions voiced at these hearings, the draft bill was submitted to the Cabinet in December. Further discussion and revision was completed and approval of the Cabinet given the first week in March, and the bill was immediately submitted to the Diet.

3. The Labor Standards Law, incorporating many of the recommendations made by the Labor Advisory Committee and conforming to standards set by the International Labor Organization, generally covered all enterprises and occupations except domestic and family workers. Only the general principles outlined in the first chapter of the Law applied to seamen, whose specific standards were set by separate legislation. Certain exceptions were specified under several of the individual provisions. In a number of instances general principles were provided to be implemented by ordinance; before promulgation the ordinances were to be submitted to public hearings.

First article of the Law stated that "working conditions should be such as to meet the needs of the worker in leading a life worthy of a human being." Consisting of 13 chapters and 130 articles, the Law included the following major provisions:

Chapter 1: General principles outlined included recognition of the Law's provisions as minimum standards only; recognition of the right of workers and employers to participate on an equal basis in determining working conditions; prohibition of discrimination in wages or working conditions for nationality, creed or social status; prohibition of discrimination in wages between men and women; prohibition of forced labor; and prohibition of any intermediation in employment except by persons legally authorized to do so.

Chapter 2: Any contract concluded between a worker and an employer was not to exceed one year in duration unless it was for a particular project requiring a longer period for completion and "money in advance" contracts were banned. To discharge a worker employed more than two months, excluding most daily and seasonal workers and those on probation, the employer was generally required to give the worker 30 days' dismissal notice or 30 days' average wage, computed according to a formula for computation of average wages detailed in Chapter 1 of the Law. Blacklisting by an employer on the basis of a worker's nationality, creed, social status or union activity was forbidden.

Chapter 3: Wages must be paid at least once a month in cash and in full directly to the worker, with only those deductions authorized by law or by collective agreement permitted. For any days off for which the employer was responsible the worker was to receive 60 percent of his average daily wage. Workers paid on a piece rate basis must be guaranteed a basic hourly wage.

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Minimum wages might be fixed for an occupation or a type of enterprise by the "competent office" responsible for implementing the Law, after requiring investigation and recommendation from the appropriate Wage Board and holding public hearings on the recommendations. The Wage Boards were tripartite bodies to be appointed centrally and locally by the "competent office" on the basis of recommendations by parties concerned; in addition to recommending minimum wages upon request, the Boards were authorized to make recommendations to the administrative offices concerning wage matters generally.

Chapter 4: Basic hours were set at 8 per day excluding recess and 48 per week; for underground workers these hours were to cover the time from pit-mouth to pit-mouth. A recess was required totaling at least 45 minutes for persons who had completed six hours of work and at least one hour for those who had worked eight hours. One rest day per week was stipulated. Special ordinances altering basic hours and recess periods in certain occupations or enterprises might be issued where essential to avoid inconvenience to the public or where other special need existed, but such changes must conform as closely as possible to the Law's standards and could not be detrimental to the workers' health and welfare.

Overtime and work on rest days was permitted if authorized by a written agreement signed by representatives of the majority of the workers; and extension of hours might be specially authorized for public workers if temporarily necessary to transact official business. For work underground or injurious to health overtime was limited to two hours per day. For overtime or work on rest days or at night between 2200 and 0500, wages were to be increased by 25 percent of the normal pay excluding family, transportation and certain other allowances.

Agricultural and forestry, supervisory, confidential and intermittent labor were excluded from these hours, overtime and rest day provisions.

Six days' paid vacation was to be granted annually to each worker who had been employed for one year continuously and present on 80 percent of the whole working days, plus one extra day for each additional year worked continuously up to a maximum of 20 years.

Chapter 5: Safety and sanitation requirements included provision of accident-prevention measures, health facilities, health and safety education for workers, safety and health supervisors in specified enterprises and initial and regular physical examinations of workers; prohibition of manufacturing of harmful products, employment of inexperienced workers on dangerous work and employment of a sick person on work which would aggravate his condition; regulation of installation or altering of dangerous equipment; and stipulation that workers must observe the necessary rules for prevention of danger and injury.

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Chapter 6: A minimum age of full 15 years or, for persons who had completed school requirements, full 14 years was set for employment. Children aged full 12 years or over might be employed in certain occupations in agricultural and forestry, commercial, recreational, educational, and other specified enterprises provided the work was light labor not injurious to health or welfare, was outside school hours and had the approval of the "competent authority", the school authority and the parent. Employers were required to maintain on file proof of age of all persons under 18 years.

Provision of basic hours of 8 per day and 48 per week applied to women and young persons 15 to 18 years but for children under 15 years, hours were set at 7 per day and 42 per week including school time. Overtime beyond basic weekly hours or special extention of hours was prohibited for young persons under 18 years; overtime for women was limited to 2 hours per day, 6 hours per week and 150 hours per year, with no work permitted on rest days.

Night work from 2200 to 0500 was prohibited for most women and young persons, excluding those working in agriculture and forestry, the telephone industry, hospitals and other specified enterprises. Children of full 12 to 15 years were not permitted to work between 2000 and 0500.

Women and young persons under 18 years could not work on dangerous jobs, on work requiring conveyance of heavy weight goods or underground.

A pregnant woman was authorized, if she so requested, lighter work or time off for six weeks before childbirth; she was prohibited from returning to work for six weeks after childbirth with the exception that, if at the end of five weeks she requested employment, she might be assigned to a job pronounced by a doctor as not harmful to her. Two 30-minute periods of time off per day for nursing a baby less than one year old were authorized. Menstrual leave was to be permitted upon request.

Chapter 7: Employers were prohibited from exploiting workers on the basis of their being trainees. Employment conditions of trainees were to be stipulated specifically by ordinance after consulting the tri-partite Committee for the Training of Skilled Laborers which was to be appointed by the "competent minister of labor".

Chapter 8: For injury or illness incurred as a result of his job and not through his own fault, the worker was to receive from his employer medical treatment; 60 percent of his average wage throughout the period during which he couldn't work; and, if physically handicapped upon recovery, compensation specified according to the severity of the handicap.

In case of death, a benefit equal to 1,000 days' average wages was to be paid, plus funeral expenses to the amount of 60 days' average wage.

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The employer was not to be liable for any accident covered by the Workmen's Compensation Insurance Law or other laws if the worker received benefits equivalent to those provided by the Labor Standards Law.

Appeal machinery was provided for.

Chapter 9: An employer of more than 10 persons was required to draw up rules of employment covering all working conditions, submit these rules to representatives of the majority of the workers for an opinion and finally submit them to the administrative office for approval.

Chapter 10: Rules of dormitory were to be drawn up by any employer maintaining a dormitory, submitted for the dormitory dwellers' approval and reported to the administrative office. Employers were prohibited from infringing on the private life of workers in the dormitory or on selection of dormitory leaders necessary for autonomy of dormitory life.

Chapter 11: To enforce the Law, a Labor Standards Bureau was to be established in the "competent ministry of labor" plus a Regional Labor Office where necessary, a Labor Standards Office in each prefecture, Labor Standards Inspection Offices within the prefectures and Labor Standards Inspectors within each office, all under the control and supervision of the "competent minister of labor". Tri-partite Committees of Labor Standards were to be established in the national and prefectural offices to investigate and make recommendations on enforcement and improvement of the Law.

Chapter 12: Records to be maintained were outlined.

At the worker's request the court might order payment of double the total amount owed and not paid by employers under such wage provisions of the Law as those covering dismissal notice, minimum wages, overtime rates and paid vacations.

Chapter 13: Fines and imprisonment were specified for contravention of the various provisions of the Law. Contravention of the prohibition of forced labor was subject to the severest penalty, namely 1 to 10 years' imprisonment or ¥2,000 to ¥30,000 fine, while violation of the prohibitions on labor intermediation, manufacture of harmful products, child labor and employment underground of women and young persons was punishable by imprisonment up to one year or fine not exceeding ¥10,000; other violations were divided into two groups with a maximum imprisonment of 6 months or fine of ¥5,000 provided for the first group and a maximum of ¥5,000 fine for the second. If a person judged guilty were acting as the agent of an owner the owner also received punishment unless the latter had taken necessary measures to prevent the violation.

4. Four resolutions were attached to the Law when it passed the House of Peers, as follows:

(1) Economic and labor conditions should be considered by the

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Government in deciding the date of enforcement of the Law and employers should be given ample time to prepare.

(2) Persons well versed in economics should be appointed to any committees drafting implementing ordinances.

(3) In enforcing the Law the administrative office should emphasize the principle of guiding employers rather than merely controlling or punishing.

(4) Enforcement of the Law should be accompanied by improvement of social insurance and public medical establishments.

Workmen's Compensation Insurance Law

5. In implementation of the Labor Standards Law provisions for workmen's compensation for industrial accidents and diseases, the Workmen's Compensation Insurance Law providing for insurance financed by employers and administered by the Government was introduced into the Diet on 20 March and passed the House of Representatives on 26 March and the House of Peers on 30 March. Date of enforcement was to be fixed by ordinance.

Compulsory application of the Law was provided for manufacturing, mining and quarrying, transportation and specified other enterprises with more than five regular employees and construction and lumbering undertakings with one or more regular worker or a total of more than 300 man-days of work during a year. Enterprises not so included but covered by the Labor Standards Law might voluntarily come under the Law's provisions, with the exception of public workers, undertakings employing only family workers and persons covered by the Seamen's Law. If the greater part of workers in an enterprise "of voluntary application" desired the enterprise to come under the Law, the employer must make application to do so.

The Government was to collect from employers premiums consisting of total wages, salaries and other pay multiplied by the undertaking's insurance rate; a schedule of insurance rates classified according to amount of wages was to be set by the "competent minister" on the basis of the rate of accidents occurring in the industries covered during the five years preceding enforcement.

Monetary and medical benefits were provided corresponding to those provided in the Labor Standards Law (see section on Labor Standards Law). Benefit money was to be paid by the Government directly to the worker or, in case of death, to those whose living depended on the worker's income, and was to be tax-exempt. Provision was made for additional benefits in special cases, including artificial limbs and vocational re-education.

Penalties included fine or imprisonment for violation of certain provisions of the Law. Failure of the employer to comply with safety requirements might forfeit Government responsibility leaving responsibility to pay benefits on the employer.

Appeal machinery consisted of the Insurance Referee and the tripartite Insurance Examining Board to be established by the "competent minister," with final recourse to the courts.

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The Law also called for establishment by the "competent minister" of a tri-partite Workers' Accident Compensation Insurance Advisory Committee to consider matters concerning the operation of the insurance, including advising the "competent minister" on the setting of insurance rates during the first five years of the Law's enforcement and considering all ordinances drafted to implement and detail the Law.

The 1947 Law abolished the 1931 Act of Insurance against Liability for Relief to Workers in case of Accident, which applied only to forestry and construction industries.

Seamen's Law

6. The revised Seamen's Law, raising protective legislation for seamen to a level at least as high as standards prescribed by the International Labor Organization in 1936, was passed by the House of Representatives on 22 March and by the House of Peers on 27 March. Date of promulgation was not immediately announced.

Coverage of the Law included all seamen on sea-going vessels of more than 5 gross tons excluding fishing vessels up to 30 gross tons. Specified exceptions were made under several of the provisions.

In addition to regulating manning, discipline, termination of contract and other conditions peculiar to the maritime industry, the Law applied to seamen those articles of the Labor Standards Law covering general principles, including equality of treatment, prohibition of forced labor and determination of working conditions by workers and employers on equal basis, and established the following specific working conditions:

(1) Hours were set generally at 8 per day and 56 per week for persons whose time was divided into watches and 8 and 48, respectively, for those whose time was not so divided; when in port the 8-hour day and 48-hour week applied to both groups and one rest day per week was prescribed.

(2) Overtime was to be paid, rates to be established by ordinance.

(3) Wages were to be based on experience, capacity and service. The "competent authority" to be designated to supervise application of the Law might fix minimum pay with the consent of the Seamen's Labor Relations Committee. Wages were to be paid fully and directly to the seamen at regular periods of at least once a month.

(4) Within one year after completion of one year's continuous service with the same company, the seaman was to receive 25 days' paid vacation per year of service plus 5 additional days for each additional 3 months' service.

(5) For sickness or injury incurred during the term of agreement and not incurred wilfully or by default, the seaman was to receive medical expenses or treatment; "standard monthly remuneration", to be set by ordinance, for four months, 60

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percent of this "remuneration" monthly thereafter till completely recovered and a payment of 60 percent of this monthly figure as a "convalescent allowance" upon recovery; and, if permanently handicapped, a disability allowance specified according to the degree of disability. Death benefits were also provided.

(6) Special provisions for women and young persons set 15 years generally as the minimum age of employment excepting for coal carrying or stoking for which 18 years was the minimum; provided for menstrual and maternity time off from work for women; and prohibited night work from 2000 to 0500 for women and young persons.

(7) Acts of dispute were prohibited when the vessel was in foreign port or where such an act might endanger human life or the vessel.

Penalty provisions included both fines and imprisonment for contraventions of the Law. Enforcement was to be by the "competent authority" which would appoint seamen's labor inspectors and which could request the Seamen's Labor Relations Committee to investigate and make recommendations on matters connected with enforcement or revision of this Law and the Labor Standards Law.

Prohibition on Purged Persons Becoming Labor Officials

7. As an extension of the 14 December 1946 ministerial action excluding wartime "labor front" officials from the labor movement, a ministerial ordinance on 14 March excluded persons designated under the SCAP 4 January 1946 purge directive from becoming officers in labor unions. In effect the ordinance denied ex-military officers, ultra-nationalistic persons and leading members of former ex-serviceman's associations from influencing the labor movement.

Labor Policies of Major Party Platforms

8. By the middle of March each of the major political parties announced election campaign platforms which included statements on labor policy.

The Liberals advocated the establishment of a minimum wage system and a 48-hour week, with a 36-hour week for certain classes of labor. The industrial reconstruction movement by labor and management was to be encouraged, with the aim of increasing production through labor-management cooperation.

The Progressives outlined a labor policy including encouragement of the healthy development of labor unions and establishment of a "trust management" over business through the cooperative organization of workers and the management. Social insurance on a wide scale and minimum wage and profit-sharing systems were favored as well as the use of a sliding-scale in determining wages and salaries.

Social Democratic proposals included strengthening all labor, farmer, fishermen and other unions to enable them to become the chief force

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in combating the economic crisis and extension of efforts to increase the "will to work" among unions; strengthening the Central Labor Relations Committee, with Government, employers and labor urged to submit to Committee decisions and strikes limited to the minimum; establishing a minimum wage system based on a fair consideration of prices and cost of living and a wage system generally to consist of a basic wage plus special allowances for "overcoming the crisis"; and alleviating the affects of the "key industries first" program and reparations removals by creating job opportunities and by implementing a social insurance system.

LABOR AND EMPLOYER ORGANIZATIONS

Labor-Management Economic Reconstruction Council

9. The Economic Reconstruction Council representing major employer and labor groups (see Summaries for December, January and February) on 24 February decided to launch a nation-wide popular movement for increased production with stress on closer liaison among the industrial recovery movements in different districts.

To speed initial steps for increasing coal production, a liaison committee was established between the Council's Coal Industry Reconstruction Council (see Summary for February) and other industries closely related to coal mining.

10. On 4 March the Economic Reconstruction Council approved the establishment of two sub-committees: (1) the people's Livelihood Stabilization Committee to study a minimum wage system, measures to ensure food and daily necessities, rationing and measures to combat inflation; and (2) the Economic Reconstruction Committee to do research on distribution of coal, industrial reconstruction, expansion of employment, removal of reparations and equipment and other matters.

Subsequently a third sub-committee, the Scientific and Technical Research Committee, was established with the aim of developing new products and production techniques, for the general benefit of the economy rather than for private exploitation.

11. Formal inauguration of the Iron and Steel Industrial Reconstruction Council to step up reconstruction of the industry through labor-management cooperation took place on 3 March. Like the Coal Industry Reconstruction Council established in February, the Council was made up of delegates to the Economic Reconstruction Council representing labor and management in the iron and steel industry.

Political Activities

12. On 14 March groups of unions engaging in national political activity were required to register as political associations by instructions issued to Prefectural Governors by the Ministry of Home Affairs under Imperial Ordinance No. 101 of 23 February 1946 and covering all cultural, economic and other organizations whose primary purpose was not political.

The instructions applied to groups of unions putting up candidates of their own but excluded those merely supporting candidates of other

political organizations unless the campaign was at least region-wide. Only the federation or committee at the top was required to register, not individual local unions.

Registeration was restricted to the period of political activity concerned and need not be kept up-to-date thereafter.

13. On 13 March the National Congress of Industrial Unions at its central executive committee meeting announced a policy opposing excessive labor participation in politics, including the use of labor union funds for election purposes and the utilization of workers' organizations for election campaigns. The Congress' election activities were to be confined to recommendations of candidates and the education of organized workers on politics in general.

Nine of the Congress' leading members were nominated as "recommended candidates."

14. The General Federation of Japanese Trade Unions, carrying out its previously announced policy of active support for Social Democratic candidates (see Summary for February), on 18 March formally proposed 32 candidates for the Social Democratic ticket for the House of Representatives as well as seven candidates for the House of Councillors.

15. Meanwhile in late February and March the Anti-Cabinet Working Committee, organized under Social Democratic sponsorship at the time of the 17 December "Down with the Cabinet" demonstrations (see Summary for December) and representing the National Congress of Industrial Unions, the Japan Farmers' Union, Government railway and communications workers' unions and a number of other organizations, adopted a policy of nominating and actively supporting candidates standing for the interests of the working people.

On 18 March the Committee made public a list of 55 recommended candidates for the House of Councillors. Candidates listed included members of both the National Congress of Industrial Unions and the General Federation of Japanese Trade Unions as well as numerous other organizations. All candidates were running on Social Democratic, Communist or independent slates.

Labor Federations

16. On 10 March the National Liaison Council of Labor Unions (Zenkoku Rodo Kumiai Renroku Kyogi kai) was inaugurated, culminating continued efforts by major labor federations to establish an organ for coordinated effort and cooperation of the various organized labor groups.

Refusal of the General Federation of Japanese Trade Unions to participate in the National Congress of Industrial Unions-sponsored preparatory committee for the All-Japan Labor Union Congress (Zenkoku Rodo Kumiai Kaigi) established in February (see Summary for February) had resulted in meetings of the National Roundtable Conference of Labor Unions (Zenkoku Rodo Kumiai Kondankai) late in February to draw up plans for establishment of a liaison council which would represent all major labor groups.

With the National Liaison Council's March inauguration both the

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preparatory committee for the All-Japan Labor Union Congress and the National Roundtable Conference of Labor Unions were dissolved.

17. Representing 38 unions with a claimed membership of 5,837,000 workers and including all major federations, the National Liaison Council aimed at joint action on common problems and a campaign for the promotion of the cause of a united labor front. The autonomy and independence of all member unions was to be respected, with the Council functioning in a strictly consultative capacity.

The central executive committee, representing member organizations according to their size, included three representatives of the National Congress of Industrial Unions (1,643,599 members), two from the General Federation of Japanese Trade Unions (1,100,000 members), one from the All-Japan Council of Labor Unions (157,000 members) and 8 from other member unions.

18. At its meeting on 12-13 March, the central executive committee of the National Congress of Industrial Unions, in addition to formulating policy on participation in politics, devoted considerable discussion to continuation of efforts to achieve an amalgamation of the entire Japanese labor movement.

Policy for participation in the Economic Reconstruction Council was discussed, with emphasis once more on the need for caution to prevent use of the Council by industrialists to compromise with labor, as in the wartime labor-management harmonization societies.

A resolution for the dissolution of the national federation's youth action corps (see Summary for February) was approved.

Labor Union Activities

19. General meetings were held by the All-Communications Workers' Union on 7-9 March, the All-Japan Teachers' Unions' Council on 7 March and the General Federation of Government Railway Workers' Union on 15-17 March. All three unions dissolved their struggle committees, leaving adjustment of unsettled issues to the central executive committees.

20. At the convention of the communications workers, resolutions were also approved calling for internal reorganization and democratization of the Union as well as for intensifying the Union's organizing campaign.

21. Discussion at the railway workers' convention included election policies, unification of the labor movement and affiliation of the Federation with the National Liaison Council of Labor Unions and participation in the Economic Reconstruction Council. The meeting reconfirmed the decision to reorganize the Federation into a single unified organization.

22. On 15 March the tri-partite labor-management council for Government railways, provided for in the agreement signed 21 February (see Summary for February), was established. Chief subjects for deliberation were to be organization and management policies of the Government railway service, labor conditions, improvement of business and effecting of the other provisions of the labor contract.

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23. First step toward the nation-wide unification of textile workers occurred on 10 March when the Japanese Federation of Textile Industry Workers' Unions was formed by some 60,000 workers in three major spinning companies, Toyo, Kanegafuchi and Shikishima. The Federation decided not to affiliate with either the National Congress of Industrial Unions or the General Federation of Japanese Trade Unions.

24. On 1 March, first anniversary of the promulgation of the Trade Union Law, a number of organizations carried out celebrations, including posters, speeches and publicity. The Central Labor Relations Committee held a special lecture meeting at the Central Labor College for representatives of both labor and the Government.

World Federation of Trade Unions Commission

25. The World Federation of Trade Unions Commission representing labor organizations of several Allied Nations and established to investigate labor conditions in Germany and Japan arrived in Tokyo toward the end of March. The Commission consisted of Louis Saillant, Secretary General of the World Federation of Trade Unions and chairman of the Commission; Willard Townsend, Vice President of the U. S. Congress of Industrial Organizations and President of the United Transport Service Employees Union; Ernest Bell, International Secretary of the British Trades Union Congress; and M. P. Tarasov, Secretary of the All Union Central Council of Trade Unions of the U.S.S.R.

In a press conference with Allied and Japanese correspondents on 18 March, Mr. Townsend, first to arrive, stressed building a sound labor movement and cautioned that labor should not dissipate its energies and resources in undue political activities to the neglect of the proper economic functions of labor unions, namely, the improvement of workers' wages, hours of work and working conditions.

Members of the Commission met with labor and public members of the Central Labor Relations Committee, officers of the General Federation of Japanese Trade Unions and the National Congress of Industrial Unions and Ministry of Welfare officials, and visited factories, hospitals and schools.

26. In preparation for the delegation a joint welcome committee of over 40 Japanese trade unions was formed in mid-March and plans for reception meetings and other activities were formulated.

Individual unions, including the Government railway and communications workers in convention, outlined plans for contacting members of the Commission and for discussing with them labor problems.

Employer Organizations

27. The Kanto Employers' Association on 17 March held a general meeting at which a number of smaller organizations were accepted as members and plans were formulated for expanding the Association to become the principal employer organization in Japan.

Discussion also covered policy on regional organization, participation in the Economic Reconstruction Council and plans for publications and schools.

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LABOR RELATIONS

Labor Relations Committees

28. At the expiration date of term of office of Labor Relations Committee members on 1 March, selection of the new members of the Central Labor Relations Committee was incomplete. By the end of March labor and employer members had been chosen but the decision on neutral representatives was still in process.

29. In all prefectures where the existing Committees' term of office had expired, appointment of new Labor Relations Committees was begun by March and in many prefectures the selection was completed during the month.

In Shiga Prefecture, the first direct election of labor representatives on a Labor Relations Committee was held. Polling places were established throughout the Prefecture and a voting procedure outlined which permitted all members of trade unions to cast their votes for a slate of 20 candidates nominated by a committee representing major labor groups as prescribed by Central Labor Relations Committee election recommendations (see Summary for September). The five candidates receiving the largest number of votes were elected.

30. By March all prefectural Labor Relations Committees either had appointed or scheduled appointment of an executive director and from 5 to 20 administrative assistants. Conciliators had been chosen in many prefectures and were being chosen in the remainder.

31. First penal sentence under the Trade Union Law was included in the final decision of the Kanazawa District Court on the first criminal indictments for violation of Article 11 of the Law, begun in November (see Summary for December). The decision, handed down on 15 March, exonerated the President of the Enuma Manufacturing Company but found the Director of the Company guilty of discharging workers for union activity. The two-month imprisonment sentence was suspended for two years.

Negotiations and Agreements

32. By mid-March teachers and Government railway and communications workers' unions signed formal collective agreements with the Government, while negotiations were continued by remaining Government workers' unions.

33. The Government workers' dispute was formally terminated on 27 February with approval by the unions and the Government of a Central Labor Relations Committee mediation plan under which the workers accepted the Government's 20 February proposal to raise wages temporarily to an average of ¥1,200 a month and the Government promised to establish immediately the Advisory Committee for Investigation of Improved Treatment of Government Employees to determine the question of revising base pay and other unsettled issues.

34. Conclusion of a collective agreement on 21 February between the Transportation Ministry and the General Federation of Government Railway Workers' Unions covering 530,000 workers (see Summary for February) was followed by the signing of contracts on 8 March between the Education Ministry and the All-Japan Teachers' Unions' Council with a claimed membership of 320,000 and on 14 March between the Communications Ministry and

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the All-Communicatio[illegible] Workers' Union claiming 380,00[illegible]embers.

The teachers' agreement, effective for six months, included provisions for the responsibility of the Education Ministry for securing "decent livelihood" for teachers, a 42-hour week and physiological and maternity leave for women teachers. Accompanying the contract were regulations for a labor-management council which had been agreed to previously.

Both the communications and railway workers' contracts set hours, holidays, paid vacations, overtime rates and employer responsibility for workmen's compensation; called for establishment by the employing agency, after consultation with the union, of a minimum wage system based on living expenses and a retirement allowance system; and provided for a labor-management council which would give workers a voice in policy on operational matters as well as personnel affairs and working conditions (see section on Labor and Employer Organizations). In addition the railway workers' contract established grievance machinery. Both contracts were master agreements establishing national standards and providing for negotiation of supplementary local agreements.

Extension of the protection of the communications workers' contract to workers employed by special contract post offices was to be worked out by a special committee established early in March to handle problems of these workers.

35. Terminating 35 days of formal negotiations, a provisional agreement was reached on 7 March between the National Council of Coal Mine Workers' Unions, representing 360,000 miners or 92 percent of coal mining employment, and the Japan Coal Mine Operators' Association, representing all mine operators.

In addition to retroactive wage adjustments for January, February and March, the agreement provided a sliding-scale formula for computing wages from April on the basis of "cost of commodities" and set up a committee for administering the formula and for effecting wage adjustments accordingly.

The agreement represented the first provision of a wage system adjustable to an inflating economy.

36. Negotiations, which had been dropped in December after a temporary agreement (see Summary for January), were renewed during March for conclusion of a written collective bargaining agreement between the Japan Broadcasting Corporation and the radio workers' chapter of the All-Japan Newspaper and Radio Workers' Union.

The negotiations were resumed over the previously unsettled issue of workers' participation in personnel affairs when the Corporation on 3 March announced a unilateral decision on personnel changes and the union protested the action, proposed an alternative reorganization of personnel, and filed a charge of violation of Article 11 of the Trade Union Law with the Tokyo Labor Relations Committee.

Labor Disputes

37. No significant work stoppages occurred during March although negotiations and collective bargaining continued to be carried on extensively.

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38. Total disputes numbered 91 during January involving 1,463,547 workers, a decrease from the 101 disputes and 1,508,910 workers involved during December.

Continuation of the Government workers' dispute accounted for a large proportion of total workers involved, with disputes beginning during the month declining substantially.

39. Although total strikes and lock-outs declined to 40 involving 18,208 workers during January, man-days idle owing to strikes and lock-outs increased slightly chiefly owing to the greater duration of these acts of dispute than of those in December. Most of these acts of disputes occurred among small groups of workers, with half the strikes and lock-outs involving only 50 or fewer workers.

40. Tables II A, B, C, D and E indicate details of total disputes, man-days idle and duration and number of participants in disputes.

Table II A. DISPUTES OCCURRING DURING DECEMBER 1946 and JANUARY 1947 1/

DISPUTES	DECEMBER 1946		JANUARY 1947	
	Number	Workers Involved	Number	Workers Involved
ACTS OF DISPUTE				
Strikes	52	60,954	30	17,491
Slow-downs	14	8,734	9	2,316
Lock-outs	6	464	10	717
Production control	19	4,988	26	6,243
TOTAL	91	75,140	75	26,767
NOT ACCOMPANIED BY ACT OF DISPUTE 2/	10	1,433,770	16	1,436,780
TOTAL DISPUTES	101	1,508,910	91	1,463,547

1/ Includes both disputes beginning during the month and carried over from the preceding month.
2/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: Ministry of Welfare

Table II B. MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS, DECEMBER 1946 AND JANUARY 1947 1/

Date	Workers Involved	Number
December 1946	61,724	234,326
January 1947	18,208	275,458

1/ Includes both disputes beginning during the month and carried over from the preceding month.

SOURCE: Ministry of Welfare

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Table II DISPUTES OCCURRING DURING JANUARY 1947 1/

DISPUTES	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
ACTS OF DISPUTE						
Strikes	26	4,597	4	12,894	30	17,491
Slow-downs	4	380	5	1,936	9	2,316
Lock-outs	4	186	6	531	10	717
Production control	15	2,989	11	3,254	26	6,243
TOTAL	49	8,152	26	18,615	75	26,767
NOT ACCOMPANIED BY ACT OF DISPUTE 2/	7	2,890	9	1,433,890	16	1,436,780
TOTAL DISPUTES	56	11,042	35	1,452,505	91	1,463,547

1/ Includes both disputes beginning during the month and carried over from the preceding month.

2/ Includes disputes where negotiations have broken down and a third party has intervened to assist adjustment.

SOURCE: Ministry of Welfare.

Table II D. STRIKES AND LOCK-OUTS OCCURRING DURING JANUARY 1947 BY DURATION

No. of Days Duration	No. of Strikes and Lock-outs
1-5	17
6-10	7
11-15	3
16-20	3
21 and over	10
TOTAL	40

SOURCE: Ministry of Welfare

Table II E. STRIKES AND LOCK-OUTS OCCURRING DURING JANUARY 1947 BY NUMBER OF PARTICIPANTS

No. of Workers Involved	No. of Strikes and Lock-outs
1-50	20
51-100	6
101-500	8
501-1,000	3
1,001 and over	3
TOTAL	40

SOURCE: Ministry of Welfare

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41. Chief major disputes occurring during March were as follows:

(1) Wage negotiations between the 40,000 workers and the management of the Yawata Iron Works, largest shop of its kind in Japan, were punctuated by several brief work stoppages in the repair and other departments and were terminated on 15 March when the workers accepted the management's plan for higher wages.

(2) Coordinated negotiations covering over 100,000 workers in all private railroads were referred by the Central Labor Relations Committee for mediation by the respective prefectural Labor Relations Committees with the recommendation that the local mediation plans follow in principle the settlement reached for Government railroad workers on 27 February (see section on Negotiations and Agreements).

LABOR EDUCATION

42. On 15 March the Ministry of Welfare in response to Diet interpellations stressed the importance attached by the Government to labor education and stated an expanded Government program of labor education with regard to provisions of the Labor Standards Law and labor relations under the Trade Union Law and Labor Relations Adjustment Law was under preparation.

43. Conferences were held by Welfare Ministry officials during March in preparation for the establishment of a workers' education section under the Labor Administration Bureau and the organization of a tri-partite advisory committee for the section.

Publications on Labor

44. Main publications on labor appearing during March were as follows:

Issuing Office	Publication
General Federation of Japanese Trade Unions	H. Hara, Progress of Trade Unions
National Congress of Industrial Unions	Production Control Techniques
National Congress of Industrial Unions	Trade Union Cultural Activities in the Soviet Union
All-Japan Coal Miners' Federation	Monthly Labor Review, "Wage Systems in the American Bituminous Coal Mines" and other republications from the Review 1/
Kanto Employers' Association	U. S. Department of Labor, "Foreman's Guide to Labor Relations" 1/ 2/
The Labor Association	United Automobile Workers, "Building the Union" 1/ 2/

1/ Translation.
2/ Second edition.

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Labor Schools

45. Dr. I. Suehiro, chairman of the Central Labor Relations Committee, on 1 March began a series of lectures at the Imperial University on labor legislation.

Labor-Management Libraries

46. By 17 March ten prefectures had established labor-management libraries providing information on labor and management subjects (see Summary for February).

WAGES AND WORKING CONDITIONS

47. As distribution of official rations fell further behind schedule during March and wage earners were forced to purchase more black-market food, total cost of living rose sharply. The Government continued efforts to wipe out black markets and increase the farmers' delivery of food for official distribution.

48. Family expenditures declined somewhat throughout most of January but resumed an upward trend during February, as shown below.

Table III. AVERAGE BI-WEEKLY EXPENDITURES PER URBAN HOUSEHOLD IN JAPAN 1/

PERIOD	TOTAL	FOOD	CLOTHING	FUEL AND LIGHT	HOUSING AND UTENSILS	OTHER
1946						
29 July-11 Aug	¥ 883	¥ 613	¥ 68	¥ 22	¥ 48	¥ 131
12 Aug-25 Aug	858	604	70	25	41	118
26 Aug-8 Sept	847	583	60	23	54	127
9 Sept-22 Sept	850	588	66	26	41	129
23 Sept-6 Oct	878	592	71	29	48	138
7 Oct-20 Oct	901	629	86	28	38	120
21 Oct-3 Nov	952	647	87	32	51	135
4 Nov-17 Nov	958	640	100	32	44	142
18 Nov-1 Dec	1,017	645	111	39	66	156
2 Dec-15 Dec	1,134	733	133	50	64	154
16 Dec-29 Dec	1,482	976	182	72	72	180
30 Dec-12 Jan	1,164	782	114	44	54	170
13 Jan-26 Jan	1,149	766	97	59	48	179
27 Jan-9 Feb	1,234	825	97	75	61	176

1/ Figures are a population weighted average of actual yen expenditures as reported daily by a sample of approximately 5,000 families located in 26 representative cities on Honshu, Shikoku and Kyushu. Size of family varies by city, averages ranging from 4.1 to 5.5.

SOURCE: Consumers' Price Survey, Cabinet Bureau of Statistics

49. At an informal conference on 20 March, the first since its initial meeting on 24 January, the Wage Investigation Commission partially resolved its disagreement on organization with the appointment of 12 non-voting technical advisors, 6 representing labor and 6 management. After brief discussion

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of general problems. The Commission instructed the technical advisors to outline, with the assistance of the secretariate, methods for handling the various phases of economic problems before the Commission.

50. A preparatory committee for the Advisory Committee for the Investigation of the Improved Treatment of Government Employees met on 28 February and 3, 8, 17 and 20 March, with equal representation of the Government and Government workers' unions and with observers representing policemen, firemen and prison officers who were disallowed under the Trade Union Law from forming unions.

At the 17 March meeting the Ministry of Finance submitted for consideration a draft plan for provisional increase in Government workers' pay.

51. The law to revise completely the income tax system, passed by the 92nd Diet, provided for considerable alleviation of the tax burden on lower-income workers by raising the exemption point and combining normal and surtax rates in a graduated tax scale applied on a "pay-as-you-go" basis. The following examples indicate the effect of the revision:

Income Group	Tax Under Unrevised System	Tax Under Revised System
¥600 per month		
Bachelor	¥ 80	¥ 30
Married with four dependents	56	0
¥1,800 per month		
Bachelor	693	396
Married with four dependents	669	234

EMPLOYMENT AND UNEMPLOYMENT

52. Pressure for additional measures to cope with unemployment increased during March in response to the policy of concentrating facilities and raw materials in coal and steel production with the accompanying possibility that activity of other industries might be curtailed and additional workers become jobless.

Public Works Program

53. According to the Economic Stabilization Board, the budget requested by the Government for public works projects, if approved, would support a program employing 2,656,583 persons (including both the general and special accounts), or an increase of more than 1 million persons over the 1,300,000 persons reported in public works employment during November 1946 (see Summary for February).

54. As a result of investigations undertaken during January to determine prevailing wages for key occupations in the construction and

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transportation industries (see Summary for January), the committee of officials of Government agencies concerned with the public works program which was appointed at that time completed work during March on a schedule of so-called "standard" wages for an 8-hour work-day to be paid workers employed on public works projects. Differing by area and occupation, the wage rates were based on figures obtained by a sample survey and adjusted by the committee.

The Ministry issued instructions to Prefectural Governors to apply the "standard" wages to public works employees beginning 1 April 1947. Rates for individual workers might vary above or below the "standard" wage by 10 percent in accordance with the worker's skill and experience. Overtime was to be paid at a rate of time and a half and allowances, determined on the basis of prevailing practice, were set for special conditions such as dangerous operations, night work etc. Provision was made for changing rates for particular areas where necessary.

The schedule of "standard" wages follows.

On Public Works Projects

Table IV. "STANDARD" DAILY WAGES 1/ BY AREA

Effective 1 April 1949

OCCUPATION	Hokkaido	Tohoku & Hokuriku	Kanto & Koshin 2/	Keihin 2/	Tokai	Kinki 2/	Kei-han-shin 2/	San-in & Chugoku	Shikoku	KYUSHU	
										Fukuoka	Other Area
CONSTRUCTION											
Carpenter	¥ 90	¥ 55	¥ 55	¥ 75	¥ 50	¥ 70	¥ 90	¥ 65	¥ 60	¥ 75	¥ 50
Plasterer	90	55	55	75	50	75	95	70	70	75	60
Scaffold worker	75	45	45	60	45	60	85	60	55	70	45
Stone worker	90	60	50	85	45	65	90	70	55	80	55
Earth worker	50	35	40	50	35	45	65	40	40	40	40
Navvy, experienced	45	30	30	50	30	35	55	35	30	35	30
Navvy, inexperienced	40	25	25	35	25	30	40	30	25	30	25
Metal plate worker	80	60	50	75	60	65	95	70	70	75	45
Tile roofing worker	90	60	50	30	60	70	95	70	70	70	50
TRANSPORTATION											
Pipe layer	90	60	55	75	55	60	100	55	50	70	50
Painter	80	55	55	75	55	65	90	65	70	70	50
Gardener	65	40	45	60	50	65	80	65	50	75	50
Truck driver	80	40	40	60	40	50	70	50	40	60	40
Assistant truck driver	50	30	30	40	30	35	50	35	30	40	30
Cartpuller, without cart	65	35	35	50	40	50	60	40	35	50	35
Cartpuller, with cart	35	45	45	65	50	65	80	50	45	60	45
Wagoner, without wagon	75	45	45	60	50	60	70	50	45	60	45
Wagoner, with wagon	300	150	150	300	150	200	200	150	150	200	150

1/ Payment for an 8-hour work-day.

2/ Different rates provided for specific cities.

SOURCE: Ministry of Welfare

Labor Market Survey

55. The program for defining labor market areas throughout Japan (see Summary for February) got under way with 12 regional meetings held by Welfare Ministry officials during March and covering prefectural and local employment exchange officials from all prefectures.

Principles and aims were explained at the meetings and instructions were issued for each local employment exchange office to carry out a sample survey of the residences of workers in local establishments and of job applicants at the employment exchange offices and forward results to the national office. On the basis of these local surveys, Welfare Ministry officials would outline labor market areas.

Plans were also discussed for surveying employment, unemployment and job opportunities within the areas so defined.

Vocational Training

56. The number of students in vocational training establishments rose by 106 persons during February to a total of 15,515 (13,021 men and 2,494 women) at the end of the month. Courses given numbered 425 at that time in 360 establishments.

57. Persons enrolled in the "jusan" handicraft training centers increased to a total of 102,117 (30,135 men and 71,982 women) in 2,012 establishments at the end of February. In addition persons working at home on "jusan" materials totaled 60,552 (7,798 men and 52,754 women) at that time.

58. Factories receiving financial assistance from the Government in order to decrease total unemployment numbered 91 during February employing 2,376 workers compared to the 46 factories employing 1,635 workers reported for January (see Summary for February).

59. By the end of February the coal miners' training program begun late in 1946 (see Summary for February) covered a total of 1,860 persons in establishments, an increase of 239 persons over that reported for the preceding month.

60. Details of the program for training seamen (see Summary for Feoruary) were outlined during March. Two types of training were scheduled, namely, training in ship repairing and for seamen on fishing vessels. Government subsidy was to cover setting up training establishments and other expenses during the first year with costs during the second year to be met from income of the establishments.

Recruitment Programs

61. Recruitment continued to more than offset turnover in coal and textiles generally during February, with a net increase of 5,502 workers in coal mining, 5,825 in textiles and 2,982 in raw silk. The textile and raw silk employment increases were substantially higher than those reported in January while the gain in coal mining was lower than the January increase of over 8,000.

Table V

RECRUITMENT AND EMPLOYMENT IN COAL, TEXTILE AND RAW SILK INDUSTRIES
(February 1947)

SECTION	Employed as of 31 Jan. 1947	Recruitment Goals (Jan to Mar)	No. Recruited	No. Leaving Jobs	Net Change	Employed as of 28 Feb. 1947
COAL 1/	368,644	40,000	17,514	12,012	5,502	374,146
TEXTILE 2/						
Cotton spinning and weaving	81,942	30,730	9,449	4,710	4,739	86,681
Silk spinning and weaving	13,385	6,460	1,062	697	365	13,750
Woolen & worsted	25,669	9,080	1,098	513	585	26,254
Hard fiber	11,386	2,164	296	307	-11	11,375
Rayon yarn and rayon staple	21,572	7,391	1,115	915	200	21,772
Rayon pulp	3,222	55	102	155	-53	3,169
TOTAL	157,176	55,880	13,122	7,297	5,825	163,001
RAW SILK	68,168	24,135	5,698	2,716	2,982	71,150

1/ Includes only workers underground.
2/ Excluding the 284,182 workers in small-scale mills.

SOURCE: Reports submitted to the Ministry of Welfare by the Coal Board, Raw Silk Association of Japan and Textile Association.

ADMINISTRATION

62. By the end of February a total of 151 persons had been transferred out of prefectural labor posts, in accordance with the ministerial instructions of 30 November requiring exclusion from labor administration of all former police and officials of "labor front" organizations (see Summary for December). A total of 920 prefectural labor officials were subject to transfer by 31 May 1947, with 322 scheduled for transfer in March, 268 in April and 179 in May, according to Ministry of Welfare reports.

Of the 151 transferred by February, 63 were from labor administration sections, 87 from vocational administration sections and 1 from Labor Relations Committees.

63. Sixty-three persons were appointed by 28 February to replace officials transferred. Sixty-two of these were Government officials in other branches or "qualified private individuals" while one was chosen from among recent university and college graduates.

64. Courses for labor administration officials, both newly-appointed persons and those already holding labor administration posts, were carried on during February with 305 persons attending. Lasting six days each, the classes were held in six prefectures, with lectures covering labor legislation, labor conditions and other topics involved in labor administration.

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LABOR DIVISION REPORT FOR THE MONTH OF FEBRUARY 1947

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GENERAL

1. Following the disbanding of the All-Japan Joint Struggle Committee of Labor Unions, some 30 major labor organizations met on 3 and 5 February to make preparations for organizing an All-Japan Labor Union Congress.

Upon calling off the general strike scheduled for 1 February, participating unions renewed individual negotiations with employing agencies. By mid-February agreements were concluded by Government finance and railway workers and by motor express employees.

On 20 February the Government announced a program to raise Government workers' wages to an average of ¥1,200 per month.

Revised Ministry of Welfare statistics indicated that man-days idle during December owing to strikes and lock-outs totaled 234,326.

Non-farm paid employment totaled 10,071,272 with 7,472,327 men and 2,598,945 women on 31 July 1946, according to the Cabinet Bureau of Statistics labor census of mid-1946.

LABOR LEGISLATION AND GOVERNMENT POLICY

Labor Legislation

2. Listed for submission to the current Diet by the Cabinet were the Labor Standards Bill, Workmen's Compensation Insurance Bill, Seamen's Bill and amendment to the Seamen's Insurance Law. Presentation of the Unemployment Insurance Bill and Amendments to the Employment Exchange Laws, previously scheduled for the current Diet (see Summary for January), was postponed, owing to the reduction in total number of bills to be submitted.

Government Policy

3. In Premier Yoshida's speech delivered at the opening of the Diet session on 14 February, Government policy on labor was outlined

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as follows: "We believe that it will be impossible for our country to overcome successfully the current economic crisis and firmly establish the basis for her economic reconstruction unless all of our people strongly unite themselves for the attainment of this objective, especially without positive cooperation from all workers.

"Therefore, the Government is gravely concerned with the elevation of the status of workers and stabilization of their livelihood, and has determined to present the Labor Basic Bill.(Labor Standards Bill) to the current Diet session for the purpose of establishing the lowest standard for their wages, working hours, rest and other labor conditions, thereby to enhance their status and promote their working efficiency.

. . . . . .

"In addition, the Government is giving its deep consideration to the protection of workers through correcting the unfair and unjust distribution of wealth by means of revision of the taxation system and other methods and through appropriating the increased Government revenue resulted from the above to the expansion of public works and facilities to stabilize the people's livelihood, thereby to contribute toward the progress of the nation's economic reconstruction.

"Particularly, in regard to the wage problem, we intend to establish a really reasonable wage system which is suitable to the actual condition of our country at the Wage Deliberative Council (Wage Investigation Commission). The Council will analyze all aspects of our nation's economic power and calculate the living standard which the present circumstances permit to our people and the general wage level to be based on it, and then decide on proper wage level in respective industrial fields on the basis of the above.

"I believe that our nation's labor movement which since the end of hostilities has developed actively with the replenishment and expansion of the labor union organization will contribute greatly toward democratic reconstruction of our nation's economy and industry. And we wholeheartedly hope that the labor movement will aim at industrial peace and at the establishment of constructive and concrete policies for economic reconstruction of our nation and the enforcement of these policies.

"In this connection, since last fall active steps for the establishment of concrete measures for economic and industrial reconstruction have been carried out by various organs. The Government will fully respect the achievements of these steps and will willingly adopt what is adoptable in its earnest expectation that the conomic reconstruction may be accomplished by the growing real will of the workers to labor for the cause of economic reconstruction."

Labor leaders criticized the speech as offering nothing new and as failing to establish a concrete and effective policy for dealing with inflation.

LABOR AND EMPLOYER ORGANIZATIONS

Labor Union Statistics

4. On 31 December 1946 labor union membership totaled 4,415,482

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workers in 17,163 unions (excluding the All-Japan Seamen's Union with over 60,000 members), a gain of 118,893 members during the month, as shown in the following table.

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Table 1

LABOR UNIONS[1] IN JAPAN BY INDUSTRY AND SEX
(31 December 1946)

INDUSTRY	UNIONS	MEMBERSHIP		
		Men	Women	Total[2]
AGRICULTURE	430	44,919	10,779	55,698
MARINE PRODUCTS	78	24,657	1,954	26,611
MINING	890	324,462	66,657	391,119
Metal	229	47,521	11,709	59,230
Coal	532	267,950	52,756	320,706
Other	79	8,991	2,192	11,183
MANUFACTURING	8,806	1,507,906	516,086	2,025,381
Metallurgy	1,016	189,502	34,831	224,391
Machines and Tools	2,678	582,773	123,519	706,883
Chemicals	1,241	189,898	75,922	265,820
Gas, Electricity and Water Supply	411	116,434	15,533	132,014
Ceramics	343	38,696	13,421	52,117
Textiles	756	65,178	176,068	241,246
Lumber & Woodworking	924	67,425	21,915	89,694
Foodstuff	473	41,527	23,862	65,428
Printing and Binding	167	17,524	10,282	27,806
Civil Engineering and Construction	572	182,223	12,160	194,383
Other	225	16,726	8,573	25,599
TRANSPORTATION AND COMMUNICATION	2,838	821,095	194,826	1,018,185
Railroad and Tramway	607	416,366	70,030	487,766
Water (Inland)	83	16,308	2,182	18,490
Other	1,019	219,291	33,099	253,050
Communication	1,129	169,130	89,515	258,879
COMMERCE	1,022	139,600	73,610	213,273
TEACHING AND LIBERAL PROFESSIONS	2,884	381,646	223,787	607,814
Public Service	1,233	135,046	47,974	183,115
Education	1,175	198,513	153,861	354,464
Other	476	48,087	21,952	70,235
OTHER	215	66,789	10,612	77,401
TOTAL	17,163	3,311,074	1,096,311	4,415,482

1/ Unions reported registered exclusive of unions reported discontinued.
2/ Totals include following figures for which no sex breakdown was reported: MANUFACTURING 1,389, Metallurgy 58, Machines and Tools 591, Gas, Electricity and Water Supply 47, Lumber and Woodworking 354, Foodstuff 39, Other 300; TRANSPORTATION AND COMMUNICATION 2,264, Railroad and Tramway 1,370, Other 660, Communication 234; TEACHING AND LIBERAL PROFESSIONS 2,381, Public Service 95, Education 2,090, Other 196; COMMERCE 63; TOTAL 6,097.

SOURCE: Ministry of Welfare

5. Formal inauguration of the Economic Reconstruction Council was held on 6 February attended by representatives of the following organizations: (1) representing labor, the General Federation of Japanese Trade Unions, the National Congress of Industrial Unions, the All-Japan Council of Labor Unions, General Federation of Government Railway Workers' Unions, All-Japan Coal Miners' Union and the All-Japan Seamen's Union; and (2) representing employers, the Kanto Employers' Association, the Kansai Employers' Association, the Economic Fraternalists' Association, the Federation of Industrial Organizations, Japan Iron and Steel Council, Japan Federation of Coal Mine Industry, Chemical Industry Council and Japan Textile Association.

The meeting adopted the policy announced in December with amendments to conform to the desires of the National Congress of Industrial Unions which joined at a later stage (see Summaries for December and January). In addition to the general objective of the Council to stimulate industrial activity, the meeting gave immediate attention to the following points: (1) stabilization and improvement of the wage earner's livelihood vis a vis the inflation; (2) measures to clamp down on black market transactions obstructing production; and (3) a policy of attempting to adjust issues between capital and labor through joint labor-management councils in industries, regions and individual plants.

6. The Coal Industry Reconstruction Council was formally inaugurated on 5 February made up of Economic Reconstruction Council members representing employers and labor in the coal industry and other closely related industries (see Summary for January). Functions of the Council were outlined as: (1) to establish reconstruction policies for the coal industry and to launch a movement for realization of these policies; (2) to make recommendations or demands to the Government as well as to the Diet in regard to increased output of coal; (3) to bring about closer liaison and cooperation with other industries concerned with the coal industry; (4) to make investigations on the coal industry; and (5) to award honors to those who render distinguished services for the reconstruction of the coal industry.

Labor Federations

7. Upon calling off the general strike scheduled for 1 February (see Summary for January), the All-Japan Joint Struggle Committee of Labor Unions was disbanded. On 3 and 5 February some 30 major labor organizations and federations met to prepare for the organization of an All-Japan Labor Union Congress (Zenkoku Rodokumiai Kaigi) to serve as an all-inclusive council for discussion of unification of the labor union movement and problems common to all Japanese labor. A preparatory organizational convention was scheduled for late March.

Participating were the National Congress of Industrial Unions and several of its affiliated national unions, All-Japan Council of Labor Unions, General Federation of Government Railway Workers' Unions and All-Japan Seamen's Union.

8. The General Federation of Japanese Trade Unions withheld initial

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participation on the basis that the responsibility of union leaders in the scheduled general strike should be investigated completely before discussing the question of unifying the labor front.

9. Labor unions generally made plans to take an active part in the scheduled elections.

Spearheaded by the National Congress of Industrial Unions, the preparatory committee for the All-Japan Labor Union Congress formed a "Democratic Front Election Policy Committee" to designate approved candidates and to campaign actively for their election.

The General Federation of Japanese Trade Unions, which formally affiliated itself with the Social Democratic Party in August 1946, announced complete support for that Party's candidates.

10. In Nagano Prefecture unions representing some 150,000 workers organized a joint committee to carry on an election campaign and a drive for industrial reconstruction. Unions affiliated to the major national federations and those unaffiliated participated as well as members of the Japan Farmers' Union and the Social Democratic and Communist Parties.

Labor Union Activities

11. The internal activity of the unions during the period of preparation for the abortive general strike (see Summary for January) pointed up the growth of the youth action corps, which had been organized in a number of unions in the summer and fall of 1946 to meet special youth problems. The corps, made up largely of young men and women labor union members, including many ex-military officers, favored a program generally extremist in character and worked closely to impose their will on the rest of the union members.

In the fall months of 1946 the corps were active in the All-Japan Seamen's Union where they combatted existing leadership and supported a maritime strike in August and September; in the General Federation of Government Railway Workers' Unions where they delayed signing of the agreement settling the railway workers' dispute in September; and in the radio workers' union where they abducted union leaders to prevent signing of an agreement concluding the October dispute (see Summaries for September and October).

By January 1947 the corps had developed so substantially as to be a disproportionately major influence in preventing settlement of the Government workers' dispute and in pushing the general strike program. Although comprising a small minority of the workers involved, the tactics of the corps included the organization of caucuses to shout down opposition speakers in union meetings, the occasional threatening of moderate union leaders, the spread of deliberate misinformation and similar methods.

12. Labeling as undemocratic this action by an organized minority acting as a pressure group to influence the majority, the central executive committee of the All Communications Workers' Union on 7 February issued instructions to its member unions to dissolve the corps which totaled 2,000 members in that Union.

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