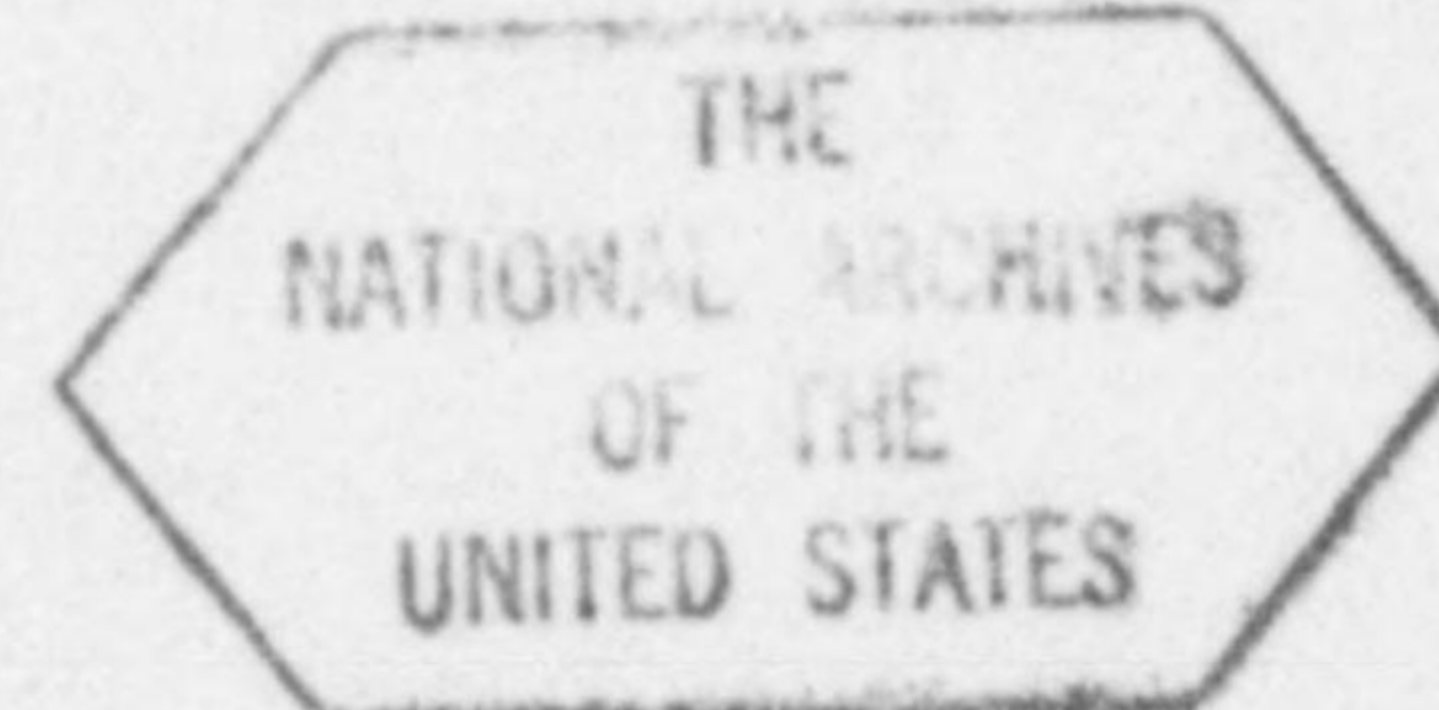


775 OK3

GHQ/SCAP Records(RG 331)
Description of contents



- (1) Box no. 2744
- (2) Folder title/number: (15)
 PG 001.001 Memo for Record - Tokyo-To
- (3) Date: Jan. 1949 - Dec. 1950

(4) Subject :

Classification	Type of record
9740	e

(5) Item description and comment :
 Tokyo

(6) Reproduction : Yes No

(7) Film no. _____ Sheet no. _____

kn

23 December 1950

MEMORANDUM FOR RECORD

SUBJECT: Surveillance of Tokyo Employment Security Section on 19 December

1. During December of last year 20,000 day laborers each received 30 days' work. With twice that number employed this December, the day laborers are again allowed to work on Sundays so as to obtain as many days of employment as possible (December only). Day laborers are demanding a ¥6,000 year-end allowance in Tokyo, which is slightly higher than the four or five thousand yen being demanded in other prefectures. The chief anticipates that day laborer demonstrations will become more intense during the period 21 to 25 December. The city assembly will convene on those dates and the workers are sure to take advantage of the opportunity to make themselves heard.

2. There has never been an occasion where article 3 of the ESL ever posed a problem, i.e., no person shall be discriminated against in employment exchanges, vocational training, etc. because of...political belief. A frequent source of irritation to the section, however, are applicants who appear satisfied with the salary and working conditions as advertised by the PESO, but try to bargain for less hours and more pay during interview with prospective employer.

3. The labor boss, generally employing a very small number of workers, is still being discovered each month. Thriving mainly in occupational fields of a hazardous, seasonal or temporary nature, bosses make advance payments during periods of unemployment, inclement weather, etc. The simple sort of Japanese finds no objection to this paternalistic arrangement. Last May, forty seven workers, mostly carpenters, were found to be working in a construction project under a labor boss. This man is alleged to have received ¥300 per day for the services of each man. This case has been referred to the procurator and is still being investigated. When such cases are detected, an attempt is first made to induce the employer to hire the workers directly. If unsuccessful, the workers are encouraged to seek employment through PESOs. In the above cited case, the 47 workers were unable to find employment and were compelled to return to their homes in Yamagata Prefecture. 4,800 cases of intermediate exploitation involving 130,000 workers were detected and corrected since enforcement of the law to the present date.

4. The Employment Security Council, unlike most, is reportedly very helpful in offering advice and opinions that are sound and workable. One illustration of such assistance is the case where the committee noticed excessive idleness among workers employed on work relief projects. The committee submitted working rules to the Employment Security Section which, upon being accepted and enforced, somewhat corrected this condition. On another occasion the committee drafted and forwarded a petition to the Labor Ministry stating therein that the worsening unemployment situation necessitated the hiring of more officials. Several months later, an increase in personnel was authorized.

Annex 3a, page 1

5. A combined total of 770 skilled technicians were supplied with jobs in Okinawa and Iwo Jima last Spring. None has been referred since.

6. Referral of physically disabled workers to the Welfare Section is a very common practice. Conversely the Welfare Section refers physically fit applicants to the employment office when such workers request benefits without first demonstrating acceptable proof of having sought employment.

7. Summary:

a. Day laborers on work relief projects (twice as many as last year) are demanding a ¥6,000 year-end allowance in Tokyo. Demonstrations will probably be intensified to coincide with the 5-day session of the prefectural assembly which convenes on 21 December.

b. Labor bosses, employing small numbers of workers, are still being discovered each month.

c. A combined total of 770 skilled technicians were provided with jobs in Okinawa and Iwojima last spring. None has been referred since.

d. The unemployment Security Council, unlike most, is reportedly very helpful in offering advice and opinions that are sound and workable.

CHESTER J. PECK
Labor Relations Division

sk

24 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Surveillance Trip to Tokyo Labor Standards Bureau on 24 November.

1. A review of the unpaid wages problem during the months of June to October revealed a gradual decline of from 254 to 187 million yen. During the same period, the number of establishments involved decreased from 555 to 543. The Bureau has, during its brief existence, referred a total of 95 violations to the procurator for necessary action. Forty-four of these referrals concerned unpaid wages. Only when an investigation indicates that funds are available but are being diverted to other purposes does the LSB refer the case to the procurator. The Bureau does not know of any instance of a worker or a union instituting civil court proceedings to obtain wages.

2. Seventy-six percent of the Workers' Accident Compensation Insurance premiums have been collected. There have been three recent accidental deaths in small enterprises where the employers should have but did not take advantage of the insurance protection. Such employers were consequently compelled to compensate the bereaved families from their own pockets. There have been 14 cases of fraud this year, involving a total of ¥445,000. It has been found that employers frequently certify to a larger salary than was actually received by the injured employee. (Amount of insurance benefit is determined by salary.) It is a standard procedure for the LSB to discontinue benefits under such circumstances, and the responsibility for future payment thereby devolves upon management.

3. Two complaints have thus far been lodged by discharged Communists, charging management with violating Article 3, Labor Standards Law (discrimination based on "creed".) One case, involving a former employee of the Asahi Shimbun, is supposedly being studied by the procurator's office. The chief emphasized that referral of this matter to the local procurator was totally in deference to the complainant's wishes.

4. Complaints from persons discharged by Occupation Forces units in violation of article 20, LSL, have declined noticeably. Chief opined that such matters are apparently being resolved satisfactorily by Col. Farden and the Tokyo Labor Liaison Office.

5. About one-fourth of the LSL violations are discovered as a result of complaints registered by the workers. In most cases the complaints are justified, and investigations generally reveal other infringements. For example, 339 complaints investigated in October resulted in the discovery

of 666 violations, most of which were of a technical nature (paper work violations). In small establishments, especially those without unions, the workers occasionally cooperate with management in violating the law. Employee refusal to divulge such information, which makes it difficult to stamp out the practice, is attributed to management intimidation and to the fact that the worker is not in sympathy with that provision of the law which restricts his opportunity to make money. Total violations in October numbered 2,773; Safety and Sanitation violations constituted 37% of this figure; paper work violations, 20%; working conditions, 15%; wages and others comprised the remainder. 1.7 violations per establishment were discovered, which figure is considerably lower than that of previous months.

6. A red purge program conducted within the Tokyo LSB and Tokyo LSIOs on 11 November resulted in the discharge of four Communists. On the same day the four men, accompanied by 50 fellow travelers, entered the LSB, posted and painted signs on the walls, annoyed the officials and hastily erected a barricade when they heard the police had been summoned. They were, however, ejected without incident by the police. Tokyo is the only LSB in the Kanto Region to conduct a purge of this nature. It was carried out only after consultations with the Labor Ministry.

7. Most of the Rules of Employment recently submitted indicated that such rules were written unilaterally and with union disapproval. The LSB officials declined to venture an opinion as to the advisability of abrogating article 89, LEL (see Yamaguchi report dated 14 November.) so that it would be incumbent upon labor and management to negotiate an agreement, stating that the question required considerable study. They were requested to express their views in the next monthly report and to be prepared to discuss the question at length during the next visit by a SACAR representative.

8. Summary: Routine surveillance visit to Tokyo LSB revealed that the wage arrears figure has been reduced from 284 to 187 million yen during the past five months. Fourteen cases of fraud were detected by the Workman's Accident Compensation Insurance Section thus far this year. Complaints from workers claiming to have been discharged by Occupation Forces units in violation of article 20, LEL, have declined noticeably. Red purge program conducted within the Tokyo Bureau resulted in the discharge of four men. Most of the rules of employment submitted recently were written unilaterally and with union disapproval.

CHESTER J. PECK
Labor Relations Division

ka

30 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Fuso Electric Bulb Company Dispute

1. Reference memorandum for record "Fuso Electric Bulb Company Dispute", dated 9 November.

2. Management officials of the above establishment, which is engaged approximately 50% in FD production, reported that its workers have been on strike since 0900 hrs, 29 November, in opposition to the recent red purge of four members. After inspecting the factory and questioning representatives of management, the first and second unions, the following was learned:

a. First union claims to have a membership of 116 workers; this figure includes the 34 members of the second union whose secession and existence is not recognized by the first union. After three so-called negotiations between management and representatives of the All Japan Electric Apparatus and Acoustic Industry Workers' Union Federation broke down on 13 November, members of the first union conducted a secret strike vote. The results were 69 in favor of a strike, with but one dissenting vote. Members of the second union, being in favor of the discharges, did not participate in the balloting. Management, anticipating such difficulty, assigned workers from the second union to work on bulbs designated for the Armed Forces. Therefore, barring possible opposition from the first union, production will be continued without interruption.

b. Sixty temporary workers, who are not members of either union, are also employed here. Some of these workers are working during the dispute. Including members of the second union, a total of 80 persons worked yesterday, the first day of the strike, as compared with 70 today.

c. The strike, which was originally scheduled for three days, should terminate after 1 December. Members of the first union claim that their future plans will depend upon management's attitude. Yesterday morning, members of this union accompanied by outside sympathizers, shut off the main gas cock in the factory, thereby disrupting production. The same tactic was practiced from 0845 to 1150 today. On both occasions, police were called and the agitators dispersed without incident.

d. This purge issue was referred to the Tokyo District Court on 16 November, with the first hearing scheduled for 11 December. Several days later, the union appealed to the LRC, charging management with an unfair labor practice. The LRB and Labor Ministry are also believed to be conducting an investigation.

Annex 3b, page 1

3. **SUMMARY:** Management officials of the Fuse Electric Bulb Company, engaged approximately 50% in PD production, reported that work had been disrupted by the union in opposition to the recent red purge which affected four union officials. Investigation revealed that the number one union is on strike, whereas the second union is not. Management anticipated trouble and had therefore previously assigned only members of the second union to work on bulbs designated for the army. In spite of agitation and other disruptive tactics by the number one union, deliveries to the armed forces continue. Management promised to notify this headquarters when labor disturbances are of such magnitude as to prevent fulfillment of its PD obligation.

CHESTER J. PECK
Labor Relations Division

Prof. file

fk

18 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip, Tokyo, 17 November 1950: Women Unionists

1. At the request of the Toshima LPO, Tokyo-to, KACAR personnel addressed an assembly of young women union members at the Itabashi Labor Hall. Purpose of lecture was to encourage union activity on the part of women members. Particular emphasis was placed upon the need for education of women regarding the labor laws, the advantages of unionization, the meaning and techniques of collective bargaining, the importance of the trade agreement, and the democratic conduct of union meetings and union activities.

2. Attendance was approximately 40. The other speaker on the program was Mrs. Shigeko Tanabe, of the Tokyo Domestic Relations Court. In a brief discussion with Mrs. Tanabe and the LPO chief prior to the meeting, the following significant information was brought out: Mrs. Tanabe makes frequent visits to factories for the purpose of speaking to women workers. Again and again she has come across employers who will grant her the privilege of talking with women workers only upon the condition that she say nothing about equal rights for women, the new freedoms, or the need for union organization. This type of resistance is also frequently reported by LP officials in the prefectures.

3. Summary: Lecture on the subject of women's activities in unions was given for approximately 40 women union members at the Itabashi Labor Hall, Tokyo-to.

RALPH FRIEDRICH
Labor Relations Division

Prep. file

kn

16 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip, Tokyo, 14 November 1950, Trade Agreement

1. Meeting was conducted for union rank and file at Isetan Department Store, Shinjuku, on the evening of 14 November, for the purpose of encouraging conclusion of trade agreement, negotiation of which is about to begin. Special emphasis was placed upon the establishment of grievance machinery. Through co-operation of Tokyo-to LP officials and union officials, the SCAP CIE film on grievance machinery, ANZEN-TO (Safety Light) was exhibited for the rank and file on 10 November. Tokyo-to LP officials were also present at the meeting reported above.

2. Although attendance at the meeting had not been made compulsory, since it was held after working hours, nearly all of the 900 employees were present.

3. Union officials reported that both union and management are at present engaged in revision of their draft proposals for a trade agreement, in accordance with suggestions made by KaCAR personnel at a previous meeting (MEMO FOR RECORD, 3 November). They will report the degree of progress in negotiations. They also requested permission to call upon the LRD for further assistance.

4. Summary: Meeting was held for rank and file union members at Isetan Department Store, Shinjuku, Tokyo, for purpose of encouraging negotiation of trade agreement.

RALPH FRIEDRICH
Labor Relations Division

Annex 3b

fk

7 November 1950

MEMORANDUM FOR RECORD

Prof. file

SUBJECT: Telephone Report from Osori Labor Policy Office
re Kehin Joint Struggle Council

1. As nearly as can be determined, the "Kehin Joint Struggle Council for Crushing the Violent Suppression" originated as follows: There is an organization called the Plant Representative Council (Kodai-Kaigi), in existence since 1946, which is a Communist dominated organization composed of representatives from various plants. One of their policies is opposition to the red purge program, on the basis that it is aimed at suppression of the labor movement in Japan. The Kehin Joint Struggle Council...is composed mainly of members of this Kodai-Kaigi.

2. Radical elements of the following organizations are represented: Toho Branch of Nichi-Ei-En, Itabashi Branch of Toppan Printing WU, Nakano Ward Council of Labor Unions, Shinjuku Branch of Tokyo Boken General WU (day laborers); Hodogaya Chemical WU, Oji WU, Fuji Industry Mitaka Plant Union, Oi Railway Mechanical Engineering Department (National Railway), Hokushin Electric Branch of All-Japan Metal WU, Tokyo Light Metal All WU, Ishikawajima Dockyard WU, Democratic Youth Group of Tokyo University, Nippon Automobile WU, National Federation of Students' Associations, Japan Steel Tube WU, Teachers Union of Tokyo College of Technology, Mekaba Branch of Tokyo Express Railway WU, Ofuna Branch of Shochiku WU, Ota Ward Committee of Japan Communist Party, Dai Nippon Printing WU, Nihon Educational Facilities WU, Tokyo Kisha WU, Shibaura Day Laborers Union, Gotanda Day Laborers Union, Sugisani Branch of Zentei, Ikegai Automobile WU, Ota Ward Democratic Front, Japan Anti-Discharge League, Korean Youth Culture Group, and others.

3. Although the union at the Tokyo Engineering Works is not associated with either the Kodai-Kaigi or the Kehin Joint Struggle Council, they were approached by the Kehin...Council, and a joint struggle against the recent dismissal of 45 security risks was suggested by the Kehin...Council, this struggle to include a "general" strike on 7 November.

4. The union put the matter up to the workers. Results of a general ballot showed the workers to be against accepting the proposition of the Kehin Council by 1276 - 200 odd votes, and the TEW Central Struggle Committee rejected the assistance of this organization. TEW Union leaders believe that the Kehin...Council can be of no help to them and will only have a bad influence on their cause.

5. On 6 November, the Kehin Council asked permission to use the TEW Union Hall for a meeting, and approximately 25 members of the Kehin Council held a meeting. Whether TEW union members attended the meeting is not known.

Annex 3a, page 1

and reliable information about what was discussed is unavailable.

6. It is believed that there will be no "general" strike (neither in TEW nor in any of the other unions) on 7 November, as was originally threatened.

Summary:

Omori Labor Policy Office reported, by telephone, details concerning the activities of the "Kehin Joint Struggle Council for Crushing the Violent Suppression". Workers at TEW voted against participation in tactics proposed by the above group. It is believed that there will be no strike on 7 November.

M. T. CANACHO
Labor Relations Division

kn

8 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Red Purge at Oki Densen

1. Office conference was held with union representatives of the union at Oki Densen. Three workers were recently discharged under what is termed in a company document "personal retrenchment ... for security ... of the company's". As to criteria for discharge, the company set up the following standard: "Due to the important social mission assigned to the enterprise of the company, those who impede this mission, or those who spoke on harmful ideas to labor-management relations, or those who are deemed to be keeping those activities secret purposely." Union officials believe this to be a red purge, as one of the three discharges, an 18 year old girl, is a CP member. Even so, union officials did not feel there was cause for discharge of the girl, as they stated that everyone knew this girl to be very quiet, and not one to raise her voice in any kind of activity. The other two discharges are the Chairman and Chief Secretary of the Okaya Branch of the Union. The union officials believe that these two are neither Communist nor sympathizers, but were dismissed for union activity. Management accuses the two of being sympathizers.

2. Union officials wanted to know if the reasons as given by the company had to be accepted by the union. Labor Division representative expressed the opinion that the reasons were vague, and that there was no reason why the union could not request clarification from the company. As for the discharges, they were advised to take the matter to the Labor Relations Commission, and to seek the advice of their local LPO Chief. They expressed the opinion that the matter could probably be amicably settled thru the efforts of a third person thru which the management might satisfy the union as to the reasons for discharge. (Management representatives, in a previous office conference, also expressed a willingness to handle the matter in this way.) It was suggested to them that the LPO Chief might be able to handle the matter, or recommend someone who could.

3. The group had previously called at Mr. Amis' office and had been referred to this office by Mr. Shigeno.

SUMMARY: Conference was held with union representatives from Oki Densen, where three workers were recently discharged under a red purge. Union officials desire further explanation of the reasons for discharge. They were advised that there was no reason why they could not request clarification from the company. They expressed the opinion that they would rather deal with the company thru a third party. It was suggested that they seek advice and guidance from the local LPO chief.

V. BROWN
Labor Relations Division

Annex 3b

Prof. file

ka

3 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Trade Agreement Conference, Isetan Department Store, Tokyo,
2 November 1950

1. In response to requests from both management and union officials for advice and assistance in negotiation of new trade agreement, two meetings were held at the Isetan Department Store (Shinjuku), Tokyo. Chief subjects of discussion were (a) draft proposals submitted by management and union and (b) essential elements of a sound trade agreement. Flaws and deficiencies in each draft proposal were pointed out, and proper recommendations made. It was particularly recommended that thorough study be given to the subjects of grievance machinery and seniority. Some time was spent in defining for the union the area of management rights and the means by which the union obtains a voice in these matters, particularly with regard to matters of personnel. The management council idea was taken apart, and suggestion was made that the council be replaced by three committees: collective bargaining, grievance, and production and research.

2. It was encouraging to note the high degree of receptivity on the part of both management and union. Union leaders have arranged for Shinjuku LPO to exhibit the grievance machinery film, *AKESHI-TO* (Safety Light), for the rank and file on 10 November. On the evening of 14 November, KaCAR personnel will address the rank and file on the subject of "Essentials of a Sound Trade Agreement" with emphasis on the grievance machinery system.

3. SUMMARY:

Separate meetings were held with management and union officials at the Isetan Department Store (Shinjuku), Tokyo, to assist in promotion of new trade agreement. Subsequent meetings have been scheduled.

RALPH FRIEDRICH
Labor Relations Division

Annex 3a

Prof. J. J. J.

fk

23 October 1950

MEMORANDUM FOR RECORD

SUBJECT: Disturbance at Tokyo Engineering Works (Big 5)

1. Tokyo Labor Policy Section informed this office of a disturbance at Tokyo Engineering Works. A visit was made to the plant and a conference held with Mr. Chitwood, plant manager. Also observed were a conference between Mr. Chitwood and the Japanese management of the plant, and a conference between Mr. Chitwood and the chairman of the local union.

2. On 21 October, 45 workers were discharged in a purge of Communists and sympathizers. At the close of the day's work on 21 October, there was some speechmaking, but no disturbance.

3. At about 0730, 23 October, a group began to assemble at the gate of the plant. There were about 100 by 0800. The group was composed mainly of outsiders who were well trained agitators. It is believed that only about one-half of the 45 discharges were in the crowd. Approximately 25 or 30 police were dispatched from Ikegami Police Station, but were unable to control the demonstrators. The gate of the plant was broken down and a gate guard and a man from the plant security office were injured seriously. Another worker, recognized as a member of the Mindo (Democratization League) faction, was beaten and is now in the hospital. A kind of picket of line was formed through which the workers entering the plant were forced to pass. The demonstrators confined their activities to the gate area and did not attempt to enter further into the plant. The maximum number of police present at any one time was about fifty.

4. Shortly before 0930, the demonstrators adjourned to the union offices of a neighboring plant. At 0930, the police arrived at the Tokyo Engineering Works in force, but the demonstrators had left the premises, and by this time had barricaded themselves on the third floor of the building used by the union of Hokushin Denki, on the neighboring premises of the Hokushin Denki Company. The doors of the building were barricaded with benches, etc, and the demonstrators fought off the police with bamboo sticks, teacups, ashtrays, and similar ammunition. About 150 demonstrators were in the building.

5. The police finally negotiated a truce, thru the good offices of the chairman of the executive committee of the Hokushin Denki Union, who acted as an intermediary between the police and the demonstrators. The police took two of the leaders for detention, and the rest of the group dispersed. This was at 1320.

6. At Lt. Speights and two enlisted MPs were present "in a liaison capacity" as observers.

7. At the close of work on 23 October, all members of the union will vote on whether or not to strike in opposition to the discharge of the 48. Plant manager offered the use of plant facilities for the balloting, as has been customary in previous elections.

8. Two men were detained by the police in connection with the violence at the gate during the morning. The two leaders taken by the police after the barricade incident are also under detention at Ikegami Police Station. One is a member of the Shinagawa Ward Assembly. The other is vice-chairman of Tokyo Kyuko (Tokyo Express -- a private railway) Workers Union. The extent of implication of the Tokyo Engineering Works union in the fracas is not yet clearly determined. According to Tokyo LPS, the majority of the demonstrators were from Tokyo Kyuko, Zengakuren, Shinagawa Koren, and Ota Koren -- in addition to a group of Koreans.

9. Further activity on the part of the demonstrators is expected.

V. BROWN
Labor Relations Division

(Comment and Compromise as noted in paragraph 5 is considered to be a fance on law and order)

Martin T. Camacho

Prof. file

kn

25 October 1950

MEMORANDUM FOR RECORD

SUBJECT: Visit to Tokyo Engineering Works (Big 5) and Conference at Mr. Aais' Office

1. After securing approval from CAS and Mr. Chitwood, plant manager of Tokyo Engineering Works, a meeting was held with approximately 50 members of the union at that plant. Included were the four top union officers, one of which was a discharge under last week's purge of security risks.
2. In speaking to the union members, the labor officer discussed three impediments to sound union development in Japan: (1) Management opposition, (2) indifference of rank and file regarding union activities, and (3) Communist attempts to subvert the union movement to serve their own selfish aims. Education was suggested as a means of solution for the first two problems, and a greater interest and participation of rank and file members in the affairs of the union as a solution for the third.
3. Shortly before the meeting began, a message was relayed from the office of Mr. Aais, IWS Labor, requesting a conference in his office with top management and union officials, to follow the meeting at the plant. Plant manager Mr. Chitwood, and the labor officer also attended the meeting.
4. In a short discussion with American personnel only, Mr. Aais mentioned the advisability of preventing any misunderstanding on the part of the Japanese concerning the fact that occupation agencies are not involved in the red purges being conducted by Japanese industry, and that a distinction must be made between the red purge and dismissals for security reasons in plants in which the Army has an interest.
5. In the meeting with the Japanese management of the plant, Mr. Aais asked questions concerning events at the plant and details surrounding the dismissal of individuals classified as security risks. Japanese management stated that they had been considering a purge of Communists and sympathizers and had decided such was necessary. In the company's Yokohama Shipyard, the purge had been announced on 11 October. In the company's Kawasaki Plant, the purge was announced on 19 October. The purge at Tokyo Engineering Works was delayed because of the difficulty of determining the number to be dismissed. While management was making its plans, the Army directive came, and feeling that this took priority, they immediately made the dismissals under the directive. This information from the Japanese management conflicts with statements made by Mr. Chitwood that the Japanese management refused to take any action on its own in this matter.

Annex 3a, page 1.

6. In the meeting with labor union leaders from the plant, Mr. Amis ordered that there be no strike or other interruption of production, the reason being that this plant is doing work declared necessary to the occupation. He mentioned that this is no change in policy -- that under an occupation, strikes against the occupation are not permitted. The union chairman asked what repress they would have in case of poor working conditions, etc. Mr. Amis advised them to take up such matters with the American personnel in charge at the plant or to "us" (occupation labor officials?).

7. Concerning the handbill distributed by the union purporting to contain statements made by Mr. Shigeno in an interview on 23 October, union officials were advised that they had misunderstood and misrepresented Mr. Shigeno's statements, and that distribution of such material would stop.

8. During the course of the meetings Mr. Amis made the following statement: "The red purge, so called by the newspapers, is not a SCAP directed nor a Japanese Government directed program; it is being carried out by private industry."

SUMMARY: At the Tokyo Engineering Works (Big 5), a labor education meeting was held with about 50 union members in attendance. Impediments to growth of sound labor movement in Japan were discussed. Following this meeting, a conference was held in Mr. Amis' office, at his request, with Japanese management and with labor union leaders of the above plant. The labor union chairman was directed that a strike would not be permitted, even tho the union membership might vote to resort to such tactics in opposition to the recent discharge of Communists at the plant, and that the union could be held responsible for maintaining uninterrupted production.

MARTIN T. CASARDO
Labor Relations Division

Prof. file

fk

21 September 1960

MEMORANDUM FOR RECORD

SUBJECT: Labor Dispute at Fuji Kogyo, Mitaka Plant, Tokyo-To.

1. Reference DAR #190, 18 September 1960: On the morning of 20 September, information was received that several thousand workers within the Mitaka Plant of Fuji Kogyo K.K., were obstructing the court bailiff from serving the injunction requested by the company. Most of the demonstrators were outsiders since the company presently employs but 850 workers.

2. The labor officer, accompanied by Mr. Boherty of CAS, visited the plant the same afternoon. There were two entrances to the factory and both of them were heavily barricaded by barb-wire entanglements, criss-crossed poles, and recently cut trees. Numerous red union flags were flying on top of the gates and fences. The outside of the fences were plastered with posters. As the jeep pulled away from one of the entrances, the workers inside hastily formed a line with locked arms, and with a waving of the flags, began to sing a song, presumably the Internationale, apparently to show their defiance and contempt of law and order.

3. At the Mitaka Police Station, the following information was received from Police Sgt. Masaru Teshima and Police Inspector Yasuji Furuya, in the absence of the Police Chief, who had gone to Hachioji on business concerning the dispute.

a. The court bailiff, armed with the injunction issued by Hachioji District Court on 18 September, preventing all personnel from entering the plant, went there on 18 September, to force the workers to evacuate the factory. Union members requested time up to 1600 hrs. 18 September, in order to transfer the union office from within the plant to another spot designated by the company.

b. When the bailiff went there against the designated time, the local union members together with outsiders from Tokyo Bay Laborers Union, Toshiba Union, Niyose Hospital Union, and others, blockaded the entrance by means of locked arms and would not allow the bailiff and his group to enter and serve the injunction. Consequently, the bailiff simply announced that the plant was under his custody and withdrew. (Management representative reported that the police telephone system was out of order at that time, and the bailiff could not request police assistance).

c. At 1000 hrs. 19 September, the bailiff again went to the plant to serve the injunction, but was thwarted by the two thousand people inside the plant. Thus the bailiff was unsuccessful a third time.

d. To the inquiry of why police had not given assistance to date, the police representative replied as follows: (1) Their policy is to stay away as much as possible from labor disputes; (2) the injunction is a civil

Annex 3a, page 1

procedure and unless violence occurs, they do not wish to take an active part; (3) Before police assistance is enforced, public support must be secured by bringing to the public's attention the fact that the bailiff had been unsuccessful in several attempts to serve the injunction.

e. Inspector Furuya mentioned that the Mitaka Police Chief had conferred with NBP in Tokyo for five hours on the afternoon of 19 September; and on 20 September, had gone to Hachioji to discuss the problem, so that some action would be taken soon, although the actual time and day was unknown to him.

f. Our inquiry as to whether the union had taken any legal action, was answered as follows: Inspector Furuya had heard that the union had gone to Hachioji District Court to request cancellation of the injunction. The judge had replied that if the workers had any dissatisfaction, they should file a formal appeal in opposition to the first injunction.

4. On 21 September, information from Legal Section, this headquarters, indicated that approximately 650 police had forced their way into the plant about 0500 hrs. 21 September. They ejected the 300 or more workers who were occupying the plant and arrested about 70 people. The injunction was formally served and police are now guarding the plant.

MARTIN T. CANACHO
Labor Relations Division

Prof file

sk

25 August 1950

MEMORANDUM FOR RECORD

SUBJECT: Labor Dispute at the Japan Optical Company

1. The Japan Optical Company consists of approximately 1,653 workers in the Tokyo Plant and 147 in its Shiojiri Branch, Nagano Prefecture. On 7 August management gave notice to the union of its desire to discuss personnel retrenchment and closure of the Shiojiri Plant. The company proposed to release 250 employees in Tokyo; in Shiojiri 106 would be released, 6 would be retained to guard and maintain reparations equipment, and the remaining 35 would be transferred to the Tokyo Plant. The union reply of several days later expressed agreement to negotiate, but categorically rejected the company's plan. Instead the union requested that the agenda proposed by management be substituted with negotiations for back pay and a wage increase from 7,500 to 10,000 yen average, inclusive of taxes.

2. During the five (5) or six (6) ensuing negotiations, including several all-night sessions, the union adamantly opposed the plan, ostensibly on the ground that management had made its determination prior to consulting the union. Such action, they alleged, was contrary to an oral understanding that no action could be taken on issues of that nature until an agreement had been reached. Management denied knowledge of such an understanding. The union also believes that reconstruction can be accomplished without a reduction in force. The plan they outlined was a nebulous recommendation entailing greater production and broadened markets, and contained frequent interspersions of absolute opposition to personnel retrenchment.

3. Payment of wages is effected on the 25th and 7th of each month. At the time the union requested a discussion on the delayed wage issue, wages were about three days in arrears. Workers were paid in full about five days after the union complaint was issued. Wages are due again today, and management asserted its commitments would be met.

4. Management contends that retrenchment was necessitated several years ago; they hesitated then, but can do so no longer. They have provided the union with copies of their financial statements, but refuse to allow them to study the ledgers, since even the stockholders are not granted that privilege. (That, however, is not an issue. The union appears to be opposed to personnel retrenchment regardless of the company's financial condition.) Management stated that they have not declared a dividend to their stockholders since 1945, nor has capitalization increased in that period. During the past three years, a debt of 300,000,000 yen has been incurred.

Annex 3b, page 1

5. Management did not resort to the common practice of first soliciting voluntary resignations and thus held arbitrary action to a minimum, being fearful that such a procedure might result in the loss of key personnel and thereby impede their reconstruction program. They added that immediately following the surrender, employment was reduced from 23,000 to the present figure.

6. Pasted on the walls throughout the factory are signs concerning the dispute, however, none stronger than "Our discharge is for the benefit of a certain nation" were observed. Management claimed that the union constantly indicated opposition to PD work, and promised to furnish this office with posters to that effect.

7. At the Shiojiri Plant, too, the workers received discharge notices to be effective 20 August. A demonstration by approximately 500 persons followed such notification. The National Rural Police, according to the union officials, praised the union for its orderliness during the demonstration. Management agreed that the Shiojiri Union is far more cooperative than the Tokyo Union.

8. Both parties do not agree as to whether the Shiojiri Plant is legally open or closed. The union claims to have a statement from one of the company directors authorizing an extension of the closure date from 20 August to 31 August. Management claims the director was not empowered to issue an order of that nature; and therefore it is invalid.

9. The last session between management and the union, which was on 15 August, ended in the usual impasse. It included the usual union charges of opposition to war, colonization, military bases in Japan, etc. Management has refused subsequent union requests for negotiations.

10. Union members felt that the return to work of 63 members might give rise to alleged claims of injustice and consequent dissension among their ranks. So upon receipt of the order from this headquarters that PD work be resumed, they decided to call off their general strike. All employees returned to work at 1000 hrs, 23 August, but refused to work overtime. The following day the workers began work at 1040, but not before the department chiefs were subjected to "Kangaroo Court" tactics occasioned by union opposition to discharges. (PD work has continued without interruption since 23 August).

Conclusion:

1. Union appears to be opposed to personnel retrenchment regardless of the financial status of the company. Management refused all union requests to negotiate after 15 August, contending that no agreement could possibly be reached so long as the union persisted in its present stand and opposed "war, colonization, and military bases in Japan, etc" at the bargaining table.

775

OK3

2. The general strike was called off on 23 August. Members work each day but refuse overtime, and sometimes hold Kangaroo Court and attend union meetings during working hours. Since 23 August, PD work has continued without interruption.

CHESTER J. PRICK
Labor Relations Division

kn

31 August 1950

MEMORANDUM FOR RECORD

perf. file

SUBJECT: Interim Report on Discharges from Messrs Hirai and Tonumura of Kanto Branch of Nippatsu, and Messrs Tanishika and Akagi of Kanto Haiden

1. Kanto Branch of Nippatsu.

a. On 26 August management requested 174 workers to resign voluntarily by 30 August stating that exhaustive investigations indicated this group included either Communists or fellow travelers. A special premium would be paid to those who voluntarily resigned; those who refused would be discharged on 31 August, without a premium. Management also issued (on 26 August) a business order notifying the 174 to take their personal property with them since they would not be allowed to enter the company premises again. Management asserted that the business order was complied with.

b. 138 accepted the company recommendation, 30 rejected, and six are still undecided.

c. On the national level there were 848 recommendations, 625 acceptances, and 223 cases where results are still unknown.

d. Mindo headquarters will study all cases of known Communists who have recently sided with Mindo, to determine the sincerity of such action. Those suspected of ulterior motives will be expelled from the union. Upon completion of their investigation the Mindo group probably will - but has not yet - request the company to reconsider questionable discharges. Management will agree to negotiate in such cases, but anticipates very few differences with the union on that score.

2. Kanto Haiden.

a. 390 workers - 310 affiliated with Densen, 67 with Kampai, and 13 who withdrew from Densen but did not join another union - were among those requested to resign. As of 30 August, the deadline for voluntary resignations, only 210 had accepted their discharges.

b. Management officials stated that their discharge procedure was identical to that employed by Haseoden. However, considerable more difficulty was encountered in attempting to prohibit discharged workers from gaining entry to plant facilities. To the best of management's knowledge, the order preventing discharged workers from entering the premises is now being enforced throughout the region.

Annex 3b, page 1.

775

OK3

c. Company representatives have not yet decided whether they will agree to negotiate questionable cases, arguing that they had exercised painstaking care in selecting personnel for discharges, and are positive that no innocent persons were being discriminated against. No specific request has yet been received from either union headquarters for negotiations on disputed cases.

CHESTER PECK
Labor Relations Division

14 August 1950

MEMORANDUM FOR RECORD

Prof. file

SUBJECT: Conference with Chief and Staff of Tokyo Labor Standards Bureau on 11 August 1950

1. During the month of June 1950, a total of 1,891 establishments were visited by inspectors; 4,566 violations of the Labor Standards Law were discovered. Of these, 43% concerned safety and sanitation violations. A total of 369 complaints from workers were received during the month; a majority of these involved unpaid wages, discharge allowances, and overtime pay.

2. During June, the inspectors handled 555 cases of unpaid wages out of which 101 were settled thru the efforts of the inspectors, leaving 454 cases unsettled. 12,405 workers are involved, and the unpaid wages total ¥215,277,680. Compared with the monthly average of 500 unpaid wage cases handled and 162 cases settled for the period of January thru July 1950, a gradually deteriorating situation is seen, there being a greater number of delinquent cases and a smaller number of cases settled. This is mainly attributed to failure on the part of employers to receive payment for goods sold. It was noticed, however, that tardy payment on the part of government agencies, formerly a cause of major difficulties, has greatly improved. No progress has yet been reported as to the drafting of legislation authorizing LSICs to bring civil suit against delinquent employers in unpaid wage cases.

3. It is expected that construction on a new Tokyo Labor Standards Bureau building will be started before the end of August. The building is scheduled to be completed in December 1950.

4. During June, eight fatalities, 623 cases of serious injury, and 213 cases of slight injury on duty were reported. Although safety inspectors have been continuing their efforts toward improvement of accident rates in 65 factories selected because of high accident rates, there have been no noticeable improvements as yet.

5. As of the end of July, Workmen's Accident Insurance premium collection percentage was only 41.4% for the fiscal year of 1950. August and September have been selected as a time for increased efforts on the part of inspectors; the goal

Annex 3c, page 1.

is 90% collection by the end of September. As of the end of July, premium collection for the fiscal year 1950 totalled ¥197,843,156, and payment of benefits totalled ¥133,477,326. Benefits payments are being made without undue delay.

SUMMARY: The Tokyo Labor Standards Bureau was visited and conference held with the bureau chief and his staff. Significant items were as follows:

1. 43% of the LSL violations discovered during June 1950 concerned safety and sanitation.
2. Unpaid wage situation in Tokyo is becoming more acute.
3. Workmen's Accident Compensation Insurance premium collection for the fiscal year 1950 is only 41.4% successful as of the end of July.

MARTIN T. GAMACHO
Chief, Labor Relations Div.

orig. file

fk

8 August 1950

MEMORANDUM FOR RECORD

SUBJECT: Investigation of Grant Heights PX Concessionaire Garage
on 7 August

1. The Grant Heights PX Garage was visited today to ascertain the veracity of a statement allegedly made by one of the mechanics that he never received a monthly salary in excess of 1,500 yen, although the concessionaire received 11,500 yen for his services from the Eighth Army Central Exchange during the same period. Individual discussions with approximately 10 employees revealed that a complaint of the above nature had no basis of fact. The consensus of the workers was that the complainant was either a poor mathematician or a joker.
2. During the course of investigation, the concessionaire admitted the existence of two sets of books, each containing a record of his 65 employees. The figures of those making approximately 10,000 or less did not differ appreciably in the two (2) books. However, for those in the 10,000 to 20,000 yen salary bracket (between 15 to 20 in this class) there was a variance of from 2,000 to 7,000 yen. According to the concessionaire, only the employee profits from this duplicate book-keeping system, since the employee pays income tax computed on the smaller figure. Interrogation of employees in every wage bracket failed to give credence to the theory that part of the salaries were being withheld by the concessionaire.
3. Once each month the employees turn in their "hans" to the concessionaire, who in turn stamps the appropriate "han" beside the figure indicating the earnings of the individual. The employees do not know what amounts their "hans" have certified to, and did not appear to care as long as they receive their correct payments.
4. Unemployment premiums in the case of (approximately) twenty employees were somewhat lower, having been computed on the basis of the falsified figures. The workers are aware that such computation will result in their receiving lower unemployment insurance benefits should they become unemployed, but feel that factor is considerably offset by the advantage of having a portion of their salaries untaxed.
5. The above information was given to the Tokyo-to Labor Standards Bureau and the Employment Security Section with a request that a thorough investigation be conducted and this headquarters notified of the results thereof.

CONCLUSION:

Investigated a complaint from an unknown mechanic of the Grant Heights PX Concessionaire Garage who intimated that management was illegally withholding a sizeable portion of his earnings. Complaint was found to be groundless. Questioning revealed, however, that two (2) sets of books were being maintained for the purpose of evading full payment of income tax and unemployment insurance premiums. Tokyo-to Labor Standards Bureau Employment Security Section requested to investigate and report results thereof to this headquarters.

CHESTER J. PROCK
Labor Relations Division

kn

12 July 1950

MEMORANDUM FOR RECORD

SUBJECT: Conference with Riken Spring & Steel officials

1. Mr. Sekimoto, president of the above company and Mr. Anno, an official of the company, called at this office 12 July for advice and guidance concerning a problem at their plant.
2. The Riken Spring and Steel Co. has two plants, both in Tokyo (Adachi and Kamata Wards) and employs 170 workers. In September 1949 the company was almost bankrupt, and a new management was brought in. The new management is making all efforts toward rehabilitating the company, but Communist elements among the workers are impeding this rehabilitation by various obstructionist tactics. As the company is due to be merged with the New Riken Industrial Corporation in September 1950, management desires to remove the troublesome elements before that time.
3. The union is called Riken Spring & Steel Co. Employee's Union, and is affiliated with SODGEI.
4. The trade agreement expired on 25 December 1949. Management presented to the union a proposed draft of a new contract. The union replied that it was unacceptable. There have been no further negotiations.
5. The rules of employment provide for discussion of any dismissals by a management-labor committee. Details as to advisory or policy making powers of this committee were unavailable. Management was under the impression that presentation of management's desire to dismiss workers would end in a deadlock, as management and the union have equal representation on the committee.
6. There are eight Communists who, although they are not officials of the union, attempt to control the union and have considerable influence, especially among the younger workers. The company wishes to dismiss these eight. They have organized a Communist Cell within the union, and publish a newspaper which is distributed within the plant. They also distribute other political leaflets within the plant. They leave their working places during working hours in order to hold discussions in various parts of the plant. They have agitated against conclusion of a trade agreement. Management states that they have evidence of insubordination of these workers, and that they are collecting additional data in

Annex 3a, page 1.

anticipation of discharging these eight for cause. They have taken no definite steps toward dismissal as yet, and asked our advice on the matter.

7. There is no system for enforcing discipline within the plant at present.

8. The president stated he was familiar with the booklet "Communists Within the Labor Movement".

9. This office advised management to build up a case against the eight and then to dismiss them as soon as possible. Also advised was the setting up of a system for handling discipline in a prompt, fair and impartial manner in accordance with a set series of graduated steps. Booklets on grievance machinery and on the seniority principle were given to the company president.

10. Management officials will report further developments.

MARTIN F. CANAGHO
Labor Relations Division

15
pref file

ek

27 June 1950

MEMORANDUM FOR RECORD

SUBJECT: Spot Checks of Tokyo PESOs on 26 June 1950.

1. Although the Ministry of Labor had issued instructions that all PESOs should use the rotation system in assigning workers to jobs on work relief projects, Tokyo-to Labor Bureau had never put this system into effect. All other prefectures within the Kanto Region are operating in compliance with the Ministry instruction. This section has repeatedly noted that the Tokyo Labor Bureau was evading the instructions of the Ministry. The Tokyo Labor Bureau finally decided to put the rotation system into effect on 26 June.

2. About 1330 hours on 26 June, a phone call was received from Tokyo Labor Bureau saying that all Tokyo PESOs had begun to apply the rotation system from that morning, and that there were disturbances at various PESOs, as the day laborers were refusing to work, in opposition to the use of the rotation system.

3. In order to verify the above report and obtain first hand information, visits were made to PESOs in Gotanda, Shibuya, Shinjuku, Adachi, Oji, Kandabashi, and Ueno. These PESOs were selected as those at which difficulties were most likely to occur.

a. Gotanda PESO: Approximately 1,500 day laborers were assembled in front of the building at the time of the visit; included were members of Ota Ward Council of Labor Unions, Foho Studio Union, and other SANBETSU affiliated unions. About 25 PESO officials and about 50 workers were inside the building. Eighty policemen were on guard to prevent any move toward violence. Officials reported that 1,650 day laborers had reported to the PESO that morning. There were sufficient jobs for 1,600. Only 26 were placed however, and the others refused to work, in order to express their opposition to the rotation system. Instead, they carried on "negotiations" all day with PESO officials. The workers also claimed they should be paid for the day, claiming that it was the PESO's fault that this "delay" had occurred. No acts of violence occurred during the day, but after 1700 hours, while on their way home, two PESO officials were attacked by a group of day laborers, and were struck with lunch boxes. Police have arrested three of the participants in this attack.

b. Shibuya PESO: Officials reported that leftist union leaders had attempted to obstruct the orderly placement of workers that morning. Two window panes and a door of the PESO were broken by unidentified

Annex 3a, page 1.

workers. However, by 1100 hours, all of the 2,400 day laborers had been placed. Handbills opposing the use of the rotation system were distributed by leftist unions and Communist cells.

c. Shinjuku PESO: In spite of obstructionist tactics by leftist union leaders, all 2,760 workers were placed by 1030 hours. The total number of applicants was about 100 less than on an ordinary day, leading officials to believe that some laborers have in their possession more than one of the pocket books used to facilitate placement. No violence was reported.

d. Adachi PESO: Although officials stated that workers seemed opposed to the use of the rotation system, there had been no disturbance of any kind that day, and placements had been carried out smoothly that morning.

e. Oji PESO: Leaflets were distributed by members of a construction workers union, and representatives of the laborers met with the PESO chief to demand full employment. However, all workers were placed smoothly that morning. PESO chief had held a meeting on the preceding Saturday to explain the new system to the workers.

f. Kandabashi PESO: In the morning, Communist and Korean elements had agitated the workers into opposing the rotation system, distributing pamphlets and handbills. When PESO officials attempted to distribute a handbill explaining the new system, they were prevented from doing so by the agitators mentioned above. However, a repatriate managed to get the attention of the group and made an anti-communist speech, to which the group responded with cheers. All persons were then placed in an orderly fashion, and the agitators found themselves with no argument.

g. Ueno PESO: The Chief of this PESO had previously held meetings with labor leaders to explain the operation of the rotation system. Although several agitators attempted to cause a disturbance among the workers that morning, the workers did not pay any attention to them. Placement was possible for all but 32 of the workers applying; the 32 left the premises quietly.

4. Summary:

The rotation system for placement of workers on work relief projects, after long delay, was initiated in Tokyo-to on 26 June. Spot checks were made to observe results. Some PESOs reported demonstrations and refusal of laborers to work under the rotation system. In one PESO, workers stayed outside the office all day while their leaders "negotiated" with PESO officials, demanding full employment, abandonment of the rotation system, and a full day's pay for that day, even though the workers had refused to work. Two officials from this PESO were attacked by workers on their way home. Police have made three arrests. In two other PESOs, there were demonstrations and "negotiations", but workers had been placed by late morning. Other PESOs reported various

775

OK3

minor demonstrations but all placements made smoothly. In two PESOs, the officials had previously explained the operation of the rotation system to workers and union leaders; in these, placement proceeded smoothly without any demonstration. Except for Getanda and Ueno, placement was possible for all applicants.

MARTIN T. CANACHO
Labor Relations Division

Annex 3a, page 3.

kn

24 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Visit to Tokyo Labor Bureau on Problem of Day Laborers and Work Relief Projects, 20 April 1950

The Labor Relations Division chief was accompanied by Mr. Doherty of Civil Affairs Section, SCAP, to confer with the Japanese officials on the above subject. By coincidence, approximately 200 day laborers including many women working on work relief projects in Tokyo, were staging a demonstration in front of the Tokyo Labor Bureau Office prior to the conference. They had come to present six demands, one of which was a holiday with pay on May Day. There was heated argument between the mob leaders and Labor Bureau officials but no violence and the meeting was dispersed by building guards without the aid of the police.

The problem of the day laborers on work relief projects was the principal matter of discussion. It was agreed by the Labor Bureau officials that under present conditions to adequately obtain an accurate figure as to the number of jobless entitled to day labor on work relief projects, two things were necessary: (a) Each jobless worker meeting the requirements must be issued a booklet entitling him to a job on a work relief project. (b) The rotation system must be used in lieu of the present practice of issuing booklets to the extent and number that there are jobs available. However, Labor Bureau officials definitely stated that they would not use the rotation system despite the fact that they had received a directive from the Labor Ministry instructing them to do so. When asked how it was that they were violating the directive, the reply was that the Labor Ministry was well aware of the fact that the Bureau was not complying with the directive. It was further said that the rotation system had been employed in Tokyo-To in 1949, that it proved to be wholly inadequate because the number of days each eligible worker received fell far short of what was required to maintain decent living standards. Officials added that for Tokyo-To to reemploy the rotation system would be too precarious because the number of jobless that would be issued booklets would exceed the number of jobs available by leaps and bounds. The increase of jobless that would apply would create a more hazardous state of affairs than what is being presently experienced. The officials were then asked as to the means of livelihood of those numbers not now receiving any assistance through work relief. The answer was that whereas figuratively speaking one man could be saved by ¥200 a day, dividing this sum between two men

Annex 3b, page 1.

would mean that the two would be unable to subsist. Furthermore, to avoid more intense trouble it was considered more expedient to continue to issue booklets to the extent of the number of jobs available. The above is another instance where the Labor Ministry issues directives, perhaps at the suggestion of SCAP authorities, but turns its head the other way when it comes to a question of compliance.

The Labor Bureau officials pointed out that the demonstration which was observed before the conference was a daily occurrence at all PESOs throughout the city. They are seriously hampering the normal operations of the employment offices and some PESO chiefs have suffered nervous breakdowns from constant harassment by the day laborers. They also concluded that work relief projects and welfare relief were only stop-gap measures and would not solve the problem of unemployment. It was their recommendation that the government take immediate steps to launch extensive public works projects and to revive private business and industry by the use of Counter-Part Funds to alleviate the unemployment situation which is gradually becoming more intensified.

The Tokyo Labor Bureau is planning to carry out an extensive drive during the rest of this month and the beginning of May to promote the conclusion of trade agreements. It was recommended to them that they sponsor more demonstrations on the nomination and election procedures as several unions had reported to this office that they sometimes spend a full month in the selection of their officials. A question was asked as to the percentage of trade agreements as compared with the number of unions in the United States. The reply given was that it was extremely high as a trade agreement was the only justification for a union's existence. However, the exact percentage would be given to the Bureau just as soon as that information is available to this office.

SUMMARY:

1. Tokyo Labor Bureau officials are opposed to "rotation system" on work relief projects in spite of the Labor Ministry directive, on the grounds that the system would cause a much more hazardous state of affairs than is being experienced under the present system of issuing booklets to the extent of the number of jobs available, and because the system, once used in 1949, had proved wholly inadequate in its role as relief measures.
2. Demonstrations by day laborers seriously obstructing PESO operations.
3. Public works projects and revival of private business and industry only solution to unemployment problem.
4. Tokyo Labor Bureau sponsoring drive for more signed trade agreements.

MARTIN T. CAMACHO
Labor Relations Division

fk

18 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Demonstration of Nomination and Election Procedures for Union of Nippon Mujun (Finance Co.), Kanda-ku, Tokyo, 18 May 1950

1. Background Information on Nippon Mujun Union (obtained at informal conference prior to demonstration):

Nippon Mujun is a national finance company with main office and eight branch offices in Tokyo. Total union membership in Tokyo is 588. Union has been in existence since 28 April 1948. There has never been a trade agreement, however. Union chairman stated that membership is not aggressive. Elected officers have assumed their posts more out of a sense of duty than out of any desire to assert themselves or to promote dynamic union activity. Chairman further explained that the reason for lack of union activity is that any aggressiveness on the part of members may result in non-promotion or, worse still, in discharge. He added that there have been actual cases of discharge for union activities in this enterprise. This has resulted in a feeling among the workers that management has all the rights on its side, and in a reluctance on the part of members to accept nomination and election to union posts. The union chairman went on to express the opinion that all too few cases of discriminatory discharge have reached the Labor Relations Commission, and that no precedent has been established by LRC's in upholding those workers whose discharge constitutes a clear-cut case of discrimination. The Nippon Mujun union, in addition to these problems, is faced with financial difficulties. It has had to suspend publication of its monthly magazine and has found it necessary to curtail other activities. Since a management representative was present during most of this conference, KACAR personnel took advantage of the opportunity to point out the shortsightedness of management in disposing of union leaders under the pretext of personnel rationalization and to urge management's co-operation in the labor movement.

2. Demonstration:

The demonstration of nomination and election procedures was conducted by Tokyo-to LPS officials after a short introductory speech by KACAR personnel in which the following points were emphasized: Occupation policy has been to encourage a free trade union movement in Japan. A truly democratic union requires the participation of its entire membership. One important form of participation is the nomination and election of union officials. Minority control must be avoided. The local union, democratically organized and operated, is an essential unit in a democratic society. The demonstration was well conducted and was followed with genuine interest by the membership. Attendance was approximately 210. Plans for the meeting included exhibition of CIE films. Since the union chairman had mentioned that

the union was unfamiliar with parliamentary procedures, it was recommended that he arrange with the LPS to show the CIE file, HOW TO CONDUCT A MEETING.

SUMMARY:

1. Nippon Majun union (membership 588) is 4 years old, but has never had a trade agreement and is not dynamically active. Members are reluctant to accept nomination and election to union posts because they fear management retaliation. Some employees have been discharged for union activities. Chairman expressed opinion that more cases of discrimination should be appealed to LRS and that precedent needs to be established upholding workers who are victims of this type of discriminatory discharge.

2. Demonstration of nomination and election procedures was effectively presented for approximately 210 union members, with introductory remarks by KACAR personnel emphasizing the importance of this aspect of union organization.

RALPH FRIEDRICH
Labor Relations Division

sk

24 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Demonstration of Nominating and Election Procedures for
Union of Honda Electric Machinery Co., Shinagawa-ku, Tokyo,
23 May 1950

1. Background Information on the Union (obtained at conference
with union and management representatives prior to the demonstration):

The Honda Electric Machinery Co. has two plants, with a total of 110 employees. The union was organized in 1947; has a membership of 50. To date, there has been no trade agreement. The union, however, desires to conclude an agreement and is in the process of completing a draft proposal. Negotiations have not yet begun. Advantage was taken of the opportunity to explain that KaSAR is encouraging the conclusion of sound, written trade agreements. It was advocated that both management and union study a number of model agreements prior to negotiation and that each side prepare a written proposal to bring with it to the collective bargaining table. The undesirability of day-by-day negotiation was pointed out, and the vital importance of arriving at a written, signed trade agreement was emphasized.

Inquiry was made concerning the status of union activity, educational programs and membership participation. The union chairman reported that nine general meetings had been held during 1949 and that effective assistance has been given by the local LPS in the conduct of educational programs. In the early period of the union's history, interest of the rank and file was slight, but it has gradually increased. Average attendance at meetings runs to 96% at present. The union has copies of KaSAR pamphlets on seniority, grievance machinery, and nomination and election procedures. These are being circulated for study by individual members. In addition to this procedure, union officials take advantage of recess periods to meet with the workers and discuss with them the contents of the pamphlets. The union chairman stated that, from the point of view of the average worker's educational background, these pamphlets are not difficult to understand. The union publishes an educational organ twice yearly.

The president of the company reported that a 30% personnel cut took place in January 1950. Inquiry was made concerning the system used in carrying out the reduction. The following set of separation standards was used: (a) workers over 55 years of age; (b) workers who had been absent for more than 6 months (on account of illness, etc.); (c) workers

ANNEX 3a, page 1.

who were from families with 3 or more members employed at the plant (one of the 3 was discharged); (d) workers with less than one year of service with the company; (e) workers who were inefficient or incompetent. It was recommended that a seniority system, along the lines laid out in the KaGAR pamphlet on the subject, be established, since it will provide a satisfactory method for dealing with any future problems of lay-off or discharge.

2. Demonstration:

After a brief address by KaGAR personnel on the subject of democratic processes in the trade union, with emphasis on the importance of correct nomination and election procedures, Tokyo-to LPS personnel presented the demonstration. The entire union membership was present. Attention and audience participation were excellent, and the type of questions asked during the discussion period indicated the high degree of interest with which the presentation had been received. As at previous meetings, such interest was shown in methods of preventing minority control of unions.

SUMMARY: Demonstration of nomination and election procedures was conducted for entire membership (80) of Honda Electric Machinery Co. Union (Tokyo). Presentation was followed with high degree of interest. Union is three years old, but to date has had no trade agreement. Negotiations are in the offing, with preparation of union proposal nearing completion. KaGAR pamphlets on seniority and grievance machinery are under study by union membership. Chairman stated that pamphlets were not difficult for average worker to understand. Encouragement was given both to union and management to establish a written trade agreement, with recommendation that both sides make a study of model agreements and prepare written proposals prior to negotiation.

RALPH FRIEDRICH
Labor Relations Division

kn

23 May 1950

MEMORANDUM FOR RECORD

Buff file

SUBJECT: Demonstration of Nomination and Election Procedures for Union of Tokyo Galvanizing Co., Ltd., Komatsugawa, Tokyo, 22 May 1950

1. Background Information on the Union (obtained at conference with union and management officials prior to the demonstration):

The union was organized in the spring of 1946; has a membership of 150; is affiliated with Sodomei. There is a trade agreement. Union officials reported that degree of activity is high. Tokyo-to LPS officials reported that degree of activity is high. Tokyo-to LPS officials stated that the union might well serve as a model. There have been no disputes. Through peaceful negotiation a ¥12,000 wage base has been obtained. The company has not been faced with the problem of personnel reduction. The union education chief stated that degree of membership participation in union meetings and activities is excellent. It is the policy of union officials to encourage self-expression in the rank and file. Attendance at union meetings averages 85%. There is a penalty system (fines) for dealing with absences from meetings. In addition to obtaining LPS assistance in carrying out educational programs, the union has developed programs of its own. KaCAR personnel mentioned the availability of the following educational materials: KaCAR pamphlets on seniority, grievance machinery, and nomination and election procedures; Tokyo-to LPS slide-films on nomination and election procedures; SCAP CIE film, "How to Conduct a Meeting". The union has a publication which appears once every two or three months. At present, there are no special problems, although some difficulty is anticipated in future negotiations on implementation of the wage clause. It was inquired whether the wage is actually specified in the trade agreement. The reply was that the agreement provides for further negotiation on the wage issue. Advantages of the specific wage clause (of at least six months' duration) were discussed.

2. Demonstration:

KaCAR personnel prefaced the demonstration with a brief address on the subject of democracy in trade unions, with particular emphasis on the importance of correct nomination and election procedures. The demonstration itself was conducted by Tokyo-to LPS officials. Attendance was approximately 150. Audience participation was excellent. High degree of interest bore out the union education official's report that the rank and file are encouraged to express themselves. Caliber of questions asked during the period following the demonstration indicated the serious

consideration with which the demonstration had been received. Particular interest was shown in methods by which minority control of a union can be prevented.

SUMMARY:

Demonstration of nomination and election procedures was conducted for union of Tokyo Galvanizing Co., Ltd. Attendance was approximately 150. High degree of interest was shown, and audience participation was excellent. Union is four years old; has trade agreement; is affiliated with Sodan; has achieved \$12,000 wage base through peaceful negotiation; gives indication of having good educational program and active participation by rank and file.

RALPH FRIEDRICH
Labor Relations Division

kn

22 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Demonstration of Nomination and Election Procedures for Union of Toppan Printing Co., Shitaya-ku, Tokyo, 19 May 1950

1. Background Information on Toppan Printing Co. Union (obtained at informal conference with union and management representatives prior to the demonstration):

The Toppan Printing Co. is a national-level enterprise with 4,000 workers in eight plants. The unions in these eight plants comprise a federation. The Tokyo union has 2,700 members: 1,700 at the Itabashi Plant; 650 at the Koishikawa Plant; and 350 at the Shitaya Plant, where the demonstration was given. The union is three years old and has a trade agreement. The federation of eight unions (mentioned above) is not affiliated with any national federation, but the unions at the Itabashi and Koishikawa Plants are affiliated with the All-Japan Printers' and Publishers' Union. Present union-management relations are good, but earlier in the union's history the radical element was dominant, and relations were considerably strained. Beginning in August 1949 and continuing over a period of one month, 800 workers were discharged throughout the national-level. Chief reason for this was the decline in Government orders for bank notes. The Fuji Plant (Shizuoka) was particularly affected, since its production was greatly decreased. There were difficulties involved in the discharges. The federation was firmly opposed, but the local unions gave in. At this point in the discussion, advantage was taken of the opportunity to recommend a thorough study, by both union and management, of the KACAR pamphlet on the seniority system. It appears that management did make use of a type of seniority system in carrying out last year's discharges. Union officials were questioned regarding the degree of interest shown by the rank and file in such matters as seniority and grievance machinery. They stated that while the knowledge of the average union member concerning these subjects is not too detailed, workers are interested in the solutions that these systems would offer to a number of their problems.

2. Demonstration:

The demonstration of nomination and election procedures was conducted by Tokyo-to LPS officials after a brief introductory speech by KACAR personnel emphasizing the vital importance of this phase of union business. Attendance was approximately 150. The demonstration

Annex 3b, page 1.

was well conducted and was followed with lively interest by the membership. Audience participation was unusually good, particularly in that it revealed great interest on the part of young women employees. Tokyo-To LPE officials were commended on the effectiveness of preparation, facilities, and presentation itself.

SUMMARY:

Demonstration of nomination and election procedures was presented for Shitaya Plant union of Toppan Printing Co. (Tokyo). Attendance was approximately 150. Interest and audience participation were excellent. Union is three years old; has a trade agreement; is part of federation of unions of the 8 Toppan plants throughout Japan. Present labor-management relations are good, although dominance of the radical element earlier in the union's history caused considerable difficulty.

RALPH FRIEDRICH
Labor Relations Division

Prof file

km

10 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference held at Shinjuku, Tokyo,
on 9 May 1950

1. The program for the conference was similar to that of the initial series of conferences. Subjects covered included labor-management relations, collective bargaining and the trade agreement, wage clauses, allowances, discipline within the plant, standards of efficiency for workers, the seniority principle, and grievance machinery.
2. Attending the conference were approximately fifty management representatives from Shinjuku, Nakano, and Sugiyama Wards, and officials from Tokyo Labor Policy Bureau and Shinjuku Labor Policy Office.
3. During the discussion period which followed the main presentation, the following questions were brought up: How can management discharge inefficient workers when the union refuses to agree to the standards of efficiency and of discharge set up by management? In case of disagreement between the labor contract and the rule of employment, which will apply? If the labor contract has expired and no new contract has been signed, is the old contract considered still to be in effect? If the trade agreement is for one year, how can the wage clause be renegotiated after six months? To what extent must management consult the union in making overall administrative plans? What is the relationship between retirement age and the seniority principle? Can the immediate supervisor of the worker (referred to in the discussion of grievance machinery) be a member of the union? If this supervisor is already a member of the union, how can the grievance machinery operate?
4. Pamphlets on the seniority principle and the operation of grievance machinery were distributed to the group by the Shinjuku Labor Policy Office.

V. BROWN
Labor Relations Division

Annex 3a

Profile

Tokyo
kn

2 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference at Mita, Tokyo, on 1 May 1950

1. Agenda for the conference was the same as for the initial series of conferences. Subjects covered included labor-management relations, collective bargaining and the trade agreement, wage clauses, allowances, discipline within the plant, efficiency standards, the seniority principle, and grievance machinery.

2. Attending the conference were approximately 60 management representatives, and Labor Policy officials from Tokyo-to and from Mita Labor Policy Office.

3. During the discussion period which followed the main presentation, the employers brought up a number of items. They included criteria for making promotions and giving raises in pay; the maintenance of separate funds to pay allowances; the use of the arbitrator, qualifications, and method of selection; job analysis and rating sheets; and the seniority system and the inefficient worker.

VERNON P. BROWN
Labor Relations Division

Annex 3a.

Preffale

Tokyo
kn

3 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference held at Shibuya, Tokyo,
on 2 May 1950

1. Program for this conference was similar to that of the initial series of conferences. Subjects covered included labor-management relations, collective bargaining and the trade agreement, wage clauses, allowances, discipline within the plant, standards of efficiency, the seniority principle, and grievance machinery.
2. Attending the conference were approximately sixty management representatives, and officials from the Tokyo-to Labor Policy Section and the Shibuya Labor Policy Office.
3. During the discussion period which followed the main presentation, the following questions were asked: Are there any forms of miscellaneous allowances for workers in the United States, and if so what are they? What kind of bonuses are paid in the United States, and are they set forth in the trade agreement? What kind of retirement allowances or pension plans are in use in the United States? What is the basic philosophy behind the use of seniority in layoffs? What is the relation between seniority rule and job classification? Isn't it possible, in layoffs under a seniority system, that a valuable man, such as a section chief newly hired, might be lost. In the United States, is there a system of leave with pay in case of death of near relatives?
4. Pamphlets on the seniority principle and on grievance machinery were distributed to the group by Tokyo-to officials.

VERNON P. BROWN
Labor Relations Division

Pref file

01

04

Tokyo

ak

5 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference held at Toshima, Tokyo on 4 May 1950.

1. The program for the conference was similar to that of the initial series of conferences. Subjects covered included labor-management relations, collective bargaining and the trade agreement, wage clauses, allowances, discipline within the plant, standards of efficiency for workers, the seniority principle, and grievance machinery.
2. The conference was sponsored by the Toshima Labor Policy Office. Approximately 40 management representatives from the Akabane Industrial Association and the Ogi Industrial Association were in attendance.
3. During the discussion period which followed the main presentation, the following questions were brought up: What factors are considered in deciding wage scales in the United States? Are any allowances paid in the United States? Does seniority protect a worker from discharge for inefficiency or infraction of rules? What provisions can be made to take care of a discharged employee so that the employer will not feel that he is driving the worker to destitution? What provisions can be made for illiterate workers who cannot fill out grievance slips?
4. Pamphlets on the grievance machinery and on the rule of seniority were distributed to the group by the Toshima Labor Policy officials.

V. BROWN
Labor Relations Division

preffib

ak

28 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference held at Adachi, Tokyo,
on 26 April 1950.

1. Agenda for the conference was similar to that of the initial series of conferences. Subjects covered included labor-management relations, collective bargaining and the trade agreement, wage clauses, allowances, the seniority principle, plant discipline, efficiency standards, and the grievance machinery.
2. Attending the conference were approximately fifty management representatives, and representatives from Tokyo Labor Policy Section and the Adachi Labor Policy Office.
3. During the discussion period which followed the main presentation, the employers brought up a number of items. They included a discussion of labor's right to strike and under what conditions SCAP or others might call off strikes, the relationship of the personnel retrenchment program to the present unemployment and the definition of the responsibilities of management in connection with this, the application of the seniority system in layoffs and the necessity of avoiding confusion with discharge for cause, and the question as to whether the trade agreement remains in effect after its termination date if a new trade agreement has not yet been drawn up.
4. Eight management associations within the Adachi Labor Policy Office area cooperated with the LP office in arranging for the conference. These employers appeared to be most receptive to the type of guidance offered, and expressed their wish to have more conferences of the same kind.

V. BROWN
Labor Relations Division

kn

24 April 1950

MEMORANDUM FOR RECORD

*Prof file
4 eyes
please*

SUBJECT: Visit to Tokyo Labor Bureau on Problem of Day Laborers and Work Relief Projects, 20 April 1950

The Labor Relations Division chief was accompanied by Mr. Doherty of Civil Affairs Section, SCAP, to confer with the Japanese officials on the above subject. By coincidence, approximately 200 day laborers including many women working on work relief projects in Tokyo, were staging a demonstration in front of the Tokyo Labor Bureau Office prior to the conference. They had come to present six demands, one of which was a holiday with pay on May Day. There was heated argument between the mob leaders and Labor Bureau officials but no violence and the meeting was dispersed by building guards without the aid of the police.

The problem of the day laborers on work relief projects was the principal matter of discussion. It was agreed by the Labor Bureau officials that under present conditions to adequately obtain an accurate figure as to the number of jobless entitled to day labor on work relief projects, two things were necessary: (a) Each jobless worker meeting the requirements must be issued a booklet entitling him to a job on a work relief project. (b) The rotation system must be used in lieu of the present practice of issuing booklets to the extent and number that there are jobs available. However, Labor Bureau officials definitely stated that they would not use the rotation system despite the fact that they had received a directive from the Labor Ministry instructing them to do so. When asked how it was that they were violating the directive, the reply was that the Labor Ministry was well aware of the fact that the Bureau was not complying with the directive. It was further said that the rotation system had been employed in Tokyo-To in 1949, that it proved to be wholly inadequate because the number of days each eligible worker received fell far short of what was required to maintain decent living standards. Officials added that for Tokyo-To to reemploy the rotation system would be too precarious because the number of jobless that would be issued booklets would exceed the number of jobs available by leaps and bounds. The increase of jobless that would apply would create a more hazardous state of affairs than what is being presently experienced. The officials were then asked as to the means of livelihood of those numbers not now receiving any assistance through work relief. The answer was that whereas figuratively speaking one man could be saved by ¥200 a day, dividing this sum between two men

Annex 3b, page 1.

would mean that the two would be unable to subsist. Furthermore, to avoid more intense trouble it was considered more expedient to continue to issue booklets to the extent of the number of jobs available. The above is another instance where the Labor Ministry issues directives, perhaps at the suggestion of SCAP authorities, but turns its head the other way when it comes to a question of compliance.

The Labor Bureau officials pointed out that the demonstration which was observed before the conference was a daily occurrence at all PESOs throughout the city. They are seriously hampering the normal operations of the employment offices and some PESO chiefs have suffered nervous breakdowns from constant harassment by the day laborers. They also concluded that work relief projects and welfare relief were only stop-gap measures and would not solve the problem of unemployment. It was their recommendation that the government take immediate steps to launch extensive public works projects and to revive private business and industry by the use of Counter-Part Funds to alleviate the unemployment situation which is gradually becoming more intensified.

The Tokyo Labor Bureau is planning to carry out an extensive drive during the rest of this month and the beginning of May to promote the conclusion of trade agreements. It was recommended to them that they sponsor more demonstrations on the nomination and election procedures as several unions had reported to this office that they sometimes spend a full month in the selection of their officials. A question was asked as to the percentage of trade agreements as compared with the number of unions in the United States. The reply given was that it was extremely high as a trade agreement was the only justification for a union's existence. However, the exact percentage would be given to the Bureau just as soon as that information is available to this office.

~~Slit on sheet #18 is attached as an inclosure to this memo.~~

SUMMARY:

1. Tokyo Labor Bureau officials are opposed to 'rotation system' on work relief projects in spite of the Labor Ministry directive, on the grounds that the system would cause a much more hazardous state of affairs than is being experienced under the present system of issuing booklets to the extent of the number of jobs available, and because the system, once used in 1949, had proved wholly inadequate in its role as relief measures.
2. Demonstrations by day laborers seriously obstructing PESO operations.
3. Public works projects and revival of private business and industry only solution to unemployment problem.
4. Tokyo Labor Bureau sponsoring drive for more signed trade agreements.

MARTIN P. CAMACHO
Labor Relations Division

Prof file

fk

19 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Information Obtained from Sgt. Conrad, Tokyo Labor Liaison Office, Regarding Difficulties with Iidabashi PESO

1. Sgt. Conrad reported as follows:

The Iidabashi PESO has been increasingly remiss in filling requirements for Occupation Forces workers. Requests are sometimes ignored, sometimes filled only after an unconscionable lapse of time. Frequently, unqualified workers are sent.

PESO Chief is on sick leave; vice-chief is Mr. Ikeda. Staff contains a messenger, Aoki, and a man who interviews drivers, Suda, both of whom are incompetent and grossly negligent. Aoki has frequently failed to report to the vice-chief the calls made by Tokyo Labor Liaison Office for Occupation Forces workers.

Several meetings have been held by Tokyo Labor Liaison Office with PESO vice-chief. When it had been clearly established that Aoki and Suda were inefficient and grossly negligent, they were sent discharge notices by the PESO vice-chief. But the union to which they belong (Sgt. Conrad did not know its name) voted opposition to the discharge. Vice-chief of PESO has since reported that he is going to fire Aoki and Suda nevertheless, but he anticipates trouble from the union. Sgt. Conrad stated that his office had advised Mr. Ikeda (vice-chief) to obtain police assistance if necessary in forcing Aoki and Suda to accept their discharge.

Sgt. Conrad also pointed out that it was the PESO which had complained against the Occupation Forces' hiring workers directly, since such a procedure detracted from the PESO's work and prestige. This was brought to the PESO's attention in view of its negligence and in fulfilling Occupation Forces requirements.

Lt. Col. Farden feels that KACAR LRD has a direct interest in the effective functioning of the PESO's and it is for this reason that he sent Sgt. Conrad to report.

2. Informed Sgt. Conrad that KACAR LRD will make a check on this PESO with regard to its efficiency (or rather, inefficiency), as well as the problem involved in the discharge of the two incompetent staff-members mentioned above.

5. A member of this Division visited the PESO on 20 April and was informed that the two officials referred to above were transferred to another office, which action should result in improved service to the Occupation Forces. The Tokyo Labor Liaison Officer was notified of the transfers.

RALPH FRIEDRICH
Labor Relations Division

Prof file

kn

15 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference at Techikawa on 14 April 1950

1. Agenda for the conference was the same as that presented at the original series of management conferences. (See memorandum for record 23 January 1950)
2. The meeting was held at Yokogawa Denki, a large manufacturer of electrical equipment; approximately fifty employers attended the conference. The degree of interest was excellent. An informal poll of the group revealed that approximately two-thirds of the companies represented had written trade agreements; about one-fifth stated they had some type of grievance machinery. Both the trade agreements and the grievance machinery, in all probability, leave much to be desired, if one may judge from the many questions asked. The questions indicated special interest in the seniority system and the operation of the grievance machinery. Many questions were asked concerning the selection of an arbitrator. The pamphlets on Grievance Machinery and the Seniority System, as well as publications of the United States Chamber of Commerce were recommended to the group for study.

MARTIN CANACHO
Labor Relations Division

Annex 3a.

Prof file

ak

18 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference at Omori, Tokyo, on 17 April 1950

1. Agenda for the conference was the same as that of the original series of conferences. Main subjects covered were labor management relations, collective bargaining and trade agreements, wage clauses, allowances, the seniority principle, and grievance machinery.

2. Approximately thirty management representatives from the Omori area were in attendance, as well as officials from the Tokyo Labor Policy Section and the Omori Labor Policy Office.

3. The keen interest with which the participants followed the conference was evidenced by the questions asked in the discussion period following the main presentation. Subjects included in the discussion period included the closed, union and open shop issue; the problem of unpaid wages due to lack of markets, both domestic and foreign, due to overproduction and the tight money situation; and a brief discussion of the Dodge plan and its effects on Japanese economy, especially the small businessman, today. The comments indicated that this group felt that some revision of the plan is urgently needed. Tokyo Labor Policy Section officials also participated in the discussions.

4. A copy of the pamphlet on Grievance Machinery, prepared by this office and printed in Japanese, was distributed to each one attending the conference, by the Tokyo Labor Policy Section. The pamphlet on Seniority, as well as publications of the United States Chamber of Commerce, were recommended to the group for study; Tokyo Labor Officials explained how copies could be obtained.

V. BROWN
Labor Relations Division

Annex 3b.

29 March 1950

MEMORANDUM FOR RECORD

Proffitt

SUBJECT: Field Trip to Shinagawa (Tokyo-to) to Conduct Management Education Conference

1. Agenda for the conference was the same as that presented at the original series of management education conferences in Ibaraki Prefecture in January: Labor relations, collective bargaining and trade agreements, wage clauses, allowances, seniority system, and grievance machinery. (Ibaraki meetings were reported in detail in Memorandum for Record, 23 January 1950).

2. Attendance was approximately 60, representing employers from Shinagawa and Nagure Wards. Labor Policy Section officials from Tokyo-to were present. As at all conferences of this type conducted to date, the degree of interest was excellent, and questions asked by employers during the discussion period indicated intelligent interest in the topics presented. Employers were informed of prospective availability (through the LPS) of KaGAR pamphlets on seniority and grievance machinery. Charts on these two subjects prepared by the Civil Information Section of this headquarters were used to good advantage during the presentation. At the close of the conference, a brief discussion was held with LSS officials regarding the ways in which they can be of effective assistance in labor and management education.

RALPH FRIEDRICH
Labor Relations Division

ANNEX 2a

pref file

sk

25 March 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Shitaya Ward Office, Tokyo-to, for conference with Management Representatives, 24 March 1950.

Labor Education:

1. Continuing a series of management education conferences under the sponsorship of the Labor Policy Section, Tokyo-to Labor Bureau, the fourth meeting was held for employers in the Ueno District. KASAR labor officer addressed a group of approximately 60 management representatives who eagerly listened to the contents of the talk. As outlined in previous reports, the subjects of the lecture included the following items: collective bargaining, labor agreement, recognition clause, union security, wages and allowances, seniority clause, grievance machinery, peace clause and contract renewal clause.

2. In the question and answer period following the lecture, the representatives presented many interesting problems that exemplified their deep concern of the present labor relations situation. The charts on seniority clause and grievance machinery were highly appreciated by the attendants.

3. Captain James of Civil Affairs Section, GHQ, SCAP, accompanied the labor officer to the conference.

MARTIN T. CANACHO
Labor Relations Division

Annex 3c, page

fk

24 March 1950

Memo for Record

SUBJECT: Field Trip to Hachioji City, Tokyo-to, for Conference with Management Representatives, 23 March 1950.

Labor Education

1. Approximately 30 management representatives were present to listen to a lecture on labor relations given by the labor officer. The chief industry of this district is the textile industry covering about 750 weaving plants of which 90% or more are small shops employing ten or less workers. Compared with that in other industries, the trade union movement of textile workers has been retarded, with the result that majority of these workers are still unorganized. Consequently, many of the employers in attendance represented shop without organized workers. For the benefit of this latter group, the talk dwelt at length on the necessity of free trade unionism as one of the bulwarks of democracy. Also emphasized were the importance of developing a good and sound movement, the need for employers to do their part by encouraging and recognizing the labor union, and the need for management's active participation in the movement by proposing the labor agreement draft, instead of just waiting passively for submission of the union's plan. In addition, explanation was given of some of the essential clauses necessary in the trade agreement; i.e. recognition clause, union security, wages and allowances, seniority system, grievance machinery, peace clause and contract renewal clause.

2. It was interesting to note that many of the employers present heard the seniority clause mentioned for the first time. Hence, most of the questions, after the lecture, centered on this subject. The following information was obtained by asking the representatives to raise their hands:

- 9 - have both union and contract
- 3 - have union but no contract
- 9 - have no union

The foregoing is not an accurate picture of the actual situation, since it is felt that employers interested in union movement attended the meeting, whereas employers using unorganized workers were too busy to come.

SUMMARY:

1. Majority of textile workers in Hachioji District are unorganized.
2. Part of lecture was presented especially for employers of unorganized workers.

Annex 3a, page 1

775

OK3

3. Necessity of education was proved, since many employers heard the term "seniority clause" for the first time.

MARTIN T. CAMACHO
Labor Relation Division

Prof file

ak

27 March 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Tokyo-to for Conference with Prefectural Labor Relations Commission, 24 March 1950

1. The conference was attended by three employer members, five labor members, and three neutral members, including Chairman Saeki. In addition, the chief of the Secretariat and five of his staff were present.

2. The following topic was brought up for discussion: In case neither the Rules of Employment nor the trade agreement mentions the matter of retirement allowances, and the company refuses the union's demand for collective bargaining on the establishment of retirement allowances (to be applied retroactively) on the grounds that the company has already fulfilled its obligation to the workers by paying them for work performed, can the company be charged with unfair labor practice under Article 7, Paragraph 2, of the Trade Union Law?

KaGAR labor officer mentioned a U.S. Supreme Court decision which stated that establishment of the pension system in the course of negotiating either a new trade agreement or a renewal of an old one is a proper subject for collective bargaining.

Employer members of the LRC argued that the company's refusal in the above case does not constitute an unfair labor practice since the company's argument gives a fair and appropriate reason for refusal. Moreover, they stated, the retirement allowance is not a part of working conditions, but is a benefit rendered of his own accord by the employer. Therefore, they felt, the employer should not be obligated to bargain collectively on the establishment of a retirement allowance in the trade agreement, either retroactively or for the future.

Labor members of the LRC contended that the employer cannot refuse the union's demand for collective bargaining, regardless of the nature of the subject to be negotiated. Above all, they pointed out, the granting of a retirement allowance is a custom prevalent in Japan, and therefore it is a proper subject for collective bargaining, whether or not it is mentioned in the existing trade agreement or the Rules of Employment.

The LRC Chairman agreed with the labor members regarding the latter part of the above-stated opinion. He backed up his opinion with a reference to Article 92 of the Civil Code, which reads as follows:

"If, in cases where there is a custom which differs from any provisions of laws or ordinances which are not concerned with public policy, it is to be considered that the parties to a juristic act have intended to conform to such custom, that custom shall prevail." He stated that the "provisions . . . which are not concerned with public policy" mean the so-called "provisions applied at will", i.e., provisions, the application of which can be relinquished effectively by mutual agreement in which the parties pledge themselves to such relinquishment. It was the interpretation of the Chairman that the parties to a juristic act are to be considered to have intended to conform to the custom, unless they have explicitly agreed not to follow the custom. In view of the prevalence of retirement allowances in Japan at present, payment of these allowances is considered a customary accompaniment to the separation of employees who have been hired on a permanent basis.

3. Number, type, and disposition of cases before the Tokyo-to LRC:

As of 18 March, there were 14 cases calling for conciliation and one case for mediation. The majority of these cases concern union demands for retirement allowances and payment of wage arrears. During the past month, five conciliation cases were settled, and one case was withdrawn by mutual agreement of contending parties. As of the above date, there were pending 19 complaints charging unfair labor practices and 46 applications for union certification. Out of the 19 unfair labor practice cases, 17 concerned discriminatory discharge; 1, discriminatory transfer; and 1, employer's refusal to bargain collectively with the union. 9 of the 17 discriminatory discharge cases were relevant to industrial rationalization; 3, to administrative readjustment in government agencies of Tokyo-to. 7 of the 9 industrial rationalization cases involved large-scale plants employing 2,000 or more workers. During the past month, the LRC decided one of the unfair labor practice cases (against the union). One case was withdrawn by mutual consent. Approximately 10 unions were given certification.

SUMMARY:

1. At conference with Tokyo-to Labor Relations Commission members, discussion centered around case of management's refusal to bargain collectively on the issue of establishing a retirement allowance, to be applied retroactively. Employer members of LRC opined that management is not chargeable with unfair labor practice in this case. Labor members and chairman of LRC took contrary viewpoint, stating that the matter is a proper one for collective bargaining. They cited the fact that the payment of retirement allowances is a custom in Japan and expressed the opinion that Article 92 of the Civil Code applies in this case.

2. Chief of LRC Secretariat reported on number, type, and disposition of cases before LRC during the past month.

MARTIN T. CAMACHO
Labor Relations Division

kn

MEMORANDUM FOR RECORD

Prof file

SUBJECT: Synopsis of Field Trip to Tokyo Labor Standards Bureau by Mr. Casacho and Mr. Kobayashi on 20 March 1950

Parties Interviewed: Mr. Kawashima, Acting Bureau Chief and Chief of Inspection Section
 Dr. Mitsuhoi, Chief of Sanitation Section
 Mr. Sato, Chief of Administration Section
 Mr. Imai, Chief of Wages and Salaries Sec.
 Mr. Ishida, Chief of Safety Section
 Mr. Mochizuki, Chief of Workmen's Accident Compensation Insurance Section

UNPAID WAGES - As of 28 February 1950, 371 establishments owed 140,315,725 yen in unpaid wages to 10,377 workers. To date, 28 cases have been referred to the Procurator's Office. The recent trend is for small operators employing less than 10 workers to meet with greater financial difficulties than the large establishments and it is expected that while the number of establishments in wage arrears may increase, the total amount owing may not be affected unfavorably.

WORKMEN'S ACCIDENT COMPENSATION INSURANCE - As of 18 March 1950, 380,418,629 yen of the 466,771,324 yen goal has been collected for a percentage of 81.5. Benefit payments as of 20 March 1950 stand at 329,563,373.54 yen. 1,244 attachments have been made to collect 29,395,549.21 yen, of which 671 have paid up 14,921,458.14 yen and 15 cases have gone up for auction to recover 192,721.51 yen. A concerted drive by all Local Inspection Offices for the period 15 March to 15 April has been launched to collect 86,352,695 yen in premiums still outstanding. The following is a general picture of recent premium collections: Out of every 10 establishments visited, 2 will pay up, 6 will be attached, 1 will be bankrupt, and the remaining 1 will have closed down and the operator will probably have left town.

SANITATION - During this month a survey was undertaken to determine health conditions in waste rag factories, but owing to the limited number of establishments in operation due to poor business conditions, the compilation of any authentic data was infeasible. Also during this month an examination was made on carbon monoxide poisoning of bus workers from charcoal burning vehicles on six bus lines operated by private railways. Drivers and conductors were subjected to physical examinations and blood tests to determine the degree and effects of this injurious gas. The results of this examination will be known shortly and it is expected that they will be much more revealing than anticipated.

WAGES AND SALARIES - A data survey for establishment of minimum wages as required by the Labor Ministry has been completed for the 1,000 establishments designated for study in Tokyo. The tightened money

Annex 3d, page 1.

situation and availability of critical commodities are resulting in refusal of many workers to accept incentive goods. 30 percent of textile goods remain unclaimed and from 20 to 30 percent of staple foods such as rice remain unsold. The Tokyo District Workers' Commodity Council has submitted petitions to the Prime Minister and Cabinet Ministers concerned, appealing for price cuts, better quality goods and changes in rationing procedures. There is also a definite trend in wage decreases, although basic wages remain unchanged, allowances are either being cut or discontinued particularly in the case of family allowances. Commuting allowances are being discontinued, and employers are refusing to bear the cost of maintaining welfare and recreational facilities provided for their employees.

DISCHARGE AND RETIREMENT ALLOWANCES - An interesting discussion was held on the matter of discharge and retirement allowances. So far as discharge allowances are concerned, the provisions of Article 20 of the Labor Standards Law cover this item quite adequately and leave little room for controversy. However, on the question of retirement allowances, Article 89 of the same law can only compel an employer to meet his obligations when there is provision in the Rules of Employment or Trade Agreement governing the payment of separation funds. It was pointed out that as a matter of fact, under current personnel retrenchment many employers are postponing dismissal of workers owing to lack of funds to pay retirement allowances. This, of course, only tends to aggravate the situation, as the employer continues to carry excess workers, with the inevitable result that his enterprise is forced to close because of his inability to rationalize. To forestall this predicament it was generally agreed that some provision should be made by law to guarantee the payment of retirement allowances as agreed unilaterally in the Rules of Employment and bilaterally in a Trade Agreement. It was also the opinion that the Retirement Reserve Fund and Retirement Allowance Law of 1936 which required both employers and employees to establish a joint fund for retirement purposes, might serve well as reference material for a study of this problem. There appeared to be misunderstanding on the part of some officials regarding Welfare Annuity, which, although in substance it replaced the aforementioned law, should be considered apart from retirement allowances. It was pointed out to the officials that Welfare Annuity is social security, whereas the retirement allowance is a pension paid in a lump sum for services rendered. It was also suggested that, in view of the fact that the Government is now considering legislation on minimum wages, retirement allowances could also be established by law.

SUMMARY:

1. Unpaid wages expected to increase in small-scale industries.
2. 60% of establishments owing compensation insurance premiums face attachment.

3. Survey of carbon monoxide poisoning in charcol burning busses
nears completion.
4. Earnings decreasing by discontinuance of allowances.
5. Payment of retirement allowances should be enforced by law.

MARTIN T. CAMACHO
Labor Relations Division

Prof file

kn

3 March 1950

MEMORANDUM FOR RECORD

SUBJECT: Conference at Tokyo-to Labor Bureau, 27 February 1950, with Chief of Bureau, Chief of General Affairs Section, and other Officials of the Bureau

1. Problems involving day laborers and the unemployed:

a. Officials of Labor Bureau reported disturbances at the Shibuya and Iidabashi Public Employment Security Offices. At the former, six applicants for day labor were arrested on the charge of interfering with the operation of a public service, since they were involved in destruction of PESO property during the disturbance. In Iidabashi, supplying of jobs to discontented applicants resulted in settlement of difficulties for the time being.

b. Increasing unemployment throughout Japan presents PESO officials with a serious problem if all applicants are to be registered without limitation. According to Tokyo-to LB officials, information received by them through an unofficial channel indicates that GHQ SCAP requires registration of all applicants, with the objective of making them eligible for Day Laborers' Unemployment Insurance benefits. Labor Bureau officials pointed out that: (a) Day laborers, in order to be eligible for Unemployment Insurance benefits, must work 32 days out of 60 consecutive days. (b) If all applicants are registered and rotation system is practiced, an individual worker will not be able to get a sufficient number of work days each month to maintain a minimum level of health and decency. Along with the aforesaid, the Labor Bureau advanced the following reasons for their disagreement with the proposal to register all applicants:

- (1) There is a limit to the number of jobs available for day laborers, since funds appropriated for unemployment counter-measures projects are also limited, although the officials concerned are making constant efforts to extend the scope of these funds in view of the increasing number of applicants.
- (2) Applicants registered at the PESO and issued work booklets are prone to complain and to make unreasonable demands for jobs when they fail to obtain employment. In other words, they look upon possession of a work booklet as a guarantee of a job, even though the PESO may have no jobs to supply. Applicants fail to distinguish between registration and obtaining a job.

c. With a view toward limiting registration, PESO officials are not registering applicants coming under any of the following classifications:

- (1) Those receiving Unemployment Insurance benefits.
- (2) Those receiving benefits under the Public Welfare Fund.
- (3) Those of whose family one member has already been registered.
- (4) Those not physically suited for muscular labor.

It should be noted that funds for payment of benefits mentioned in (1) and (2) above come from the same national fund as those for unemployment counter-measures projects.

2. Visit to Labor Bureau by ward representatives:

During the course of the conference, chairmen of Social Welfare Committees in Setagaya, Shibuya, Suginami, and Toshima wards appeared for an interview with the LB Chief. These four persons, also members of their respective ward assemblies, were appearing in the capacity of representatives of their wards. They made the following requests:

- a. To increase number of jobs for day laborers.
- b. To set up a workers' pool or shelter for day laborers.
- c. To permit day laborers to work on Sundays and holidays.
- d. To establish a PESO for each ward, since applicants in many cases spend much time and money in commuting to and from PESO's.
- e. To permit ward representatives to participate in the Unemployment Counter-measures Advisory Committee so that they may express opinions based upon actual circumstances in their wards.

The LB Chief made the following replies to these requests (in the same order as above):

- a. Effort will be made to comply with the request, but limitation of funds requires limitation of jobs.
- b. Effort will be made to comply with the request, but funds are limited, and there is opposition from people in general regarding the establishment of such shelters. They fear, for example, that such concentrations of day laborers may cause outbreaks of contagious disease.

c. Effort is being made in this direction, and some laborers have worked on Sundays and holidays, but the law prescribes the 48-hour week, with one holiday to be given per week.

d. Same as reply to (1), but it should be borne in mind that however many PESO's are established, there will not be so much benefit as might be expected, as long as scarcity of jobs persists.

e. Effort will be made to include ward representatives.

3. Other problems confronting the PESO's:

a. Renovation of certain Government offices in Tokyo will require employment of day laborers, but mere supply of laborers is not enough, since contractors require skilled workers, and most day laborers do not fall into this class.

b. In distributing jobs to day laborers, other things being equal, the principle of "first come, first served" is being followed, although the rotation system is being practiced to a "proper extent" with the idea of dividing work among as many applicants as possible.

c. Communists are inciting the unemployed with the slogan, "Go to the PESO and you can get a job." This appears to be part of their strategy for the coming election of Diet and Tokyo-to Assembly members.

SUMMARY

1. Disturbances by discontented day laborers have occurred at Shibuya and Iidabashi PESO's.
2. Registration of all applicants at the PESO presents a serious problem in view of the lack of jobs for all. Labor Bureau officials pointed out that: (a) day laborers, in order to be eligible for Unemployment Insurance benefits, must work 32 days out of 60 consecutive days, (b) If all applicants are registered and rotation system is practiced, an individual worker will not be able to get a sufficient number of work days each month to maintain a minimum level of health and decency.
3. At present, limitations are being placed upon types of applicants who will be registered.
4. Representatives of four Tokyo wards called on LD chief with requests regarding increase of job-openings and other unemployment relief measures. They were informed that efforts are

775 OK3

being made, within present limitations, to comply with these requests.

5. Communists continue to incite day laborers.

MARTIN T. GAMACHO
Labor Relations Division

Preff file

fk

8 March 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Tokyo-To for Conference with Prefectural Labor Relations Commission, 24 February 1950

1. The meeting was attended by 17 members of the commission, including Chairman Sasaki, with the following breakdown: seven labor representatives, five management representatives, and five neutral representatives. In addition, the chief of the secretariate and his four section chiefs participated in the discussion. Under the existing regulation, Tokyo-To is the only prefecture authorized to appoint a commission with 21 members. All other prefectural commissions are composed of 15 representatives. In order to find justification for the extra members, an inquiry was made as to the volume of problems presented to the commission. At present, there are 17 cases of unfair labor practices, 13 cases of conciliation, 32 cases of union examination, and one case calling for mediation. It was also pointed out by the secretariate that each case in Tokyo is large, as compared to other prefectures. Regarding the 17 unfair labor practice charges, 15 complaints were based on unfair discharges and two for employers' refusal to collectively bargain. The union at Setagaya Transportation Co. had split and the new union had tried to bargain with the employer, but failed. The other case concerned Ohbayashi Gumi which had a labor agreement with the federation on the central level. However, the branch union requested negotiation with the branch office, but the latter had refused. The LRC, through conciliation, is paving the way for an amicable settlements; i. e. encouraging the management representative to accede to the request of the union and negotiate on the branch level.

The labor officer brought out for discussion the following topic: "Can supervisory personnel form a union and get the protection of the Trade Union Law?" One labor representative was of the opinion that a foremen's union should be protected since they were workers and the law was made to protect all workers. An example was presented wherein the branch office chiefs of an insurance firm had formed an union and the commission had decided that the group was a legal union. However, the majority was of the opinion that Department and Section Chiefs union, even organized on their own levels, could not obtain the protection of the TUL.

The next subject discussed at length was the following: "After the union and management had come to a complete agreement on various conditions through collective bargaining, would it be considered unfair labor practice if the management refused to put the matters agreed upon in writing?" It was interesting to note that all five management representatives were of the opinion that the case was not unfair labor practice; that the management had fulfilled all requirements of the present law by negotiating with the union

committee and making oral agreements. On the other hand, the labor and neutral representatives, as well as members of the secretariate, stated that a written agreement was necessary to complete the collective bargaining procedure, and if the management refused to do so at the request of the union, the collective bargaining was conducted insincerely and under bad faith. Therefore, it would be tantamount to violation of Article 7, Section 2, of the TUL.

The last subject brought out for discussion was the following: "Can the employer express his opinion to the workers of his plant in order to correct or clarify himself against some propaganda leaflets published by the union or its higher affiliation"? To this question, all participants agreed that it would not be considered unfair labor practice for the employer to express his opinion, that the latter had a right to call his workers together and talk to them. However, the employer must be careful, so that the contents of the message could not be construed as interfering with the formation of the union or an attempt to control its functioning.

N. T. CAMACHO
Labor Relation Division

Prof file

fk

1 March 1950

MEMORANDUM FOR RECORD

SUBJECT: Demonstration of Nomination and Election Procedures at Wakamoto Pharmaceutical Co. Ltd., Tokyo Plant, Setagaya, Tokyo, on 26 February 1950

1. A demonstration of democratic procedures for the nomination and election of union officers was presented by the Labor Officer, before approximately 150 members of the Wakamoto Workers' Union, from 1513 to 1715. The Company's Director in Charge of Labor and 9 other management officials, the Tokyo-to Labor Policy Section Chief and 5 of his staff, the Chief of the Shibuya Labor Policy Office which has jurisdiction of the area covering the Wakamoto W. U., and the Chiefs of the Hachioji and Mita Labor Policy Offices were also present. The demonstration was filmed by the Tokyo-to News and will be shown at the various picture houses in the Tokyo area.

2. After the demonstration, the following information was gained and recommendations made at a short conference with the Company's Director in Charge of Labor and the Tokyo-to Labor Policy officials:

The Wakamoto W. U. is at present composed of approximately 500 members, and together with the Wakamoto Kansai W. U. in Osaka, makes up the Federation of Wakamoto W. U. The Tokyo Plant enforced a personnel slash in 1949, reducing the number of workers from 900 to 500, and a serious strike arose. The strike started in January 1949, reached its climax in May, and normal operations were resumed in August. More than twenty members of the Union were arrested during this strike. After this strike, the Union was dissolved and reorganized, so it has no affiliations with any national federations at present, although it was an affiliate of the Congress of Industrial Labor Unions (Sanbetsu) through the All Japan Chemical W. U. before the strike. The general trend of the Union members is to become an affiliate of the Japan Federation of Labor Unions (Sodomei). However, there are still 3 members of the Communist Party in the Union, 2 of whom are on the executive committee. These members and other leftist members advocate affiliation with the CILU. 5 or 6 outside agitators came to the entrance of the Plant on 26 February and made such announcements over a loud speaker as "Japan is being turned into a military base," "The capitalists are getting rich by sending extracted animal oil to Okinawa, Yokosuka; but the workers are getting poorer." The importance of an Union's affiliation with a sound and responsible national federation was pointed out.

Annex 3 b, page 1.

At present, no consolidated form of trade agreement exists between the Company and the Union, although separate agreements have been concluded on such matters as wages and other working conditions. Management has already prepared a draft agreement which has 130 articles, and is studying the matter of seniority clauses. The necessity of having a sound trade agreement was pointed out to management, and it was stressed that management should take an active part in having a trade agreement which contains such clauses as pertain to seniority, grievance machinery, wages, concluded with the Union. It was further pointed out that sound labor-management relations can only be attained through concluding a written and signed trade agreement, and that management was now in a position to fulfill this ideal. However, it seemed as if the Company's Director in Charge of Labor did not fully realize the importance of a sound trade agreement. This may be due to the fact that in the past, most of the trade agreements in Japan had a tendency to place more emphasis on setting forth the rights of the union and the obligations of the management, thus making it difficult for management to realize that a trade agreement should also set forth the rights of management and the obligations of the union. In the past, Japanese labor had an illusion that a trade agreement was solely for the purpose of establishing labor's rights, and management has shared this illusion. It is for this reason that a number of Japanese companies do not wish to conclude a trade agreement. This may be the reason for the Company, in this case, not showing much desire to take an active part in having a trade agreement with the Union. It may be under the impression that so long as the Union is moderate and makes no demands, it would be better to leave matters as they are, and not to start any negotiations.

SUMMARY, "Nomination and Election Demonstration, 25 February"

1. Demonstration of democratic nomination and election procedures was presented before 150 members of the Wakamoto Workers' Union, Tokyo.

2. Following information was gained and recommendations were made at conference with management and Labor Policy Officials after the demonstration:

The Wakamoto W. U. has about 500 members, and is not affiliated with any national federations. The general trend is to join the Sodomei, but a minority advocated joining the Sanbetsu. 5 or 6 agitators made announcements outside the Plant entrance on 26 February. Importance of a union's affiliation with a sound national organ was pointed out.

No consolidated form of trade agreement exists between management and union at present. Matter is being studied and prepared. Management does not seem to have much enthusiasm on the matter. Necessity of a sound trade agreement for sound labor-management relations was stressed.

MARTIN T. CAMACHO
Labor Relations Division

Prof. file

ak

28 February 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Oshima (Tokyo-to), 24-26 February 1950, to Participate in Kanto Bloc Labor Policy Section Chiefs' Conference

1. Statement of present problems by KaGAR personnel:

The following were presented to the LPS chiefs as outstanding among current problems in the field of labor relations:

a. Lack of written trade agreements. It was pointed out that many employers have the idea that under the law they are not required to sign a written trade agreement, and that they are obligated to conduct collective bargaining only up to the point where the agreement should be committed to writing and signed.

b. Failure to include the seniority principle in trade agreements. The KaGAR pamphlet on seniority (now in preparation) was announced.

c. Necessity of including grievance procedures in the trade agreement. It was announced that a KaGAR pamphlet on the subject is being prepared for distribution to the prefectures.

d. Problem of building strong national unions. It was pointed out that these will be no stronger than the sum of their local components.

e. Management education. The urgent need for management to assume its due share of responsibility in the development of sound labor relationships was emphasized. Mention was made of the management education programs now being conducted in the Kanto Region with this objective in view. It was re-emphasized that management must exercise proper initiative in the development of written and signed trade agreements, inclusive of seniority clauses, grievance machinery, and specific wage and allowance clauses. LPS chiefs were informed that perhaps the best evidence of their effectiveness in their jobs will be the degree to which written trade agreements are established in their prefectures in comparison with the number of existing unions.

2. Agenda for the conference consisted of problems presented by individual prefectures for discussion by LPS chiefs and KaGAR personnel, as follows:

Annex 3a, page 1.

a. Certification of trade unions:

The question has arisen in Tochigi Prefecture whether local unions which are members of a national federation are required to obtain certification if the federation has already been certified. Basis for the question was the fact that a national federation, prior to getting itself certified, must assure the compliance of all its local member unions with the law. Local unions in Tochigi have asked that they be automatically certified on the grounds that their national federations have already obtained certification. The question was answered by the conclusion that local unions must obtain certification individually, even though their national federations have already been qualified.

b. Labor contracts, union constitutions, and general conditions in trade unions:

The various prefectures reported on these matters as follows:

(1) Tokyo-to has made a collection of contracts and constitutions as a basis for research into actual conditions and tendencies in unions at present. Copies of pamphlets containing sample contracts and constitutions (published by Tokyo-to Labor Bureau) were distributed to the conference delegates, together with a copy of another Tokyo-to publication, *GUIDEBOOK TO THE ESTABLISHMENT OF UNION CONSTITUTIONS*. The Tokyo-to LPS plans to issue to its employees a notebook for use in their investigations regarding unions, with the objective of achieving uniformity of technique.

(2) Tochigi reported that investigation of union constitutions is conducted once annually by local LP Offices and that a collection of sample constitutions has been made for the purpose of arriving at means for their improvement.

(3) Gumma has made a similar collection of constitutions for the above-mentioned purpose.

(4) Nagano described plans for a new check-sheet to be used by local LPO's in investigation of union constitutions.

(5) Ibaraki, in addition to conducting annual investigations, selects certain unions for thorough investigation with a view toward developing a model union in each of the various types of industry represented in the prefecture.

(6) Saitama reported that the Prefectural LPS visits one union per week and each local LPO two unions per week for the purpose of investigating constitutions and contracts with the idea of achieving improvement in the quality of both.

(7) Chiba LPS distributes check sheets to all of its employees, so that they can visit unions at any time for the purpose of keeping posted

on tendencies with regard to constitutions and contracts. This was reported to be a successful method.

(8) Kanagawa employs the method of having each local LPO assign a certain number of unions to each employee as his area of responsibility. Also, each LPO conducts a conference of union chairmen in its district once per month for the purpose of observing trends and changes in union organization, constitutions, contracts, etc.

(9) Shizuoka had no special activities to report in this field.

With regard to possible refusal of union leaders to give the information required, it was emphasized that LPS employees must gain the confidence and respect of union leaders and make clear to them the importance of the union's having sound constitutions and labor contracts.

c. Arrangements were made for exchange among the LPS chiefs in the Kanto prefectures of research materials mentioned in paragraph b above.

d. Activities and accomplishments of the Labor Education Advisory Committees in the Kanto prefectures:

(1) Tochigi: 1949 showed great improvement over the preceding year. The plan for 1950 is to establish under each LPO a LEAC for the same district.

(2) Gumma: In 1949, the LEAC showed good progress. Budget has been increased to provide for eight district LEAC's. These will have a liaison committee to co-ordinate their activities.

(3) Shizuoka: There are no local LEAC's, and the activities of the prefectural LEAC have declined.

(4) Nagano: District LEAC's have been established and are serving as advisory bodies to local LPO's. Satisfactory co-ordination of activities was reported. The 1950 budget for LEAC's is ¥600,000.

(5) Ibaraki: Plan is to reorganize LEAC and Management Education Advisory Committees into one committee which will have LEAC and MEAC sub-committees.

(6) Saitama: Reorganization plan has been made along same lines as that reported by Ibaraki (immediately above).

(7) Chiba: The LEAC has 25 members (10 labor, 10 management, 5 neutral). Co-operation of members is good. In December 1949 the LEAC made recommendation to the prefectural government through which LPS will receive increased budget for carrying on its labor education activities.

(8) Kanagawa: Great lack of co-operation exists on part of LEAC members. Meetings formerly held monthly are now held only once every three months. There are no district LEAC's, but conferences of union leaders and management representatives are conducted for the purpose of dealing with matters of educating both workers and employers.

(9) Tokyo-to: Frequent quarrels among LEAC members have had the effect of vitiating the activities of the committee. Some district committees have not been functioning as LEAC's but as conciliatory groups in handling local disputes. No recommendation or criticism has ever been made by the LEAC either to the Labor Bureau or to the LPS. Although the LPS submits to the LEAC a draft plan of activities, with the objective of stimulating it into action, the LEAC has never consented on the plan, either favorably or unfavorably, but has merely accepted it.

e. Use of films in the labor education program:

The dissolution of the prefectural Civil Affairs Teams has created a problem with regard to the transportation of projectors. All prefectures in the Region seem to be experiencing the same difficulty. In Ibaraki, aid of local communities is solicited in providing transportation. Kanagawa has requested the prefectural assembly to provide funds for a small car for this purpose. In Tochigi, transportation is furnished by the Social Education Section. Nagano reported good co-operation from the Social Education Section in planning schedules and exhibiting films. Other prefectures (notably Kanagawa and Ibaraki) appear to be having difficulty in this respect. Kanagawa reported that only one projector is at the disposal of the LPS and that the problems involved in arranging schedules for film-showings are almost insurmountable. In Ibaraki, a proposed training course for operators from each section of the prefectural office was called off without explanation. LPS delegates from Nagano were asked to describe the arrangement that is working successfully in their prefecture, so that other prefectures might make use of the information. KeCAR personnel made further suggestions regarding the use of Natco projectors in co-operation with the Social Education Section in each prefecture where problems exist regarding the exhibition of films.

f. Charges of unfair labor practice on the part of local or national government in its personnel rationalization program:

Tokyo-to LPS officials reported that the Nagasaki City Office was found guilty of unfair labor practice in its discharge of personnel. Since that time, many unions have adopted the practice of appealing to the Labor Relations Commission in cases where government workers are discharged. In Shizuoka, a similar problem exists with regard to the discharge of teachers. In this case, the Board of Education admitted that the teachers were neither incompetent nor unqualified. The charge of unfair labor practice was made against the chairman of the Board. It was the consensus of opinion among LPS chiefs that an organ of government like the Board of Education may be charged with unfair labor practices.

g. Counter-measures against delinquency in paying wages:

In discussion of this problem, LPS officials mentioned that in a number of prefectures in the Kansai area the prefectural government,

through a revolving fund, is lending money to employers to assist them in achieving payment of wage arrears. So far, only a very small amount of this money has been paid back by employers, with the result that prefectures are experiencing increasing difficulty in operating this type of fund. It was reported that strong opposition from the governor of Hyogo-ken prevented development of the program there. Although several national unions have called for such a program in the Kanto Region, LPS chiefs were of the opinion that since the system has failed in Kansai, it would be inadvisable to try it in Kanto.

3. Unions of the unemployed:

Although this subject was not on the original agenda for the conference, it was brought up by KaGAB personnel after discussion of the above-reported matters had been completed.

When it was inquired of the LPS chiefs whether they considered the Public Employment Security Office to be obligated to conduct collective bargaining with representatives of organizations of the unemployed (or of day laborers), the Tokyo-to Labor Bureau chief stated that, as head of a government service agency, the PESO chief is obliged to listen to appeals from these groups. It was pointed out that these persons are on relief and that their claim to collective bargaining rights with PESO Offices is altogether without foundation. When it was further inquired of the LPS chiefs whether unions of the unemployed are legal in the sense that they come under the Trade Union Law and whether the PESO chief could be charged with unfair labor practice if he refuses to bargain with them, the answer to both questions was no. It was agreed that there is no employer-employee relationship between the PESO and the day laborers.

A further complication exists in the requirement that PESO's register all applicants for day labor. Tokyo-to officials explained that heretofore restrictions have been placed by the PESO upon the type of persons it will employ as day laborers, and the practice has been to issue work booklets only to those applicants for whom there actually are jobs. At present, some 24,000 day laborers are registered in this way. If all applicants are to be registered and given booklets (with the idea of employing the rotation system), the present number will increase to between 60 and 70 thousand within a few days. Then, it is feared, CP influence will be able to make itself felt far more strongly, since day laborers will produce their work booklets as argument that they must be given jobs. CP members discharged from government jobs have been registering at PESO's.

Inquiry was made concerning the seriousness of the situation regarding unions of the unemployed and the demands they make on the PESO's. Chiefs reported the organization of a federation of unions of the unemployed. In Tochigi the problem is not so serious at present, but it is feared that it will become greater. In Gunma, five cities have day laborers' unions, but they have caused no disturbance so far. Kanagawa reported the Kawasaki incident, in which PESO officials were beaten up by irate day laborers. It is clear that intimidation has been practiced against PESO officials. The Kanagawa Prefectural Assembly is studying measures for the protection of

PESO officials. PESO chiefs in general have maintained firmness in the face of day laborers' demands. Unemployed Koreans, whose practice is to approach the PESO in groups, constitute a part of the problem that is by no means insignificant.

4. General impressions of the conference:

The present conference showed considerable improvement over the one held in Shizuoka in December 1949. The benefit of this type of meeting with the opportunity it offers for the discussion of major problems and the exchange of information and suggestions, is self-evident. Two recommendations were made: The first recommendation was to the effect that the conference should be extended to include two three hour sessions within one day's time in lieu of only one three hour session. This was recommended in view of the extremely limited time afforded to each prefecture to discuss the pros and cons of the problems presented. The second recommendation was to the effect that similar Kanto bloc conferences, with chiefs of the prefectural labor departments participating, be held every three months. The LPS chiefs were commended upon the success of their meeting and the sincere concern they showed in attempting to arrive at solutions to their problems.

SUMMARY Attention of LPS chiefs from Kanto Bloc prefectures was called to the following urgent problems: lack of written trade agreements, failure to include seniority clauses and grievance machinery in trade agreements, problem of building strong national unions, need for management education in improvement of labor relations.

Certification of local members of national federations of trade unions was discussed.

LPS chiefs reported on methods of investigating union contracts and constitutions.

Activities and accomplishments of the Labor Education Advisory Committees were reported. In all prefectures except Shizuoka, Kanagawa, and Tokyo-to, these committees appear to have improved in their functions.

Transportation problems exist with regard to use of projectors and exhibition of films in the labor education program. In some prefectures, lack of co-operation from the Social Education Section further complicates the problem.

LPS chiefs reported an increasing tendency on the part of unions to charge organs of the government with unfair labor practices in their discharge of workers under the personnel rationalization program.

In a discussion of counter-measures against delinquency in payment of wages, it was agreed among LPS chiefs that prefectural government assistance to employers in the form of a revolving fund is not a satisfactory solution.

Urs chiefs expressed great concern over problems involved in dealing with organizations of the unemployed. Although they agree that such "unions" are not legal and that PESO chiefs are not obligated to bargain collectively with them, they consider that PESO chiefs must listen to their appeals and demands. It is feared that issuing of work booklets to all applicants for day labor will only complicate the problem in that all applicants will then press their demands for jobs.

MARTIN T. CAMACHO
Labor Relations Division

HW

2 February 1950

MEMORANDUM FOR RECORD

Ref file

SUBJECT: Field Trip to Tokyo-To, 26-27 January 1950, for

- (a) Two conferences with Chief of Tokyo-To Labor Bureau, Chiefs of General Affairs Section and Labor Policy Section and 10 labor policy officials.
- (b) One conference with each of the section chiefs of Tokyo Labor Standards Bureau.

1. Conference with Tokyo-To Labor Bureau officials

LABOR EDUCATION - Production control was discussed. According to the Bureau Chief, production control in general, when the workers drive the employer out of the plant and go on producing and selling, is considered illegal under the civil law. But the decision should be entirely up to the court. Labor Bureau officials mentioned the following three types of production control: (1) The workers are compelled to take over the business to support themselves when the employer abandons his business and does not show up. (2) When the employer has failed to pay the workers, they get hold of the produced goods before they file an application for injunction by the court or before the injunction is given, in fear that the employer may dispose of the products prior to the court action; or because they have not enough money or time to resort to legal channel. (3) In some alleged production control cases, the truth is that the workers merely shut themselves up within the plant to go through with their strike tactics. Chief of the Bureau stated that under the current economic situation in Japan, quite different from the period right after the end of war, few trade unions would probably adopt such foolish tactics as production control because in most cases the plant has not enough materials in stock and moreover the general market situation does not allow the workers to make money out of the products.

Wages and allowances were discussed. At the present time, wages in Japan are based upon two factors: 1) how to enable the worker to support himself and his family; and 2) reward for actual work done by the worker. Because of the first factor the family allowance is unavoidable for the time being although, it was agreed, gradual efforts should be made to embody the principle of "equal pay for equal work". The Government itself is paying its employees the family allowance, so that private industries seem to be following its example. Originally, the Government had started, in 1937, and encouraged the family allowance system as a stimulus to increase population and also to appease its employees against the ever-growing unbalance that affected them as a result of the ever-hiking wages for war plants during the preparatory and war

time. Since then, the Government as well as private industries have added many types of allowances to make up for the sharply rising cost of living for the workers, because the bonus (2 or 3 times a year) and retirement allowance as well as accident compensation were to be computed only on the basic salary, which the Government and industries would not raise. Furthermore, especially private industries have been and are disinclined to raise the basic salary, in proportion to the inflationary trends, but have increased allowances only, which, they think, could be more easily abolished in case the prices should decline.

Public Corporations Labor Relations Law was discussed. From the viewpoint of practicality and the current labor situations in Japan, Chief of the Labor Bureau expressed his opinion that the award recently made by the National Railways Arbitration Committee must be carried out in some way or other, or at least some compromise should be given by the Government, since the Arbitration is the only resort for the railway workers in lieu of the right to strike.

When the House of Councillors were discussing the decision made by the Arbitration Committee, a member of Social-Democratic Party accused the Government of its failure to submit to the Diet a supplementary budget bill for funds to carry out the award, on the grounds that the Director of Labor Policy Bureau, interpreting Article 16 of the Law in his book, said that the Government has an obligation to submit such a bill attached to the Arbitration's decision. Then the Labor Minister replied that the Government did not concur with the interpretation of the book which was written by Mr. Kaku not as a Government official but as a more scholar of law. However, the Opposition parties were not satisfied.

As of 9 June 1949, Tokyo-To had 3,653 local unions and 1,291 trade agreements covering 42% of the total number of workers. According to the estimate by the labor policy section, it seems that approximately 35% of the above agreements are now in effect. Generally speaking, medium and small-sized independent unions are not strong enough successfully to fight trade agreements, compared with SODOMEI- or SANBETSU-affiliates. Another reason for the decline of the number of trade agreements is that, the management and union have both become aware of the necessity of more specific and detailed provisions in trade agreements than in the period right after the end of war and consequently the differences between the parties are so uncompromisable that they fail to reach agreement on many points. Chief of the Labor Bureau stated further that there is at present an inclination on the part of medium and small-sized enterprises, that the workers are doubtful about the use of trade union itself because it brings them no fruits economically but, on the contrary, the business conditions are getting tighter in spite of harder work, even in violation of the standards set forth by Labor Standards Law. At present the National Railway workers and/or Monopoly Corporation workers have no written agreement whatever. The Corporation agencies are disinclined to enter into a trade

agreement with the employees' representatives. For example, the demand by Omiya Chapter of the National Railway Workers Union to conclude a trade agreement on such working conditions as are within the authority of the Chief of Omiya Railway Engineering Department was referred to Tokyo Region National Railway Mediation Committee, which, on 26 January, recommended the parties to bargain collectively for the purpose of concluding a trade agreement.

In this connection, Tokyo-To Labor Bureau is going to sponsor management and labor conferences specifically to promote conclusion of written trade agreement, from coming April. Kanto Civil Affairs Region Labor Officer advised the Bureau officials to arrange several management education conferences.

2. Conference with Tokyo Labor Standards Bureau officials

LABOR STANDARDS LAW - Unpaid Wages - As of the end of November 1949 there were 377 cases found of unpaid wages involving 8,457 workers and representing a total of ¥122,737,166 outstanding, and out of them the wage payment was four or more months back in 31 cases. As of the end of December 1950 there were 309 unpaid wage cases representing a total of 167,654,855; 11 cases of unpaid wages were then pending before Public Procurators office and 9 cases were before the court. During the month of November labor standards officials were successful to make the employers pay a total of ¥44,122,567. As regards the penalty under Article 120 of the Labor Standards Law, a fine shall be imposed upon the employer for each of the workers whom he fails to pay.

As regards industrial safety; Tokyo Labor Standards Bureau has designated 60 appropriate plants, where the injury rate was comparatively high, on which the Bureau and local inspectors are campaigning to attain the fixed goal of percentage to be decreased in the injury rate for two month period--January and February.

As regards industrial sanitation: There are a number of lead poisoning cases, where the workers' gums have blackened. Those cases are at present being investigated in printing, newspaper and pipe mfg. plants. So far 6 cases have been detected among workers. As preventive methods, building of chimneys for excluding the fumes, washing hands before eating and smoking, and gargling are being recommended. At present blood tests are being given to workers in these plants.

Wage section of the Bureau, is presently making a survey on current figures of actual wages paid in a thousand odd firms. The survey cards are to be sent back to the Ministry of Labor as necessary data to be used in preparing for establishment of minimum wage system.

WORKMEN'S ACCIDENT COMPENSATION INSURANCE - As of the end of December 1949, 9,626 bills for Workmen's Accident Compensation

Insurance premiums were not yet paid, representing a total of ¥66,397,000 or 17% outstanding out of approximately ¥380 million due for 1949 fiscal year. For the fiscal year, a total of ¥323,420,085 was collected and ¥247,627,854 (inclusive of miscellaneous expenses) was paid out, and there was a total of about ¥40 million insurance benefits outstanding which the Bureau owed. Up to the end of December, collectors attached properties for 829 unpaid bills, out of which 16 bills were paid through four public sales but 434 bills were under attachment yet as for the fiscal year. During December alone, 70 attachments were made.

Spot checks by officials showed that employers had been submitting false or inaccurate reports on wages paid, by which the premiums were to be computed, with a result of 20% loss in premiums due. In accordance with Labor Ministry program, from 1 February Tokyo Labor Standards Bureau is going to make an additional 15% assessment for 1948 fiscal year premiums and an additional 20% assessment for 1949 fiscal year premiums, upon every eligible employer, in order to correct the inaccuracies. However, any employer who has honestly reported will be allowed an appeal for cancellation of such assessments by demonstrating their books and other evidences. Tokyo office expect to raise about ¥100 million of additional premiums through this corrective assessment.

SUMMARY, "Field Trip to Tokyo-To, 26-27 January 1950"

1. Conferences with Tokyo-To Labor Bureau officials

LABOR EDUCATION - Legality of production control was discussed. From the viewpoint of actual happenings, Labor Bureau officials mentioned three types of production control or 'alleged' production control cases, where the workers are "obliged" to take such action. Wages and allowances were discussed, specifically why family and area allowances are unavoidable under the present economic conditions, how and why the Government started and continues to pay family allowances to its employees, followed by private industries, and why employers are inclined more to increase allowance than to raise basic salary. Whether or to what extent the decision made by the Arbitration Committee is binding upon the Government or the Diet was discussed from the viewpoint of Articles 35 and 16 of Public Corporation Labor Relations Law. Labor Bureau officials opined that the Government and the Diet should make efforts to carry out decision by Arbitration Committee, because the latter is the only resort left for the employees union in lieu of the right to strike.

While as of 9 June 1949 there were 3,663 trade unions and 1,291 trade agreements in Tokyo-To, it is estimated that only 35% of the agreements are currently in effect. Smaller unions especially those without affiliation with national federations are not strong enough to fight for written trade agreements. Another reason seems that the parties of collective bargaining find it more difficult to reach an agreement on specified and concrete clauses to be drawn into the trade agreement, which formerly consisted of generalized and abstract provisions in earlier stage of Occupation.

LABOR STANDARDS LAW - As of the end of December 1949, there were 309 unpaid wage cases representing a total of 167,654,855; 11 cases were pending before the procurators and 9 cases before the court. Safety officials are working to lower the injury rates in 60 specially designated plants. Sanitation officials are working specially on lead poisoning cases among workers in printing and lead pipe mfg. plants. So far 6 cases have been detected.

WORKMEN'S ACCIDENT COMPENSATION INSURANCE - As of the end of December 1949, 83% of total insurance premiums due for 1949 fiscal year was collected. The Labor Standards Bureau is going to make 15% additional assessment for 1948 fiscal year premiums and 20% for 1949 fiscal year premiums upon every of eligible employers, for correction of false and inaccurate reports submitted by the employers, in accordance with Labor Ministry program.

MARTIN T. CAMACHO
Labor Relations Division

sk

12 January 1949

MEMORANDUM FOR RECORD

Mr. McVoy
Tokyo - To *file*

SUBJECT: Conference with Mr. McVoy, ESS/LAB Division

In accordance with a request from SCAP, Civil Affairs Section, a conference was held with Mr. McVoy, ESS, Labor Division. The discussion which followed concerned the prospective project toward the establishment of a Vocational Training Center in Tokyo. SCAP, ESS, Labor Division through the Labor Ministry is interested in establishing such a model vocational training center in Tokyo. The Labor Ministry has already obtained the necessary funds to inaugurate the project. However, financial and other material assistance from Tokyo-to is needed in order to successfully establish the project. The Labor Ministry seeks to obtain some of the buildings and equipment at the Sasezu Technical College, Shinagawa, Tokyo. At present the building and equipment at the College come under the jurisdiction or control of the Economics and Labor Bureau and the Tokyo School Board.

The Labor Ministry has been asked by Tokyo-to officials to indicate what buildings and what equipment at the Sasezu Technical College are needed for the inauguration of the project. This information is required so that the proper agencies may be consulted. The Labor Ministry has indicated a desire to have a free choice in the matter but it appears that the interested Tokyo-to officials will insist that the Labor Ministry indicate its needs before any definite commitments are made by Tokyo-to.

The Labor Ministry has allotted 5,000,000 toward the project and its reports that Tokyo-to has indicated a willingness to contribute an additional 5,000,000.

The Tokyo-to Economics Bureau is conducting a vocational training course for machinists at the Sasezu Technical College. It was reported that there are approximately 160 students. Labor ministry officials have expressed some doubt as to the accuracy of this number of students. The Labor Ministry, however, is willing to subsidize this machinist training course provided Tokyo-to is willing to conform to certain established standards. *In addition to these standards would be to have the course put under charge of the Labor Bureau. In the past two other vocational training centers were transferred from the Economics Bureau to the Labor Bureau.*

The present headmaster or principal of the Sasezu Technical College is reported not to be in sympathy with the establishment of the Vocational Training Center at the College.

Annex 3a, page 1.

The Conference was closed with the understanding that Mr. McVoy in conjunction with this section would arrange for a conference on or about 23 January 1949. The conferees will include officials from the Labor Ministry, chiefs of the Economics and Labor Bureau, Tokyo-To, the headmaster or principal of the Saseu Technical College, Mr. McVoy from HSS, Labor Division; personnel from SCAP, Civil Affairs Section, and this headquarters.

MARTIN T. CANACHO
Chief, Labor Relations Division

ak

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
Labor Relation Division

2 December 1949

MEMORANDUM FOR RECORD

*Tokyo
Go*

SUBJECT: Visit to Tokyo-To Labor Bureau, 2 December 1949 to meet with officials of the Labor Policy Section, Public Employment Security Section, Trade Union Section, Labor Education Section, and General Affairs Section.

The meeting was called to discuss with the above officials the content and type of reports which will be required by this headquarters from the Labor Bureau of Tokyo-To each month. The procedure which will be set up by this headquarters covering the reporting of labor disputes is not yet definite but the material which will be required from the Labor Bureau of Tokyo-To will concern principally strikes, lockouts and acts of violence which arise out of labor disputes. Information is not required concerning establishments which are in collective bargaining except in such instances where it is reasonably certain that the company will go out on strike; and this latter information will be required only concerning large scale negotiations or in instances where a strike might be inimical to the Occupation. However, the whole procedure in connection with the reporting of all types of disputes will be clarified in a forthcoming visit.

LABOR EDUCATION

The Chief of the Labor Education Section makes frequent trips to field offices for the purpose of conferring with and counselling the field officers. Labor Education material distribution has been curtailed in Tokyo-To for the reason that insufficient funds are provided for this type of material. The Labor Education Section undertook 269 projects in the month of October, involving 17,000 people, consisting chiefly of lectures and visual aids, working with the Labor Education Advisory Committee along the lines of the program laid out for the Labor Education Section by the Labor Ministry. Eleven labor rallies were held and considerable emphasis was placed on the subject of the auditing of union books.

TRADE UNIONS

The Trade Union Section is operating under instructions from the Labor Ministry; they work in conjunction with the Chief of the Labor Education sub-section. The Chief of the Trade Union Section had only been on the job 40 days so was unable to answer many of the questions put to him by us.

Annex 3 b, page 1.

PUBLIC EMPLOYMENT SECURITY OFFICE

There are 17 PESO offices under the Bureau and a number of vocational schools. Percentage of placements January to October ranged monthly from 13% - 19%. Asked what the number of unemployed in Tokyo today is, the Chief of the Public Employment Security Section said that it was somewhere between 120,000 and 160,000. Unemployment Insurance premiums collected during the month totalled ¥130,000,000. The unemployment insurance premiums paid out for the same period were ¥100,000. In January of this year the figures were ¥71,000,000 collected and ¥4,000,000 paid out. It was estimated that approximately 10% of the employers liable under the Public Employment Security Law are not paying premiums. The Bureau has ten collectors whose duties consist solely in endeavoring to effect collections. The properties of approximately three hundred establishments per month are attached in an effort to make collections. Asked to estimate the total unemployed in Japan at the present time, this headquarters was told that instructions had come out from SCAP to the Labor Bureau to make no survey of the unemployed.

MARTIN T. CAMACHO
Chief, Labor Relation Div.