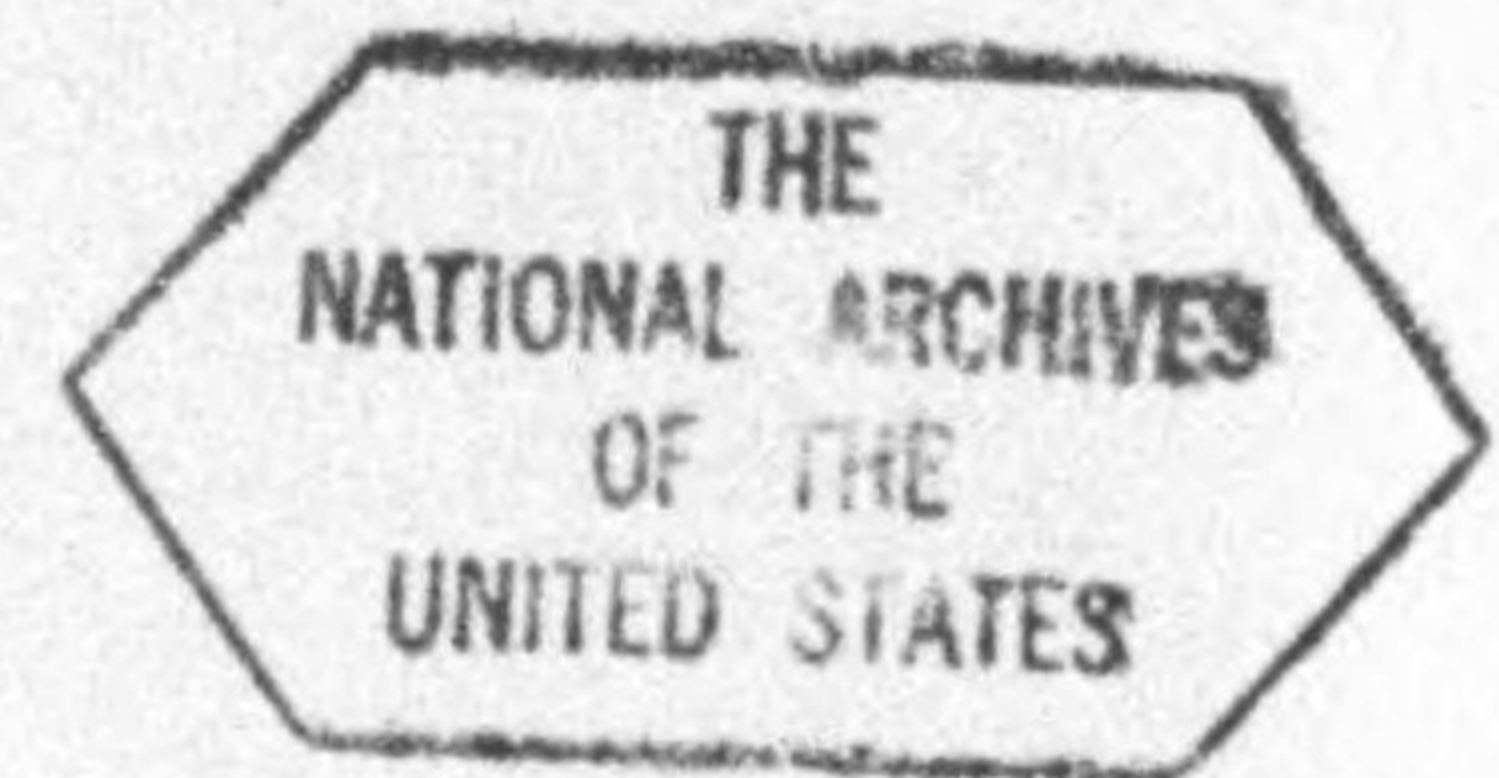


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22 November 1950

MEMORANDUM FOR RECORD

Prof. fel

SUBJECT: Field trip to Saitama Prefecture on 21 November 1950 for:
(a) Conference with Labor Dept Chief
(b) Visits to plants without trade agreements

1. A brief conference was held with LD Chief concerning progress of the red purge in Saitama Prefecture. The total of purgees at present is 172. Most of the purges have been in larger industries. Unless small and medium enterprises take up the program, the purge may be regarded as reaching its completion. LD chief reported that Mr. Kurihara, a member of the Labor Education Advisory Council discharged from Densen during the purge, has been reinstated in his position after a reinvestigation.

2. A conference was held with LPS chief and Mr. Okochi, Urawa LPO Chief in order to gain background for the visits to plants. Accompanied by the above two officials, visits were made to the following plants where conferences were held with management and union officials concerning the absence of a trade agreement:

a. Kongo Mfg. Co. has 255 employees of which 240 are union members. The union is a Sanbetsu affiliate. Trade agreement expired in June 1949. The union submitted a draft proposal to management in December 1949. Management presented its draft plan to the union in January 1950. There is a problem of unpaid wages; union wishes to have meetings on company time to discuss strategy for meeting this. Other problems were similar to those encountered in many other industries: management council, personnel rights, etc. KaCAR representative discussed problem of union activities on company time, the advisability of substituting committees with specific limited functions in place of the management council, grievance machinery, personnel rights and systems for handling layoffs, promotions, etc. Emphasis was given to the careful preparation of a contract so as to avoid vagueness, and the techniques of collective bargaining. LP personnel assisted in giving a resume of important clauses which should be included in a sound trade agreement. It appeared that the differences between management and union could be ironed out if proper machinery were set up to handle contract negotiations. In connection with this, it was suggested to the union (in the presence of management) that they demand that management provide competent and responsible persons as management representatives at the collective bargaining table -- that the head office of the company should dispatch personnel with sufficient responsibility to make decisions and to sign a contract. This had been a problem in previous negotiations.

b. The Peace Sewing Machine Company has 214 employees, of which 208 are union members. The union's only affiliation is with the Saitama Prefectural Trade Union Federation. Trade agreement expired in September 1949 and neither

side had apparently made any sincere effort to conclude a new one. Management appeared ignorant of even basic ideas, and the union lacked the courage to demand. The union submitted a draft proposal in October 1949, but the company did not answer until (coincidence!) the morning of the day of the visit by KaGAR representative, 21 November 1950, a year and one month after the union submitted its draft. Management officials explained that this was because of the perfect trust existing between union and management. It was suggested that a sound all-inclusive-trade agreement would be a fitting memorial or embodiment of this trust. The draft plan and company counter-proposals were discussed. Questions asked by the group gave an opportunity for the KaGAR representative or the LPS Chief to explain grievance machinery, seniority, the problem of the temporary or provisional worker, management council as opposed to the specific limited type of committee, contract negotiating techniques, etc. Union officials, in particular, showed considerable interest (after a gentle scolding by the KaGAR representative for not taking the responsibilities of their elected offices seriously enough), and acted as tho they had never heard of any of these things before. However it was found that they had received copies of the pamphlets on seniority and grievance machinery, and had had some contact with the LPO. One interesting problem was raised: When there is no union shop and there are non-union employees, and the union asks for (and receives) permission to hold a meeting during a working day (without pay), is the company obliged to pay non-union employees to work on that day when production is impossible due to the absence of the union workers? LPS chief's opinion was that according to the LSL, the non-union employees could demand to work and to be paid. Promise was made to investigate further and advise the company of findings.

SUMMARY:

Red purge in Saitama Prefecture is reaching completion without incident. One Densen purge has been reinstated after reinvestigation.

Visits were made to two plants without trade agreements and such discussions conducted as would explain the desirability and facilitate the conclusion of such agreements. LPS and LPO officials assisted in these conferences and will conduct follow up visits.

V. BROWN
Labor Relations Division

Prof. file

kn

4 November 1950

MEMORANDUM FOR RECORD

SUBJECT: Surveillance and Labor-Management Education at the Following Establishments in Saitama on 10, 11, 12 October 1950:

- a. Minsei Diesel Company
- b. Nippon Sharyo Seizo KK
- c. Chichibu Cement Company
- d. Nikken Rayon Textile Company
- e. Chichibu Rextile Workers' Union

1. The above mentioned visits were conducted for the purpose of obtaining first-hand information regarding the main obstacles which are hindering the consummation of trade agreements, and to assist both labor and management in arriving at an amicable solution to such problems.

2. Minsei Diesel Company:

a. The company employs 1,050 workers: 1,000 at this plant and 50 at the head office in Tokyo. Diesel trucks and buses, are produced at the rate of 100 each month.

b. For the purpose of over-all union representation, the factory is districted into 36 shops. Workers in the respective shops elect one member as their representative on the so-called executive shop committee. This 36-man committee meets whenever necessary (about once every two weeks) for the purpose of discussing any matter of general union interest. It is also responsible for the selection of candidates to the highest union organ - the ten-man executive committee. There are four full time union officials: president, 2 vice-presidents and a treasurer, which number is not regarded as exorbitant for a union of its size. The foregoing union structure roughly parallels the "Unit Plan" type of organization.

c. Contract negotiations have been conducted since November 1949, the date of expiration of the old contract. Differences still unresolved are union demands that (1) the company first obtain permission from the union before resorting to layoffs, (2) Union meetings should be conducted on company time, (3) guards and accountant personnel should be members of the union, (4) Company should pay the local residence tax which averages ¥4,000 per member.

d. At a meeting attended by nearly all of the employees, the labor officer expatiated on the futility of opposition to personnel retrenchment; advantages of the seniority principle; proper scope of union membership; union shop clause; the necessity of a trade agreement;

the separate and distinct responsibilities of the three management-labor bodies, i.e., contract negotiations, grievance, and production councils; necessity of a peace clause, grievance machinery inclusive of arbitration. The inadvisability of having separate youth groups within the union; and the three main problems confronting the Japanese trade union movement, i.e., management opposition to unions, rank and file indifference, and Communist infiltration. A question-and-answer period followed the lecture.

3. Nissan Sharyo Seizo KK:

a. Company is engaged in the manufacture of rolling stock.

b. Both parties have been without a contract since November 1946. Even though some of the clauses were later nullified by the revised Trade Union Law, both parties agreed to abide by the spirit of the applicable portion pending conclusion of a new one. Negotiations on a new contract did not begin until 2 October, at which time the union submitted a draft proposal to management. Management has not yet submitted a counterproposal. It was decided that the talk originally scheduled for the rank and file should be deferred until a final contract was nearer conclusion. It was felt that a lecture on the various aspects of a labor agreement would take on greater meaning at that time. In the meantime two copies of the recently concluded Ikegai Automobile Company trade agreement will be given to management and union for study.

c. Since the company consists of two separate plants, the local union was confronted with the ever-present question of whether contractual negotiations should be conducted at the local or top level. This office recommended individual negotiations until both branches had demonstrated the willingness and ability to consummate separate contracts over a given period of years. After they proved that they could surmount the difficulties presently being met, then - and only then - should area-wide or federation bargaining be attempted.

4. Chichibu Cement Company:

a. Company was established in 1922 and is now the second largest cement company in Japan. In May 1946, the employees unionized and 950 of the 1200 employees are presently union members. The first labor agreement was concluded in July 1946, and revised in March 1948; on 21 Jan 50, both parties agreed to provisionally extend terms of the contract to not later than March 1951, with the understanding it would become void on conclusion of a new contract.

b. Issues reportedly preventing settlement are company opposition to the union shop, and refusal to admit that clerks should be union members. Management refuses to accede to the former demand, contending that they might be required to discharge good workers if such workers are expelled by the union. However, in the 4½ year history of the union, only 3 members were expelled. This implies that management is using its concern for the discharged workers as a subterfuge for denying the union's request. With regard to the latter issue, management contended that the 70 factory clerks

should not be allowed to join the union. In many cases, it argued, only one or 2 clerks are assigned to a subsection, and in the absence of the chief, a clerk would assume charge of the office and thereby have access to confidential information. Amazingly enough, management refused to state that clerks were not covered by the Trade Union Law, although its argument implied that such was the case.

c. A lecture, similar to the one presented to the workers at Minsei Diesel Company was delivered to approximately forty members of the local union.

5. Nikken Rayon Textile Company - A tour through this factory left the impression that it was well managed. Labor officials commented that wages here are 20% higher than is being paid at other mills in the same area. A discussion revealed that labor-management relations were excellent.

6. Chichibu Textile Workers' Union - Officials of this union are attempting to organize the 4,500 workers of the 400 spinning establishments in this area. To date, they have organized only 250 workers representing 13 companies. Major difficulty is the result of a belief by both management and labor that joining a union is tantamount to joining the Communist Party. Employers reportedly admit that they are exploiting labor and are against unions. For example, a union request to the head of the employers association that a management council be organized to discuss the improvement of working condition throughout the area was refused on the ground that a union was not necessary. The labor officer recommended that the various locals attempt individually to negotiate a master contract. Success in that endeavor would serve as a stepping stone for an area-wide contract.

7. The following two problems are covered separately since they were found to be impeding the conclusion of trade agreements at all plants visited.

a. Concils: In the United States, labor-management groups have a special committee for negotiating the contract. After the contract is signed, this committee is dissolved. In the U.S., the grievance committee has the sole responsibility of settling various problems regarding interpretation and/or application of the contract. In the U.S., the production council is a two-party body purely of an advisory nature. Any matter of a mutual interest is discussed here. But in Japan, the foregoing issues are all handled by one committee. Consequently negotiations are conducted unceasingly, labor-management relations are always strained, and very few issues are ever settled. Lectures presented at all factories visited were intended to point out this discrepancy. Both parties were exhorted to determine the nature of their problems and refer them to the proper committee at the appropriate time.

b. Peace Clause: Very few of the people with whom discussions were held understood the significance of this clause. The union fails to realize that in exchange for a contract with its various concessions, the rank and file should pledge itself to industrial peace during the life of that contract. The concept that any demand may be introduced at any time

after a contract has been signed, with the understanding that a strike or lockout may be resorted to if the demand is not met, is probably one of the principal deterrents to the conclusion of sound trade agreements.

8. Summary:

a. Visits were made to five factories in Saitama with a view to ascertaining the main issues which prevent conclusion of trade agreements, and to assist union and management to reconcile those differences. Assistance was extended in the form of roundtable discussions with union-management groups, and lectures to the rank and file.

b. Lack of understanding regarding the functions and scope of the management production council, and union refusal to include a peace clause, were found to be principle deterrents to the conclusion of trade agreements.

M. T. CARACHO
Labor Relations Division

Saita

ek

5 September 1950

MEMORANDUM FOR RECORD

Prof. file

SUBJECT: Kanto Region Labor Relations Commission Secretariat Chiefs' Conference.

1. The Kanto Region LRC Secretariat Chiefs' conference was held in Omiya, Saitama Prefecture, on 1-2 September 1950. The KaCAR representative attended sessions on the first day of the conference.

2. Conference agenda included, among other topics, a discussion of the suggestions made by this office for the improvement of the organization and functions of the LRCs. Little of a constructive nature developed from the discussions. The group, has no plan to offer to correct the inadequacies of the commissions. The general impression gained was that those present were opposed to any alteration of the status quo, not from the standpoint of interest in the operation of the commissions, but from the standpoint of protecting their own positions, which they fear may be endangered by any change. One delegate went so far as to say that he could not approve of any change in the LRC which would result in unemployment of secretariat personnel.

3. Some time was spent in discussing appropriate term of office and salary of neutral commission members; this seemed, to this writer, to be presumptuous.

4. The CLRC representative stated that the item of reorganization of the LRCs would probably be on the agenda of the National LRC Conference slated for October.

5. ~~SUMMARY~~ - The Kanto Region LRC Secretariat Chiefs' Conference was attended. Discussed was the projected reorganization of the commissions. The group had little to offer of a constructive nature. They do not agree with the suggestions made thus far, but have no plan of their own to offer. They are no doubt influenced by fear of losing their positions in the event of change in the LRC.

V. BROWN
Labor Relations Division

Annex 3b

pref. file

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30 August 1950

MEMORANDUM FOR RECORD

SUBJECT: Field trip to Saitama Prefecture on 28-29 August 1950 for

- (a) Conference with Prefectural Labor Relations Commission.
- (b) Conference with Labor Department officials.
- (c) Conference with Labor Standards Bureau Chief and with Kumagaya Labor Standards Office Chief.
- (d) Visits to Matsuzaki Silk Mfg. Co., Showa Precision Tool Co., and Takama Clothing Co.
- (e) Visit to Kumagaya FESO.
- (f) Visit to Kumagaya Vocational Training Center.

1. Saitama Labor Relations Commission presented their recommendations concerning improvement of the commissions. Their suggestions offer little in the way of positive suggestions; instead they consist mostly of refutation of the suggestions proposed for discussion by this Headquarters. Saitama Commission feels that it is too early to judge the success of the present type of organization, and that this is not an opportune time for change. They also fear that full time commission men would not fairly represent management or labor, as they would tend to lose contact with those groups. Discussion revealed that they would prefer a labor department in the district court to handle juridical matters, rather than a three man commission.

2. In Saitama Prefecture, 54 Densen workers were discharged in the recent Densen action; 31 of these were Communist Party Members, and the other 23 were sympathizers. The Labor Policy Chief expressed anxiety concerning the determination of "sympathizer" by management, feeling that management may take unfair advantage of the situation. Mr. Kurihara, a member representing labor on the Saitama LRC, is among those dismissed by Densen on the basis of being a communist sympathizer. Labor officials plan to conduct inquiries into the alleged communist activities of Mr. Kurihara. If it is verified that he is a sympathizer, the Labor Dept. Chief will ask the governor to suggest Mr. Kurihara's resignation.

3. The main obstacle to the conclusion of labor contracts is the determination of personnel matters. Management demands exclusive rights in this field, and labor's position is that decisions on these matters require the consent of the union. Labor policy section is suggesting that separation standards be arrived at thru collective bargaining, and then explicitly stated in contracts.

Annex 3b, page 1.

4. The employment situation is showing improvement, due partially to the large numbers of workers employed by occupation force installations since the outbreak of Korean hostilities.

5. During July, there were 40 cases of negotiation or demonstration at FESOs by day laborers. None of these was serious enough to interrupt the operation of the FESO. Demands were as usual: full employment, opposition to the rotation system, and wage increases.

6. Mr. Chiba, formerly of the Labor Ministry, has been appointed Employment Security Section Chief. Mr. Tomiyama, the former chief, has been transferred to the Labor Ministry. The new chief appears capable.

7. A brief visit was made to Saitama Labor Standards Bureau to greet the new chief, Mr. Matsumoto, and to discuss matters concerning the factories the LSB had asked the KaCAR representative to visit. These factories are ones in which cooperation with LSIO officials has not been satisfactory, or establishments which have some particular difficulty in relation to labor standards. The new LSB chief, since he had not yet visited the Yorii-Kuagaya area, expressed his desire to accompany the KaCAR representative on the remainder of the field trip.

8. At Kuagaya LSIO, a short meeting was held with the LSIO chief, followed by a visit to the Matsuzaki Silk Mfg. Co. in Kuagaya, accompanied by the LS chiefs.

9. The owner of the company, Mr. Matsuzaki, ran, unsuccessfully, in the House of Councilors election recently. During his campaign he advocated repeal of the Labor Standards Law, stating that it is one of the obstacles to the rehabilitation of the Japanese economy. Unfortunately, Mr. Matsuzaki was not present during the visit to the factory; discussions were conducted instead with the plant manager who said he could not be responsible as he was not too familiar with the Labor Standards Law, and he was sorry but it was necessary, sometimes, to work the women and minor workers overtime in order to operate the business. LSIO chief explained the obligations of the company under the law and the KaCAR representative indicated complete backing for the LSIO, suggesting the advisability of cooperation in such matters, especially since Mr. Matsuzaki is slated to go on an inspection trip to the United States in the near future.

10. At Takama Clothing Co. in Yorii, the owner of the enterprise is a member of the Diet, and 70 workers are now employed. The company is (conveniently) manufacturing uniforms and other clothing for the new Reserve Police. Violations of LSL previously noted by LSIO were found to have been corrected at the time of the visit.

11. Showa Seiki, a company in Yorii manufacturing parts for printing presses, is having difficulty in meeting its payroll. A retrenchment program was recently undertaken during which 9 workers retired voluntarily, and 21 were discharged. Back wages and retirement allowances are being paid in installments. The 21 discharges organized what they called

a trade union and appealed to the courts for immediate payment of the discharge allowances. Average discharge allowance was \$10,000 and the average length of service was 1.9 years. The company has exhausted every source of credit in attempting to meet this demand. It was later determined that the organization formed by the discharged workers was not judged to be a bonafide trade union.

12. Kumagaya PESO was inspected and a meeting held with the chief and the various section chiefs. The PESO was operating smoothly. The chief reported that none of the day laborers' unions in his area have been certified by the LRC, and therefore he had never conducted so-called collective bargaining with them. His policy is that he will always be glad to hear their petitions, and if the petitions contain requests on which he has no authority to act, he will forward them to the higher headquarters concerned. There have been 90 such petitions since the day laborer unions were organized. The PESO chief has taken precautions so as to prevent such disturbances as have taken place in other PESOs. He originated a blank form to be filled out, stating nature of business in detail, for those desiring to consult with a PESO official. He has limited visitor groups to five persons at any one time, and placed a 30 minute limit on such visits. The PESO chief noted that 8 Densen discharges had not yet applied for unemployment insurance. He fears that these discharges will join the ranks of the day laborers and attempt to formulate trouble there.

13. Kumagaya Vocational Training Center has only one course; carpentry. There is a need in the community now for mechanics, but budget limitations preclude adding the course at this time. School staff consists of director, three teachers, and one clerk; there are 29 students.

14. Mr. William Boherty, CAS Labor, accompanied the KASAR representative on this field trip, and contributed materially by his suggestions and presentation of informational material to labor officials and others.

15. ~~Summary:~~

Saitama Labor Relations Commission feels that this is not the time to make changes in the organization of the commissions, but expressed favorable opinion concerning establishing labor courts to handle juridical matters.

Mr. Kurihara, a labor representative on the LRC has been discharged from Densen as being a communist sympathizer; officials wish to make an investigation of his alleged communist activities before taking any action to have him removed from the commission.

The main obstacle to the conclusion of trade agreements is the unwillingness of both management and labor to concede to each other's demands concerning personnel matters.

With LSR and LSIO chiefs, visits were made to factories showing poor cooperation with LSIO. In one such enterprise, the owner recently ran for the Diet, including in his platform repeal of the LSL as an obstacle to the rehabilitation of the Japanese economy.

Kunagaya PESO chief has forestalled day laborer disturbances by working out effective administrative devices to handle the demands of such groups.

Mr. William Doherty, CAS Labor, accompanied the KACAR representative on this field trip, giving considerable assistance in his participation in the various discussions.

V. BROWN
Labor Relations Division

Prof. file

HW

31 July 1950

MEMORANDUM FOR RECORD

SUBJECT: Field trip to Saitama Prefecture on 24 July 1950 for:

- (a) Conference with Labor Relations Commission.
- (b) Conference with Labor Department Chief and Section Chiefs.
- (c) Visit to Omiya Vocational Training Center.
- (d) Conference with Labor Standards Bureau Chief.
- (e) Conference with Women's and Minors' Bureau Field Representative.

1. At a conference held with members of the Saitama Labor Relations Commission, the suggestions for improvement of the commission made by this division were presented. The members were already familiar with the suggestions as they had been discussed at a recent Kanto Labor Relations Commissions conference. The commission agrees that improvement of the present operating procedures and organization of the commissions is highly desirable, but they feel that a three man commission is not the answer. They were afraid that a three man commission would, in actuality, be ruled by the public interest member, and if the commission were not composed of members representing labor, management, and the public interest, the main function of the commission would be lost. One of the most troublesome matters facing the committee is that in mediation cases, after both parties have accepted the decision of the commission and agreed to follow it, frequently management later changes its mind. This destroys respect for the committee, especially by labor. There is no way at present to make the acceptance of a mediation decision binding for any period of time following such acceptance. After the next regular meeting of the commission, a written recommendation concerning improvement of the commissions will be prepared. Saitama LRC is directly under the governor insofar as budget and personnel are concerned.

2. The turnover table THE ANIMAL FARM was shown to Labor Dept Chief, the section chiefs, and other labor dept. personnel. They were asked to write, on unsigned sheets, what they thought the meaning was, and their recommendations for use. The comments indicated that the labor officials themselves had difficulty in understanding. One thought that it was a caricature of a labor union. Another thought that it showed that rights and freedom could not be given to uncivilized peoples, while another thought that it taught that even when autonomy is given to the people,

Annex 3c, page 1.

they still need a good leader. The general opinion of the officials was that it is unsuitable for labor union educational use, unless accompanied by extensive explanation. There were many adverse comments on the use of difficult foreign names given the characters in the sketch. Saitama had not yet received its allotment of the turnover tables nor the suggested guide to distribution and use.

3. A separate Unemployment Insurance Collection Section was created in Saitama on 1 July; formerly this function was handled by Employment Security Section. Mr. Tsunida, who formerly handled unemployment insurance, has been accused of embezzlement of funds entrusted to his care; he has been relieved of his post and the procurator is conducting an investigation. Mr. Masoru Chio, formerly of the Ministry of Labor, has assumed the post of Unemployment Insurance Collection Section Chief. He reported no change in the rate of premium collection. Since Saitama has the lowest rate of successful collection of any prefecture in Japan, he expects to make every effort to improve the prefectural rating.

4. Employment Security Section Chief noted that the Kawaguchi Cast Iron Mfg. Co. and other similar establishments have rehired employees formerly laid off, but that this is not indicative of a general improvement; it is due to the investment of capital by management in the industry as they expect an increase in the price of cast iron in the near future.

5. Activities of day laborer organizations have lessened due to absorption of laborers by farmers during the busy summer season. No disturbances were noted.

6. Although exact figures were not available, officials stated that there is a growing tendency to conclude labor agreements, and to seek to improve existing agreements. This is in part due to the series of conferences held this Spring and Summer in which this item was stressed.

7. Regarding the National DENBAN order to reregister members of local unions, Saitama unions, generally are rejecting this instruction. Anti-communist groups within the unions are still weak.

8. Accompanied by Labor Dept. Chief and Employment Security Section Chief, the Omiya Vocational Training Center was visited. There are two courses; carpentry, with 30 students, and a secretarial course, with 34 students. The secretarial course was added only last semester. The PESOs cooperate with the school in the placement of graduates. The building is the most adequate one seen thus far in visits to these schools. As school personnel stated they needed a more adequate budget, inquiries as to the present use of funds were made. There were four (4) full time teachers for the two (2) classes; in addition there were four (4)

part time teachers. There were three (3) clerks to handle the paper work of a school (with a secretarial course) having only 64 students. The school director did not think these numbers excessive and claimed they were set by the ministry. Besides the general office, the school contains a number of smaller rooms which could be remodeled to give more classroom space. An apparently excellent program is being carried on at this school; it might be possible to increase the enrollment however, without a budget increase, if all facilities were used to the fullest extent.

9. The Chief of the Labor Standards Bureau stated that no real improvement in the unpaid wage situation can be seen in the last three months; the number of cases each month has been about 100. Thru the efforts of inspectors, about one-fourth to one-third of the wages in arrears is paid up by employers. Safety Week campaign was most successful; emphasis is now being given to improving conditions in 19 plants selected as being the worst in the prefecture.

10. A case of intermediate exploitation (labor bossism) has come to light. The Nihon Nitrogen Co. dealt with a Mr. Iwata in securing labor, and Mr. Iwata earned ¥171,000 thru the transaction. He was indicted on 17 July.

11. Women's and Minors' Bureau Field Representative disclosed a recent case of child selling. A young boy had been "sold" by his step-uncle who wished to get money to pay for the boy's step-father's funeral. The boy was forced to work excessive hours, and wrote a letter to a former employer who brought the matter to the attention of WAMB and LSB. Since the boy has no other acceptable home, he is staying with the family who "bought" him, but now draws wages. The step-uncle was forced to return the payment money.

12. WAMB Field Representative stated that women's departments and women's activities in unions were much retarded due to the large number of women laid off under retrenchment programs; since last Fall, 12,000 women have been laid off under personnel retrenchment. She mentioned that the investigation of nurses' working conditions, etc, showed that though lot was inferior to that of other Japanese women, they prefer to think of themselves as being "angels in white" and have little interest in bettering their conditions thru any labor organization.

SUMMARY: Labor Relations Commission members think that improvements in the commissions should be along other lines than those suggested by this office. THE ANIMAL FARM was shown to a group of labor department officials; they were then asked for written comments. These indicated that even labor officials were incapable of understanding the meaning of the satire, as the parallels do not exist in Japanese life. The official formerly handling unemployment insurance funds has been charged

with embezzlement; he has been replaced with a man from the Labor Ministry. Activities of day laborer groups are negligible due to busy farming season. Saitama unions, generally, are rejecting DENSAN orders to reregister members. A case of labor bossism and a case of child selling have recently been handled by the Labor Standards Bureau and the Women's and Minors' Bureau.

V. BROWN
Labor Relations Division

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23 June 1950

MEMORANDUM FOR RECORD

Pref file

SUBJECT: Field trips to Saitama Prefecture on 21 and 22 June for:

- (a) Management Education Conference at Omiya
- (b) Management Education Conference at Asaka
- (c) Meeting with Saitama Labor Standards Bureau

1. The programs for the two management education conferences were 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. At the Omiya conference, representatives of the leading labor unions in the area were also invited to attend by prefectural officials. Attendance was approximately sixty. Attending the Asaka conference were approximately 40 management representatives. In each case LFO personnel also attended.

3. During the discussion periods which followed the presentations by KAGAR LED representative, the following questions were brought up: Does the seniority system concern itself only with years of service; doesn't it include efficiency and attendance? Are disciplinary measures for infraction of rules included in trade agreements in the United States? Should efficiency ratings be open to the public or should they be discussed only with the worker concerned? What if the worker does not agree with the rating he receives? In processing grievances, is the shop steward on an equal footing with the supervisor? Can the shop steward consult with and advise the worker concerning his grievance? In rehiring workers, why shouldn't management hire new, better workers, rather than those laid off? What do you think about retirement allowances? If a seniority system is used, we will have only older workers in our plant; is there no age limitation? When a skilled workman leaves one company to work for another, what happens to his seniority?

4. These conferences were the second and third in a series of management Education Conferences being held under the auspices of Saitama Labor Department during the next two months. The remainder of the series will be handled without KAGAR assistance.

5. Interest shown by the representatives present was excellent, but from the questions asked it can be seen that there is a continued need for such education. Translations of pamphlets prepared by KAGAR LED and pamphlets prepared by Saitama Labor Policy Section were distributed to those present.

Annex 3a, page 1

6. A brief visit was made to the Saitama Labor Standards Bureau to confer with officials concerning conditions at Warabi Mangyocho, a cotton textile mill. A petition from a worker in that plant had been received by this section; the worker reported many violations of the Labor Standards Law. Conference with Labor Standards Bureau officials revealed that they have recently conducted a thorough investigation at that plant during which malicious violations were discovered. The case is being prepared for submission to the procurator's office.

SUMMARY:

NACAR Labor Relations Division representative participated in two of a series of Management Education Conferences being presented in Saitama Prefecture. Prefectural Labor Department officials had requested assistance in opening the series of conferences which will, when completed, cover the whole prefecture. A visit was made to Saitama Labor Standards Bureau to discuss reported violations which had reached this section in a petition. Labor Standards officials had just concluded a complete investigation of the plant in question and were preparing the case for referral to the procurator.

V. BROWN
Labor Relations Division

Proffitt

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16 June 1950

MEMORANDUM FOR RECORD

SUBJECT: Management Education Conference held at Urawa, Saitama Prefecture, on 15 June 1950.

1. The 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 for workers, the seniority principle, and grievance machinery.
2. Attending the conference were approximately 40 management representatives, and officials from the local Labor Policy Office. As this was the first conference of its kind to be held in Saitama Prefecture, the Labor Department Chief made a short speech of greeting. The Labor Policy Section Chief lectured on the aspects of a sound trade agreement. This was the first in a series of such conferences to be held throughout the prefecture. A representative of this division will participate in two more of the meets; following that, the Labor Policy Section will carry on without assistance.
3. Pamphlets, originally prepared by this division, on the seniority principle and on grievance machinery were distributed to the group. Saitama LPS had also prepared a booklet called "Problems in Concluding a Labor Contract" which was also distributed to the group.
4. Questions following the presentation by the KASAB representative were concerned with operation of the grievance machinery and the seniority system.

V. BROWN
Labor Relations Division

Annex 3c

pref file

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27 May 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Saitama Prefecture on 25 May 1950 for:

- (a) Conference with Labor Department Chief and Chiefs of Labor Policy Section, Unemployment Insurance Collection Section, and Employment Security Section.
- (b) Conference with Chief of Labor Standards Bureau.
- (c) Visit to Gaiya FESO and Urawa FESO.
- (d) Visit to two work relief projects.
- (e) Visit to Urawa Labor Standards Office.
- (f) Visit to two factories.

1. A new Labor Department Chief has been appointed in Saitama; he is Mr. Machiro Sato who was formerly Economics Department Chief. The former Labor Department Chief was transferred to the governor's secretariat.

2. At this time, in Saitama, there are eight disputes and one strike; all concern personnel retrenchment or unpaid wages. Of these, three cases are now before the Prefectural Labor Relations Commission. The All Metal Workers Union, Saitama Branch, is conducting sporadic one-hour strikes; the dispute seems to be political rather than economic, as the slogans used are concerned with opposition to the colonization of Japan, opposition to military bases, as well as opposition to personnel retrenchment, opposition to job classification, etc. Officials believe the purpose of the strike is only to influence the coming election.

3. Labor Policy Section has been carrying out an extensive labor education program aimed at increasing the number and the quality of trade agreements. Seventy-five meetings have been held and 17,000 workers contacted. Twenty-three percent of the establishments in Saitama have valid trade agreements; 34% of all workers are covered. Few contracts are adequate, however. LPS is now planning a series of management education conferences; KASAR representative will participate in the initial series of such conferences.

4. Employment Security Section Chief reported that the in-service training school for chiefs of FESOs is most successful. The school is conducted for 10 days in Urawa, 10 days in Kawaguchi, and 10 days in Gaiya, and is conducted at the FESOs so that actual functioning of efficiently operated FESOs may be observed and discussed.

Annex Sa, page 1.

5. During April, there were 9,585 unemployed, which is 140 less than for March; ¥28,488,680 in benefits was paid out. To date (since the beginning of the program) ¥225,183,639 has been paid in benefits; collected was ¥234,420,000; assessed premium was ¥253,720,000.

6. The number of disturbances at FESOs caused by day laborers is decreasing. There have been 149 disturbances of this nature since last February, including such minor acts as passing out literature, etc. At this time, 1,000 workers are employed each day on work relief projects; five cities and one town have such projects. Since this program falls considerably short of meeting the need, the Labor Department has asked the Prefectural Assembly to provide funds so that 300 more can be employed daily. It is expected that this additional budget will be available by 1 June.

7. Unpaid wages continue to be the main problem confronting the Labor Standards Bureau. Thru the efforts of the LSIO inspectors, ¥25,448,000 in back wages was paid in April. However, ¥61,629,000 remains to be paid. The situation is improving slightly. The LSB sent seven malicious cases to the procurator's office in April; another eight cases will soon be forwarded. One case of labor bossism was also sent to the procurator's office last month.

8. Omiya FESO and Urawa FESO were visited. Omiya FESO is the cleanest, most attractive, and most efficiently organized FESO observed so far. As mentioned above, the school for FESO chiefs from all over Japan is being conducted at this FESO. The classrooms were visited and a short speech of greeting made to the group.

9. Accompanied by Urawa FESO chief, two work relief projects were visited. One was a cleaning project on a large storm drain where 20 are employed daily; the other was a road construction project on which 50 are employed daily. An interview with one of the laborers revealed that he belonged to a day laborers "kumiai" and that he felt satisfied with the leadership of the group. He emphasized the difficulty of making ends meet on the wages paid.

10. Urawa Labor Standards Inspection Office was visited. This office has under its jurisdiction 610 factories and 972 other establishments, employing a total of 25,504 workers. This office has five inspectors who each spend an average of 17 days in the field each month. The LSIO Chief maintained the staff was far too small to do an adequate job. Requests for inspections from workers themselves are increasing, as workers are becoming more aware of their rights and the necessity for protecting them. Most of the requests concern unpaid wages, and overtime wages.

11. With the LSIO Chief and LSB Chief, visits were made to two large factories.

a. At the Matsunoto Industries Plant, 93 men, 199 women, and 199 women, and 134 minors are employed. The company manufactures lace

and various braids, bands, and machine embroidery. The plant manager reported that they have never had any kind of dispute. The workers are unionized, and have a valid trade agreement which appeared to be better than average. Interviews were conducted with a number of the workers, all of whom seemed satisfied with working conditions, their union, etc.

b. At the Kanomatsu Wool Manufacturing Co, there are 168 men and 180 women employed. The company manufactures woolen cloth from raw wool. Workers are unionized and have a valid trade agreement; plans for the next trade agreement were discussed briefly with management, including the seniority principle, grievance machinery, etc. A company dormitory for women workers was inspected; 8 women live in a 15 mat room; the building is clean and attractive.

12. Summary - A new Labor Dept. Chief, Mr. Naohiro Sato, has been appointed; he was formerly Economics Dept. Chief. Personnel retrenchment and unpaid wages are the major causes of disputes, although lately disputes of a political nature are arising. A series of management education conferences are being planned; KaCAR LRD representative will participate in the initial series of meetings. The training school for PMSO Chiefs is operating most successfully. There were 140 fewer unemployed in April than in March. Disturbances by day laborers at PMSOs are decreasing.

V. BROWN
Labor Relations Division

Saitama

kn

28 April 1950

MEMORANDUM FOR RECORD

pref file

SUBJECT: Field trip to Saitama Prefecture on 27 April 1950 to confer with the following officials:

- (a) Chief of the Labor Department and chiefs of Labor Policy Section, Unemployment Insurance Collection Section, and Employment Security Section.
- (b) Chairman and Chief Secretary of the Prefectural Labor Relations Commission.
- (c) Chief of the Labor Standards Bureau and the Field Representative of the Women's and Minors' Bureau.

1. Since this was the first visit by this writer to this prefecture, all government labor agencies were contacted and a brief discussion held with each as to the general labor situation in Saitama Prefecture, the duties of the agency and its present projects, and the particular problems existing at present.

2. Conference with Labor Department Chief and the various section chiefs:

a. Labor Management Relations: Labor Division Chief reported that union activities are on the wane in Saitama. The present economic depression and the rationalization program are largely responsible for this trend. It is particularly applicable to small and medium enterprises. Unions are moving toward moderation in their activities, and extreme left-wing leaders are being replaced. The new leaders are more interested in working for the benefit of the workers, rather than for political or ideological aims. There has been a decrease in the number of violent disputes, and unions are seeking solution of their problems by peaceable means. Unfortunately, some of the employers are taking advantage of this decline in union activity by resorting to unethical practices or remaining indifferent to the problems of the union. The Labor Department Chief felt that labor education must meet this situation with renewed effort, and revise their methods so as to train both labor and management to meet this new situation. There is only one dispute at the present time, though there are three more cases in which there are differences which may develop into disputes. In two cases, the Labor Relations Commission has been asked to conciliate. Labor Policy Section Chief stated that there has been a considerable decline in the power of Sanbetsu in Saitama as compared with Kanagawa and Tokyo.

b. **Employment and Unemployment:** The immediate problem here is the disturbances at the PESCO's. Since 1 February, there have been 53 such disturbances in Saitama Prefecture. At present there are between 25,000 and 26,000 day laborers registered with the PESCO's of Saitama Prefecture, but relief work projects can only accommodate 1000 per day. The budget for this 1,000 is provided by the central government. There is a bill before the prefectural assembly at this time to provide for 300 more such jobs per day. The officials expressed confidence that it would be passed in the near future. An effort is being made to secure a maximum number of jobs in private industry, in addition to the hoped for 1,300 available thru central government and prefecture sponsored work relief projects, so that each worker can realize the 16 working days per month which will enable him to draw unemployment insurance. Of the Lower Secondary School graduates, 6,850 applied to PESCO's for jobs. Placements totaled 2,446, or 35%. The woolen textile industry employed 1,565 girls; 881 boys were employed in machine shops manufacturing small parts and in the textile industry. Salaries for these young workers are generally very low; for girls, ¥2,000 to 2,500; for boys, ¥2,500 to 3,000.

c. **Unemployment Insurance:** The number of persons drawing such insurance during March was 9,644; ¥31,000,000 was paid out in benefits. Although much distress is alleviated by this insurance, a great many of the unemployed draw the full six months of benefits and are still unable to find work. Of the day laborer group, 156 persons drew a total of ¥191,000 in benefits during March. There are 3,540 enterprises, employing 98,955 workers, covered by the unemployment insurance law. Seventy percent of these workers are male. Last fiscal year, 76,109 persons received benefits totaling ¥231,700,000, an average of ¥3,044 per person per month. Premium assessments were ¥252,000,000, of which ¥228,000,000 was collected. Percentage of successful premium collection was 90.1%; officials are making every effort to reach at least 95%.

d. **Labor Education:** Emphasis in education programs is now being placed on reaching the rank and file rather than the union leaders. Strong encouragement is being given both management and unions to conclude written trade agreements. Of the 748 unions in Saitama Prefecture, only 146 have trade agreements. Not one provides grievance machinery inclusive of arbitration. Only three have seniority clauses, and such clauses are inadequate. A drive is being planned for May, June, and July to increase the number of adequate trade agreements thru education of both management and labor.

3. **Prefectural Labor Relations Commission Chairman and Chief Secretary** stated that they had not been too busy. At this time there are two cases of unfair labor practices, three conciliation cases, and two union certification cases before this commission. One of the alleged unfair labor practice cases involves Fuji Sangyo, where eight workers were discharged, they claim, for union activity. The company claims discharge under personnel retrenchment. This case was originally

before this body, was appealed to the Central Labor Relations Commission, and has been returned by that body to the Saitama commission for further consideration. A brief discussion was held concerning ways and means of improving the efficiency of the commission -- thru possible reduction of the number of members, and the use of specialists when such need arises. Saitama commission chairman felt that there would be great difficulty in finding qualified specialists when necessary, and a decrease in the number of commission members would be unwise.

4. Conference with Saitama Labor Standards Bureau Chief:

a. Inspections - In Saitama Prefecture there are 13,855 establishments, employing 172,463 workers, covered under the labor standards law. There are 78 employees in the Labor Standards Bureau, including 20 inspectors; in the nine Labor Standards Inspection Offices, there are 116 employees, including 43 inspectors. During March, 463 man-days were spent in inspecting 605 establishments. There were 1519 violations uncovered, or 2.5 per establishment. Main violations were, in order of their frequency: inadequate safety devices, failure to keep proper pay ledgers and rosters of workers, failure to provide for physical examinations of workers, failure to make prior arrangements for overtime assignments, unpaid wages, failure to give workers the required holidays, and failure to pay proper rates for overtime.

b. Unpaid wages - This continues to be the bureau's main problem. Recent figures are as follows:

January	¥86,276,901	in arrears
February	¥78,538,955	
March	¥55,739,821	

Officials stated that the situation looks somewhat brighter, but these figures may not give the full picture. Part of the improvement may be due to more rigid inspections and the fact that ten employers have recently been referred to the procurator for unpaid wages. Seven additional cases are in preparation.

c. Business failures - As of 20 March, 874 establishments have closed due to poor business conditions. The industries affected are machine and tool (152 cases), textile (126 cases), lumber and woodworking (116 cases), and metal processing (62 cases). There are also 62 establishments closed due to the seasonal nature of their work.

d. Accident compensation insurance: Assessments for the last fiscal year totalled ¥68,000,000. Premiums actually collected to date total ¥65,000,000. A concerted drive is on at the present to collect as great a percentage of the assessment as is possible. An estimated ¥51,000,000 has been paid out in premiums. Therefore this prefecture will probably not be in the red as to accident compensation insurance.

e. Supplemental rations for heavy laborers: Although the special food ration continues to be welcome and effective, the system of clothing rationing must be revised, as the present ration price is above the free market price. Until the cloth and clothing are repriced, the system will continue to be ineffective.

f. The Bureau Chief has completed a survey of the living conditions of workers in factories in arrears in payment of wages. Questionnaires were sent to workers in seven such plants. Of 1,000 questionnaires sent out, 466 replies were received. Results were as follows:

55.7% reported that their wages were their sole means of support.

30% had other partial means of support.

14% did not rely upon wages as main means of support.

3% were borrowing or buying food below price from friends or relatives.

31% were going into debt.

22% were selling possessions to eat.

7% were skipping meals.

16% were working on additional side jobs.

1.5% were receiving livelihood assistance.

1.2% were having others care for their dependents.

7% were unable to pay income taxes or tuition fees for student dependents.

29% reported that either themselves or one or more of their dependents were ill. Tuberculosis was the major ailment reported.

24% reported they had family troubles due to unpaid wages.

22% were looking for other jobs.

21% reported they were suffering from exhaustion due to malnutrition.

5. Women's and Minors' Bureau Field Representative said that since all plans were made by the central ministry, she had little to report that was not already known by the KaCAR representative. Questioning disclosed that Women's Week had been reasonably successful; in fact, so many events had been scheduled that a number hung over into the second week, so that Women's Week activities actually lasted two weeks in Saitama. The Field Representative is now preparing for Minor's Protection Week, and also is speaking to women's departments of labor unions, though questioning did not reveal any significant details. In comparison with other prefectures, there appears to be little being done in women's and minors' work in Saitama. Miss Uchiyama, the Field Representative, while no doubt a very sincere and conscientious young woman, seems hardly to have the alert and active personality desirable for one holding such a position.

SUMMARY: Labor Department Chief reported a general decline in union activities. Since 1 February there have been 53 PESO disturbances in

Saitama. The Prefectural Government is planning to sponsor additional work relief projects. A great many unemployed draw their entire six months of unemployment insurance benefits, but still are unable to locate jobs. Unpaid wages continues to be one of the main problems. Though total assessed premiums have not been collected, Saitama Prefecture will not be in the red in accident compensation insurance. Unemployment insurance premium collections were only 90.1% of assessments, and ¥2,700,000 below benefits paid out. Women's and Minors' Bureau office appears rather inactive.

VERNON P. BROWN
Labor Relations Division

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5 April 1950

MEMORANDUM FOR RECORD

SUBJECT: Surveillance Trip to Saitama Prefecture on 30 March 1950

LABOR DEPARTMENT

Discussion revealed that the Densen Union has on various occasions refused to furnish the Labor Dept, or any other prefectural agency, with data relative to amounts and hours of power stoppages. The reason advanced by Densen was that the primary intent of their tactics was to inconvenience everyone concerned, and a disclosure of the requested information would result in a defeat of that purpose. It was opined by the LD Chief that cooperation with Densen is probably worse than in most prefectures because the Saitama Branch is Communist-dominated. However, in their defense he stated it was possible that due to poor communication the main branch might not be receiving prompt reports from its various substations.

Some of the factories have reportedly suffered heavy losses due to the strikes, and there is a rumor afoot that they might institute legal proceedings against Densen.

There are no local disputes of importance in the prefecture. The only ones of prominence are those on a national level.

Trade Agreements: The decline in consumation of trade agreements is ascribed by management to the uncertainty of the present economic situation, which will not allow definite commitments for any reasonable duration. Unions appear willing to renew their present contracts. Of the 728 unions in the prefecture, 147 have agreements. Some unions, however, particularly Sanbetsu affiliates, prefer not to have a contract. They believe that a contract negotiated at this time of economic distress would definitely be to their disadvantage. Therefore they prefer to bide their time, negotiate each issue as it arises, and in each case follow procedures established in the past. Such being the case, they really will not have lost any of their recently won privileges. It is just that their security will be more precarious than it once was.

Unemployment: On 3 February, the labor offensive of the unemployed began in earnest. Demonstrations throughout the prefecture numbered ten in February, as compared with 24 for March; and no one questions the fact that all were Communist-inspired. But, had the Communist Party not capitalized on the unemployment picture, it doubtless would have taken root and received nourishment as part of the regular labor movement. Still, under Mingo origin and guidance, the demands would not have been so ridiculous or numerous.

Annex 3a, page 1

Most recent of the demonstrations of consequence was the one in Kawaguchi City on 27-28 March. 200 day laborers (the majority had already been selected for employment that day) assembled in front of the railway station, ostensibly to form a free labor union. They staged a march to a local school, which was the site of a work relief project, where they held an inaugural ceremony and selected union officials. Upon completion, they marched to the city office and demanded that ten of their representatives be granted an audience with the mayor so as to present their 15 demands. The mayor was attending a prefectural assembly meeting, so the deputy mayor acted in his stead. He was unable to supply them with the immediate answers to their demands; whereupon they proceeded to the city assembly building to approach the mayor with their problem. They disrupted the session by beginning a sit-down strike and refused an order from the mayor to leave the premises. They finally departed at 2100, leaving the ten representatives behind to negotiate again with the deputy mayor.

The deputy mayor resolutely refused their demands, which included the usual ones plus a 2,000 yen bonus to cover a cost of living deficit. Later, they moderated their demands by asking only for a half-day's pay for their trouble. Finally the deputy mayor declared that those who had remained on the job for at least two hours would receive a half day's pay the following morning.

The group concluded that police interference had been the deterring factor in the city's refusal to compensate all of them, so they went to the police station and demanded from the chief of police money for their supper and transportation to their homes. (Policemen had been responsible for their quiet expulsion from the assembly hall.) The police chief refused their offer to negotiate, so they sat around the station until 2220, and then left. Before dispersing, one of the leaders made an address: "We didn't lose our battle, because we succeeded in creating chaos and instilling fear into the bourgeois class." A member of Densan also spoke, assuring the men that Densan was behind them. As proof of that fact, they were going to deprive the police station, tax office, and city hall of electrical power on 28-29 March. (They did not, however.) The leader's parting words at 2240 that night were: "So that we might have strength to carry on our struggle tomorrow, the next day, etc., let us disband."

On 28 March, two of the instigators were arrested for their parts in the disturbance of the previous day. Approximately 200 laborers demonstrated in protest of the arrests. Sporadic fracas with police on that occasion resulted in the arrest of ten others. On 29 March, forty union representatives waving red flags, staged a demonstration but disbanded without incident after local plus reinforced ERP insisted. Diet member Takata (CP) reportedly attempted to intercede on behalf of the prisoners.

LABOR STANDARDS BUREAU

Chief explained that with reference to unpaid wages, Saitama continually ranks fifth or sixth in the entire nation. (In the Kanto Region, it occupies a position second only to Tokyo-to.) He attributes this rating to the fact

that a large number of those "sick" industries that are statistically behind in wage payments, are centered in this prefecture. He stated that the situation is improving slightly.

Seven cases of unpaid wages are presently on the procurator's docket. He deferred action indefinitely on one occasion, charging the union was equally to blame because of the numerous costly strikes it had called. The employees are now back to work after management promised to pay dilatory wages on the installment plan, and to pay current wages regularly. The chief's contention that article 24 (LSL) has already been violated, and therefore prosecution is in order, will probably continue to be ignored by the procurator so long as management continues to abide by its promise to the workers. The six other cases are still under investigation, and all indications point to early action.

Apprenticeship Training: 95 establishments have been approved to initiate an apprenticeship training program, with training periods ranging from three to four years in duration. The 47 occupational classifications fixed by the Apprenticeship Training Advisory Committee, Labor Ministry, are represented in the above figure.

Workmen's Accident Compensation Insurance: Since accident insurance benefit payments exceed premium collection, the LSB called in all factory safety inspectors (225) for one day of training, with a view to reducing expenditures by trying to eliminate accidents caused by carelessness.

WOMEN'S AND MINORS' BUREAU

Approximately 25 organizations, both public and private, including the Agricultural Section, Labor Dept, LSB, are cooperating with the chief of the Women's & Minors' Bureau in an endeavor to make Women's and Minors' Week (10-16 April) a success. Forums and lecture meetings will constitute the main activities during this week. Subjects and procedure will follow the pattern set down by the Labor Ministry last year.

LABOR RELATIONS COMMISSION

The LRC has been relatively inactive of late, since their tenure of office will expire shortly. Members of the new commission will be decided on 31 March. 131 unions were certified within the past few months as being in compliance with the revised Trade Union Law. This large number is explained by a desire of unions to become eligible to recommend candidates to the commission. Qualified unions received a greater priority for installation of telephones and there are reportedly isolated cases when that fact has been the motivating incentive. The chairman stated that unions are notified that the LRC is willing to study constitutions for qualification purposes, but they do not insist that unions avail themselves of the service. That action would quite likely evoke cries of coercion and governmental intervention from some of the unions.

SUMMARY

Densan officials refused to provide prefectural officials with data relative to amounts and hours of electrical stoppages, contending that such refusal was part of their dispute tactics.

Annex 3a, page 3.

Managements argue that uncertainty of present economic situation will not allow a definite commitment for any reasonable duration. Unions appear willing to renew their present contracts.

Demonstrations by labor unions of the unemployed are on the increase. There were ten in February, as compared with 24 for the month of March.

The unpaid wage problem is improving slightly but is still serious.

Since accident insurance benefit payments exceed premium collection, the LSB called in all factory safety inspectors (225) for one day of training, with a view to reducing expenditures by trying to eliminate accidents caused by carelessness.

CHESTER J. PECK
Labor Relations Division

Field Trip

13 February 1950

MEMORANDUM FOR RECORD

SUBJECT: Report of fact-finding trip to Saitama Prefecture, 9 February 1950 for the following conferences:

- (1) With officers of the Ageo Plant Workers Union of Toyo Watch Co.
- (2) With management representatives of Ageo Plant of the Toyo Watch Co.
- (1) Conference with union officials:

Present were Secretary H. Terai of Saitama Federation of SODOMEI, I. Saito, Executive committeeman of Saitama Federation of SODOMEI; M. Iwata, Chairman of the union; T. Kawahara, Vice-chairman; and executive committeemen I. Ibane, A. Ogawa, M. Okamoto, F. Koyama, M. Saito, M. Sakamaki, S. Noguchi, K. Nomura, K. Okano and J. Kogure.

At the conference the following informations were obtained.

On 5 February 1950, the union notified the management it would take over whole business of the company, that is, buying materials, producing and selling finished goods, etc. The union, having 728 members, is affiliated with the Federation of Workers Union of the Toyo Watch Co. The case is on the unpaid wages. The company owes the union wages for the months of November, December 1949 and January 1950, totalling approximately ¥9,600,000. Of the wages for the month of November 1949, 80% has already been paid. The company operated 7 plants but only Ageo Plant has been getting money.

The case originated in the unpaid wages which took place February 1949 for the first time, and last April it was brought to the attention of the Labor Standards Bureau.

Last May at Hino Plant 250 workers were laid off, to whom the severance allowances were paid by the company. But the unpaid wages still existed in other plants, and the Federation had several negotiations with the management since then. On 6 December 1949, on the other hand, the management notified the Federation of closing Hino Plant and other two plants located in Saitama Prefecture. This plan was accepted by the Federation later and by this closing up of these three plants approximately 700 workers were laid off, who have so far received no severance allowance and unpaid wages which totaled approximately ¥18,000,000. Despite of management's efforts to make up for unpaid wages by closing inefficient plants, the unpaid wages were still existing. Besides unpaid wages, the company owes banks about ¥100,000,000.

At about the end of January 1950, the union officials were told by a director of the company that the company would have to dispose of Ageo Plant if it wanted to pay all back wages to the workers.

It seems that the management of the company has already lost confidence to run company successfully and dispose of some plants which had already been closed, because the management once asked the workers of the closed plants to dispose of the plants by themselves if they would be able to do so.

As was told in the above, only Ageo Plant has been making money from production. Besides watches and clocks, the plant is making various meters ordered by 8th Army. In order to continue production, therefore, the union wanted to establish the independent accounting system in the plant. In other words, it is opposed to the system by which profits coming out of production at the Ageo Plant can be used by the management to make up for loss at other plants of the company, and therefore by establishing independent accounting system for the plant the workers at the Ageo Plant will be assured profits obtained by their labor instead of giving them to the workers at the inefficient plants.

In the past all prices of finished goods made at all plants of the company were paid to the head office in Tokyo which could distribute them to any plant. Therefore the head office could either make up for loss or pay debts back with the profits coming out of the production of Ageo Plant.

Workers of the Ageo Plant can not strike as they are making various meters for 8th Army but they can not work any more without pay and any assurance of pay in future. Moreover the union on 1 February learned that the management had given up all hope for financing, which meant no action could not be expected by the management to pay back wages.

Under such circumstances, the union went on a production control, which is, however, called as a business control by the union, in order to assure back wages to the workers at Ageo Plant by securing all profits coming out of the plant. The union has no intention to change production system.

(2) Conference with management representatives:

Present were Y. Tsukamoto, plant Superintendent; M. Watanabe, Chief of General Affairs Dep't; T. Furukawa, Chief of Inspection Dep't; H. Yamamoto, Chief of Watch Dep't and T. Suzuki, Chief of General Affairs Section.

At the conference held following conference with union officials, following informations were obtained.

on 5 February 1950

The management of the Ageo Plant was notified by the union that the union was going to operate production by themselves, and had negotiation the same date to settle the case peacefully. The management has contacted always with the head office in Tokyo. The company owes the workers at the Ageo Plant 20% of wages for the month of November 1949 (¥661,564), wages for the months of December 1949 (¥4,590,547) and January 1950 (approx. ¥4,500,000).

Among plants of the company only Ageo Plant has been making money. Last December the company closed Hino, Katsushi and Koki plants due to "red ink" financing and inefficiency. Company is trying to get money by financing and sale of three closed plants, but there is no hope for successful sale.

Plant management asked the union to discontinue the production control

as soon as possible, telling that they would try to pay back wages as soon as possible by contacting with the head office of the company. The management of the Ageo Plant favored the establishment of the independent accounting system in the plant. In the past all prices of the finished goods were collected by the head office which distributed them to any plant of the company either for making up for loss or paying back debts. The present tactics are for perfect and complete establishment of independent accounting system so that workers at the Ageo Plant can get all profits coming from the plant and secure all back wages and future wages.

In the past the management were given warnings by the Labor Standards Bureau for the unpaid wages.

The management at the present time has no intention to take legal procedures against the union carrying out the production control, instead it is trying to settle the case by the payment of the back pay. There were no violences during the course of production control. Union permitted management representatives to enter the plant compound and office. Production has been operated as before without any trouble and hindrance, according to the original production plan.

After the conferences were over, both the union and management were requested by Labor Officer to submit the written report to him giving whole story.

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25 February 1950

MEMORANDUM FOR RECORD

Prof file

SUBJECT: Field trip to Saitama Prefecture 27 February 1950 to:

- (a) Meet with Labor Policy Section, Chief of Trade Union Section.
- (b) FESO officials.
- (c) Chief of Labor Standards Bureau and staff.
- (d) Inspect Heami Slide Rule Factory.

LABOR RELATIONS - The Chief of the Trade Union Section stated that in six or seven localities in Saitama Communist sponsored activities of the "League of Unemployed" are taking place. There was a meeting on 24 February in the Kusagaya District at which 24 members were present. They staged a demonstration in front of the local public works office and presented their demands. One of the demands was that they have some say as to who will be employed under the rotation system. At the present time in order to receive unemployment insurance a day laborer must work a minimum of 32 days out of two months. All of the 24 demanded immediate full employment. There have been instances of strikes and sabotage in small plants. The activities of these unemployed casual workers who have banded together are going on in all places in Saitama where there are FESO offices, the Chief of the Trade Union Section stated.

EMPLOYMENT AND UNEMPLOYMENT - As of 31 January there were 9,178 persons receiving ¥30,400,000 in unemployment insurance. In February this number was reduced to 8,966 persons, representing ¥29,000,000. This does not mean that the number of unemployed has decreased, but only that the number receiving unemployment insurance have used up their benefits. The FESO Chief stated that there will be 37,000 graduates from high school this Spring, of whom 7,197 are seeking employment. He stated that an optimistic estimate is that 4,000 jobs in Saitama might be found for these graduates.

VOCATIONAL TRAINING - There are six training centers in Saitama with capacity for 280 persons. At present 240 are receiving training in remaking clothing, radio repair, etc. Percentages of placements are high except in the sewing projects.

LABOR UNIONS - Of the 748 local unions (as of December 31, 1949) 146 have labor contracts. The Chief of the Labor Union Section stated that the balance of the unions if they have any contracts at all are in name only. Three cases of unfair labor practice were brought before the LRC during the month involving dismissal of union officials. In one case eight workers who were dismissed returned to work and used physical force against management. In small and medium size concerns, the Chief of the Trade Union Section stated that management "just won't tolerate the unions". He cited one case where workers in a tabi factory were dis-

Annex 4, page 1.

missed and told to go on unemployment insurance. The Labor Ministry has issued instructions that should unemployed workers come to the PESO in large numbers, the PESO office should deal only with their representative and not try to cope with the mob.

LABOR STANDARDS - Four additional establishments went into arrears on unpaid wages during February. In January there were 74 establishments behind in wage payments, representing ¥126,377,015, of which 32% has been collected in the interim.

In the town of Gyoda, where 70% of the tabi in Japan are made, 400-500 workers will be laid off because of decline in demand for tabi during warm weather. Workers are demanding lay-off under Article 26 of the Labor Standards Law in order that they may receive more than 60% of their average wage. Most of the workers are women. Prices for tabi are declining so rapidly that buyers are not placing orders for future delivery.

UNPAID WAGES - Four cases of unpaid wages are being prepared for the Procurator, one of which is the Toyo Communications Equipment Co. One operator owing ¥1,144,671 was summoned to appear; refused to do so and warrant is being issued for his arrest.

GEISHA SELLING - One case is before the Procurator, involving selling of girls to geisha houses. The tactic of the operators is to send girls to one locale, have the girls remain there but a short time, return to their original locale and be re-allocated. The complaints are from the geisha houses, which feel that they have been duped. The Labor Standards Bureau, after considerable investigation, has been able to get sufficient evidence against two individuals in the Urawa District to enable the case to be brought before the Procurator.

APPRENTICESHIP TRAINING - 93 establishments have been authorized by the Labor Standards Bureau to set up training programs. Eighteen of this number are in Kawaguchi, where most of the workers are employed in foundries.

WORKMEN'S ACCIDENT COMPENSATION INSURANCE - Notices as of 31 January were issued for collection of ¥64,172,991. To date of this amount ¥51,012,049 has been collected. The Chief of the Workmen's Accident Compensation Insurance Section stated that he felt confident the entire ¥64,172,991 would be collected. As of 31 January 11,916 cases of Workmen's Accident Compensation Insurance benefits representing ¥45,610,354 in payments. There were no false claims for Workmen's Accident Compensation Insurance filed in Saitama insofar as the Labor Standards Bureau were able to determine.

SUMMARY

1. Communists in Saitama are urging casual workers to press PESO for full employment; strikes and sabotage in small plants.
2. 8,966 persons in Saitama on Unemployment Insurance. It is expected that there will be 37,000 graduates from junior high school shortly, for whom but 4,000 job openings to date have been found.
3. 240 persons receiving vocational training. Capacity is for 280. Placements relatively high.
4. Of 748 local unions 146 have labor contracts. Balance of unions have contracts in name only.
5. Three cases of unfair labor practice brought before the LRC during the month involving dismissal of union officials. In one case there was physical violence against management. Labor Ministry has advised PESO officials to deal only with the representatives of large unemployed groups who approach PESO with demands.
6. Four additional establishments in Saitama behind in wage payments, bringing the number up to 78. Four cases before Procurator.
7. 400-500 tabi makers to lose their jobs because of slack demand for tabi.
8. Trafficking in girls for geisha houses. Two "operators" have been investigated and sufficient evidence obtained for legal action.
9. Workmen's Accident Compensation Insurance quota is ¥54,172,991 and Chief of Section is optimistic same will be met.

IDA DU MARS, DAG
Labor Relations Division

Prof. J. J. J.

km

28 January 1950

MEMORANDUM FOR RECORD

SUBJECT: FIELD TRIP TO SAITAMA PREFECTURE - 27 January 1950 for:
Conference with Chief of Labor Policy Section and
assistance.
Visit to Saitama textile mill

UNPAID WAGES - The subject of unpaid wages was discussed with the Chief of the Labor Policy Section who suggested that closer co-operation should be maintained between the Labor Policy Section and the Labor Standards Bureau; that in some instances where payment of wages begins to lag, if the matter were brought before the Labor Policy Section, it might be possible to avert labor disputes and to assist management and unions to get together in an attempt to put business on a more sound footing. To date but one case of unpaid wages has been brought before the Labor Relations Committee (and that one was withdrawn) despite the fact that 89 factories in Saitama were at the end of December ¥130,000,000 in arrears on wage payments.

TRADE UNION ACTIVITIES - Interest in trade unionism is definitely on the wane, according to the opinion of Labor Policy Chief and his assistants; their estimate is that not more than 20% of the workers have any real interest in trade unionism. They attribute this fact to misguidance on the part of early union leaders; the fact that union members are questioning the advantages to be gained from trade unions; non-confidence in union administration. The question of the auditing of union books was brought up for discussion. The Chief of the Labor Policy Section stated that the law has been changed which sets forth qualifications of a public auditor, which will eliminate many of the malpractices concerning auditing of union books.

LABOR EDUCATION - The programs as laid down by the Labor Ministry are being followed. While the attention heretofore has been directed chiefly to labor leaders, now more emphasis is being placed upon the furnishing of information to the rank and file. Opinion was expressed to the effect that many union leaders are not interested in getting the information to the rank and file for the reason that it robs them of their power over workers. Discussion of the Seniority Clause in labor agreements disclosed that unions by and large are not interested, feeling that seniority clause is an instrument which could be used against them to effect dismissals in the event layoffs become necessary. However, the more progressive unions, particularly in establishments

employing large numbers of workers, see the advantages to be gained from Grievance Machinery and the Seniority Clause.

EMPLOYMENT AND UNEMPLOYMENT - During 1949, 288 enterprises dismissed 10,766 workers. At present over 9,000 of this number are receiving unemployment insurance. Unemployment in Saitama exists chiefly among the machinery concerns. Repatriates at the end of December 1949 numbered 1981. Up to 20 December 1949 95.3% of Unemployment Security premiums had been collected.

LABOR EDUCATION ADVISORY COUNCIL - No information as to the activities of this Council was forthcoming. There are 15 members on this council, 4 of whom are women. When the Labor Ministry sends down its labor education to the prefecture, the prefecture asks "advice" of this Council.

VISIT TO TEXTILE FACTORY - A visit was made to the Saitama Hyogo, a velveteen factory, the only factory of this type in Saitama. This factory is booked with export orders until July 1950; Working conditions indicate need for safety devices around many machines, which at present are unprotected. This was discussed with the factory owner who stated that "no one had been hurt yet" although flying shuttles had been a cause of concern and some protective devices are being installed to hold the shuttles in the looms.

LABOR RELATIONS - Labor Policy Chief stated that the MINDO group are strongly promoting minimum wage; stated that should they fail in this effort, that is when the leftists groups will come to the fore again.

SUMMARY

1. Labor Policy Chief asks that there be better co-operation between his office and Labor Standards Bureau re unpaid wage accounts, in the hope of averting Labor disputes which may arise out of the problem of unpaid wages.
2. Labor Policy Chief estimates that not more than 20% of workers have any interest in trade unionism, due to misguidance of early union leaders, the fact that they are unable to see advantages of trade union membership, and object to present trade union administration.
3. MINDO group is strongly promoting minimum wage; feeling is to the effect that should MINDO fail, leftists will come to the fore.

IDA DU MARS
Labor Relations Division

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18 January 1950

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Saitama Prefecture, 16-17 January 1950 to:

- (a) Meet with women unionists and Chief of Women's and Minors' Bureau re women's activities in trade unions.
- (b) Discuss with Chief of Labor Standards Bureau subject of unpaid wages.
- (c) Accompany Chief of Labor Standards Bureau and Labor Standards inspectors to establishments where wages are unpaid, to determine trends and reasons for unpaid wages.
- (d) Visit to Nisshin Cotton Spinning Mill to discuss Apprenticeship training program.

WOMEN'S AND MINORS' BUREAU (Women unionists) Twenty-one establishments representing nineteen unions, sent forty women to the meeting called for 16 January to discuss women's activities in the trade unions. In a two hour discussion it was brought out that lack of information concerning trade unionism and reluctance on the part of male members of unions to include women in trade union discussions are two of the deterring factors in the promotion of women's activities in the trade unions. General adverse economic conditions and the lack of sufficient time in which to hold meetings are also factors which have worked against promotion of trade union activities. Only one union in the group represented is publishing a newspaper concerning working women (Omiya Hifkin) and the representative of the union present said that she was under the impression that same is a little "red". None of the women unionist present had ever heard of the Rodo Shukan (published each week by the Labor Administration Section, Labor Ministry) none of the union members present knew whether their union had a labor library or not; asked how many listened to the radio hour, 8 out of 40 women stated that they listened occasionally. Comment was to the effect that the program is too short (17 minutes once a month) and that information is fragmentary. Request was made that the program include more information concerning working conditions abroad. None of the women unionists had ever heard of Dr. Matsui's Trade Union Primer and only one woman present had read any book on labor subjects. Asked whether they felt the union could protect them, eight women signified that their unions were strong enough to present their views to management and protect their rights under the Trade Union Law. A half hour was devoted to a quiz on the Labor Standards Law. A questionnaire was passed to those present - 23 out of the 40 women were able to answer all questions correctly; 7 missed one question, ten women made two mistakes. Answering the question "what

differences, if any, have you observed in your working conditions since the enactment of the Labor Standards Law, the following answers were given:

1. Co-operation is received, so that now we have good working conditions.
2. It is unbelievable how much our working conditions have improved.
3. No remarkable change, since our trade union only recently organized.
4. Regulations have been established as to overtime work.
5. Notions about female laborers have been changed for the convenience of workers.
6. We are not forced to work overtime against our will as heretofore. Situation of female workers better.
7. Hours of work have been strictly observed. Pre-maternity and postmaternity holidays enforced.
8. Unless over 18, overtime work not authorized.
9. Nothing is forced upon us in our work. Workers more co-operative, conditions better.
10. No change because company only recently established.
11. Welfare services greatly improved.
12. Midnight labor cancelled for women and minors. Overtime labor regulated by law. Real work hours are now 8 hours per day.
13. In Nitto Hore Company, no remarkable change. Great oppression by employer.
14. Overtime labor for minors regulated; midnight labor for women and minors prohibited.
15. In meetings between employer and employees, we now have rights.
16. Given holiday with pay and physiological leave.
17. No remarkable change on the part of employer.
18. Previously employer did everything without consulting us, but since LSL he respects us to some extent.
19. Cooperation offered - good working conditions.

20. Previously we had to work overtime whether or not it was urgent or necessary. However, since enactment of LSL we make it a rule to work as hard as we can during regular working hours.
21. Previously we frequently worked until midnight. However, since enactment of LSL, do not work until midnight; although sometimes work overtime. Minors overtime work cancelled.
22. Rules of employment and union constitution was made and pre-maternity and post-maternity holidays and nursing time given.
23. Rules of employment made. Women cannot work overtime beyond the hours specified by LSL. Apparently position of women elevated.
24. Since enactment of LSL, Section Chiefs, who were accustomed to require us to work during noon recess discontinued to make this request for fear of violation of LSL.
25. By making rules of employment, labor agreement and rules of debt and allowances and getting them signed by employer and employees, all work in safety and according to the rules.
26. Wages are paid on basis of ability and efficiency without discrimination. Employer and employee relations are clear.

The Chief of the Women's and Minors' Bureau expressed satisfaction at the amount of interest shown by the women unions present and the active part taken by them in the meeting.

UNPAID WAGES - As of 31 December 1949, Saitama Prefecture's unpaid wages amounted to ¥186,372,540 owing by 86 factories. During December ¥49,960,489 was collected, leaving 69 plants still in debt as of 1 January 1950 to the amount of ¥130,000,000. Some 62 plants made partial payments; seven factories were unable to make any payment whatsoever. The procedure is for inspectors to investigate unpaid wages, urge payment, draw up an agreement with the employer as to when payments will be made and in what amounts. The employer then confirms this agreement in writing. Seventy-five such agreements were signed by employers in Saitama during December. Cases of willful violators are being prepared for legal action. The Chief of the Labor Standards Bureau defines a "willful violator" as one who (a) makes no effort to collect his accounts receivable and (b) one who refuses to put up assets as collateral for loans from the bank in order to raise funds with which to pay wages. Each case is judged on its merits and officials feel that in cases where no effort is being made to collect accounts receivable, the employer is putting the welfare of his creditors before the welfare of his workers.

FUJI INDUSTRIAL COMPANY - This case was cited as being unusual but as showing the lengths to which workers go in order to hold a job. This firm is in arrears ¥3,374,000 of which ¥1,539,335 represents March/April/May wages, which according to an agreement between management and the union

were to have been paid off by June. Under rationalization program 125 workers were dismissed. On 13 September the union called a general meeting and obtained the approval of all those who wished to stay on the job to forfeit 50% of their unpaid wages for the months March/April/May - totalling ¥1,834,677. Thus, 268 workers forfeited 50% of their pay for three months in order to hold their jobs. The Labor Standards Bureau is still investigating.

SHIBAURA SEIKI K.K. - This company is in arrears ¥3,000,000 owing since November 1949. There has been a shake-up in management recently and the President of Tokyo Shibaura Electric Co., is assisting the new President of Shibaura Seiki, K.K. to arrange a bank loan, which it is hoped will cover the arrears. The writer visited this establishment in company with the Labor Standards Inspector and the Chief of the Labor Standards Bureau at their request, as the inspector has not to date been able to effect payment of overdue wages at this plant.

TOYO COMMUNICATIONS - KURINASHI (makers of telephone switchboards and other) This establishment owes workers ¥4,380,743 dating back to December 1947. Wages are unpaid for the months Jan/Feb/Mar/April and June of 1948 and for May/June/Sept/Oct/Nov and December of 1949. Public Law 256 states payment by the Government will be made within 40 days on construction work and 30 days on other types of work. In June of last year the Government made no payment whatsoever to this plant. The union has negotiated with management and up until October 1949 were able to effect partial payments but subsequently management has been reluctant to go along further with the union and the union wishes to take legal action but has no funds with which to post bond. The union has asked the Labor Standards Bureau to take legal action and data is being gathered at this time to that end.

TOYO KOZAI KYOKYU, K.K. - This firm owes 71 workers ¥1,096,836 since June 1949. - All but 24 workers have now left the plant. Labor Standards Bureau has repeatedly asked Takaichi Aoyagi to report to the Labor Standards office but to date he has failed to put in appearance. This employer failed to pay back wages and retirement allowances to those released, although he is known to have borrowed ¥180,000,000 from the Saitama Bank. The union is a union in name only. LSB will refer this operator to the Procurator.

KAWAGOE LABOR STANDARDS INSPECTION OFFICE - This is a fine new building, but it has not been possible to get a telephone. Officials of LSB request the assistance of KCAR in producing a telephone for this office in order that their work may be carried on more efficiently. Repeated requests from Japanese officials have been unavailing.

NISSHIN COTTON SPINNING MILL - Mr. Matsudake, superintendent, stated that it is planned to undertake an apprenticeship training program of 250 to 260 workers - This establishment has nine plants in Japan. He questioned the statement of the Labor Ministry's Apprenticeship training section which sets period of apprenticeship training for cotton mills at four years; stating that his thirty years experience in the cotton spinning mills has shown him that any young girl 17 to 19 years

of age can learn the skill in three months. Average length of service in cotton mills 2 years - he also objected to the fact that under the Apprenticeship training program workers under 18 years of age may not be considered regular employees, since he feels that 16-18 years-old women show greatest dexterity and that by the time a woman is 22 her term of service at the factory is usually interrupted by marriage or she is replaced by younger girls.

SUMMARY

1. Women trade unionists strong in their feeling to the effect that the enactment of the Labor Standards Law has worked greatly to their advantage in improving wages, hours and working conditions.
2. UNPAID WAGES - 86 factories in Saitama Prefecture owe back wages of ¥186,372,540.
3. Public Law 265 states Government will make payments within 40 days on construction work and 30 days on other types of work. In Saitama Government owes Toyo Communications plant as far back as December 1947.
4. One operator known to have borrowed ¥180,000,000 from Saitama bank but still has not paid 71 workers ¥1,096,836 dating back to June 1949.

IDA DU MARS
Labor Relations Division

MEMORANDUM FOR RECORD

24 December 1949

1-1-51

SUBJECT: FIELD TRIP TO CHICHIBU, Saitama Prefecture, 23 December, 1949 to address representatives of 42 textile establishments concerning Apprenticeship Training; to visit Chichibu Labor Standards Office, to inspect the Nikken Industry, K. K.

At the request of Mr. Obana, Chief of the Labor Standards Bureau, Saitama Prefecture, a one day trip to the city of Chichibu was made to attend a conference sponsored by the Saitama Labor Standards Bureau where representatives of 42 textile mills met to discuss apprenticeship training. There are 436 textile factories in this area, 16 of which are incorporated companies; the balance are individual owners. Of this total 380 of these factories are covered by the Labor Standards Law; the balance are family establishments. Contained in these factories are 870 machines for yardage for export and 3800 machines which weave one-foot wide material for domestic consumption.

WORKMEN'S ACCIDENT COMPENSATION INSURANCE - As of 15 December there were no unpaid insurance premiums, except for one establishment which has now closed down. During November ¥380,000 was paid out in benefit claims. Two death claims for the month of December will bring benefit claim payments up to approximately ¥850,000 it was estimated.

LABOR RELATIONS - The union of Showa Denko K. K. Chichibu Plant is preparing to take court action against the company in connection with dismissal of 112 employees under national rationalization, claiming that their contract states that the company would bring the dismissal program before the Management Council prior to action. This the company did not do and employees claim violation of union contract. Twenty-four workers refused to accept dismissal and the union has guaranteed living expenses of these twenty-four workers during the period of dispute. The balance of the 112 scheduled for dismissal resigned voluntarily, receiving retirement allowance (the highest for one man was ¥500,000 representing 30 years service).

WAGES - The current average wage of textile workers in this area (men and women) is approximately ¥4,000 per month, according to Labor Standards officials.

HOURS - The Chief of the Labor Standards Bureau stated that factories with export orders in hand find difficulty in

Annex 3a, P1

meeting deadline shipment dates and at the same time staying within the hours as set by the Labor Standards Law.

APPRENTICESHIP TRAINING - The Chief of the Labor Standards Bureau stated that 89 establishments in Saitama Prefecture have expressed interest in setting up apprenticeship training. The object of apprenticeship training was outlined for the benefit of the textile representatives to familiarize them with the terms of an apprenticeship agreement, standards of apprenticeship, the handling of grievances arising out of the apprenticeship program, records to be kept on apprentices, apprenticeship indenture, number of apprentices, length of apprenticeship period, qualifications for entering apprenticeship, union membership requirements, training on the job, classroom instruction, admission to journeyman status, rates of pay, hours and overtime, seniority status and discharges and quits.

It was emphasized that apprenticeship training is just as essential in the structure of Japan as any university or college; that it affords an opportunity to earn while learning; that employers have a real interest in apprenticeship because there are only two ways to obtain skilled workers - to train them or to hire them already trained; that employers should accept their share of responsibility for building up and maintaining the skilled labor force; that the labor union has a big stake in apprenticeship; that there should be a sufficient number of apprentices in training at all times to take care of replacements and to provide needed industrial expansion; that apprenticeship training is aimed at developing skilled workers; out of the ranks of skilled workers it is hoped that in the future some men and women will emerge who will assume positions of leadership in the future trade union movement of Japan; that only through training of workers can Japan meet the quality standards so vital to the future of Japan's industry.

There was a question and answer period, during which the participants expressed considerable interest in apprenticeship training. Out of a total of 13,396 employers in Saitama Prefecture, 89 have expressed interest in such a training program and expect to get their program under way during February 1950. The Labor Standards officials stated that part of the difficulty in starting apprenticeship training lies in the fact that the women are but short time employees, whereas two to three years apprenticeship training is necessary to make a full-fledged journeyman in the textile industry.

NIKKEN INDUSTRY, K. K. - Management of this factory requested a visit by Kanto CAR representatives; a small factory (70 workers). Working conditions and sanitation were inspected and appeared to be average.

SUMMARY

1. In Chichibu area Workmen's Accident Compensation Insurance premiums 100% paid.

2. One man in Showa Denko, K.K. received ¥500,000 retirement allowance (30 years service). These large retirement allowances doubtless account for inability on the part of some firms to pay wages at present.
3. Out of 13,396 employers in Saitama, 89 have requested permission of Labor Standards Bureau to set up apprenticeship training within the prefecture.

IDA DU MARS
Labor Relations Division

*Memo
Prefectural file*

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
Labor Relations Division

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20 December 1949

MEMORANDUM FOR RECORD

SUBJECT: REPORT OF FIELD TRIP TO SAITAMA PREFECTURE - 20 December 1949
to inspect two plants accompanied by officials of the
Labor Standards Bureau

1. Nippon Piston Ring Co., Kawaguchi City.

This company has three plants, one of which is located in the above city. The main articles produced are piston ring for ships, agricultural machines and other internal combustion engines. In addition, they manufacture cylinder liners for ships and bulldozers. The plant was designated for reparations although 40% of the machines are in "authorized use".

The plant has a total of 288 employees after a 20% reduction in October of this year. Of this number 242 belong to the labor union which is affiliated with Sodomei. A labor contract has been signed and labor relations are satisfactory at present.

The superintendent of the plant expressed his opinion that unless export of good Japanese engines can be promoted, the manufacture of his products can not be increased. At present, articles are being made only for domestic use. The impediment of exporting engines is the exchange rate, since Japanese operators are unable to meet the cost at the present rate. The only way to overcome the obstacle is to reduce the manufacturing cost by increased efficiency. However, this goal is difficult to reach with the high cost of raw materials at present. The superintendent also mentioned that 50% to 80% of the finished articles fail to pass the final inspection. This is believed due to lack of skilled technician.

It was explained that many plants in America reduced manufacturing cost by increasing production per capita and reducing waste by the cooperation of labor unions. The lighting system should be improved as workers of machine tool were working under poor light. It was pointed out that the loss of human comfort and efficiency in man-labor due to eye-strain is much more costly than whatever economies may be made in the use of electricity along with the expense necessary to install better illumination.

2. Kanematsu Wool Industry Co. Warabi Plant, Saitama Prefecture.

Aside from the above factory, this company has another one in Fatsuno,

Hyogo Prefecture. The work consists of processing raw wool, spinning and weaving. Employees total 460 of which 60% are female. Approximately 400 workers are members of the union. The Tatsuno Plant has around 700 unionists and the two have formed a Federation which is affiliated with Sodomei. Labor relations at the Warabi Plant is good.

In contrast with the Nippon Piston Ring Plant, this mill was well lighted, clean and sanitary. The management was praised for its excellent facilities.

The mill is operating 48 hours per week and the subject of overtime work was mentioned. It was brought up that a worker's efficiency decreases greatly after a normal 8-hour work. The chief of the Labor Standards Bureau added that according to a survey made by his bureau the following facts were secured regarding Workers Accident Compensation Insurance:

Accidents occur mostly just after the noon recess after approximately four hours work; also just before closing time at the end of the day. Also, causes of accidents can be attributed to mental fatigue as well as physical fatigue.

Summary:

Inspection of Nippon Piston Ring Co., revealed that lighting system at the plant appeared to be poor and inadequate. Better lighting for improved employee efficiency and comfort was recommended. Inspection of Kanematsu Wool Industry Co. revealed a very modern and up to date plant. In working facilities, lighting, ventilation it proved to be the antithesis of the first plant visited. Problem of the feasibility of overtime work was discussed.

MARTIN CAMACHO
Labor Relations Division

HEADQUARTERS
KANTO CIVIL AFFAIRS REGION
Labor Relations Division

kn

19 December 1949

MEMORANDUM FOR RECORD

*Saitama
Memo for Record
file*

SUBJECT: FIELD TRIP TO SAITAMA PREFECTURE 19 December 1949
for conference with Chief of Labor Department,
Chief of Labor Policy Section, Chief of Employment
Security, Chief of Labor Standards Bureau
Chief of Women's and Minors Bureau

Meeting with the above officials was held during the morning of 19 December when the following subjects were discussed:

LABOR STANDARDS - The Chief of the Labor Standards Bureau stated that approximately seventy factories in Saitama Prefecture plan to include apprenticeship training in their factories within the next few months. Some of the abuses which can arise from apprenticeship training were discussed. The importance of making certain that apprentices are not used in lieu of regular skilled employees to avoid the payment of the regular wages for skilled employees. The Chief of the Labor Standards Bureau stated that surveillance will be maintained to obviate long drawn out apprenticeship, by placing a definite schedule upon the number of hours the training period is to cover. He said that apprenticeship is being carried on throughout Japan and that in addition to actual technical training some form of classroom instruction will be given pertinent to a better understanding of the vocation on which the apprentice is about to embark. The instruction will be given by a qualified teacher in the large factories; in the smaller establishments the union's help will be solicited. He said that in most cases the vocational training would be limited to approximately 300 hours. The second subject which is being given emphasis by the Labor Standards Bureau is the matter of unpaid wages.

LABOR POLICY SECTION - The Chief of the Labor Policy Section presented the Chief of the Labor Division Kanto Civil Affairs Region with copies of a speech which had been published in Japanese and which covered the subjects of seniority clause and grievance machinery and stated that same had been distributed throughout the prefecture. The Chief of the Labor Division stated that he would soon have ready for distribution a program on the unit system of trade union structure and an explanation of the functioning of the three committees, i.e. research and planning committee, negotiations committee and grievance committee.

Annex 3a, page 1

The chairman of the Labor Relations Committee brought up for discussion problems in connection with dismissals under trade union contracts, answers to which were given by the Chief of the Labor Division. The subject of a definite and simplified wage system in order to avoid unnecessary strife between management and labor was broached. The Pref Labor Dept chief believed that the various allowances paid, as part of wages, are a post-war product. The LSB chief added that at the beginning of the inflationary period there were two separate opinions on wages. The government had desired to increase the basic wages to conform with the rising cost of living. However, civilian firms wanted to keep the wage base down and meet the inflation by paying certain allowances. The private concerns believed that reducing wages would be difficult once economic stability was reached. Also, the allowances were intended to be of a temporary nature and were to be discontinued when the economic condition permitted. However, present conditions indicate that the temporary nature of the allowances have become a permanent institution in the wage system. Regarding the controversial point of whether economic stability comes before or after good labor relations, the Japanese officials pointed out that the present problem of wages between the government and the Govt Railway Workers' Union is a good illustration. The former is stipulating that economy should be stabilized by keeping wages down, whereas the unionists contend that good labor relations will go a long way toward the economic recovery of Japan.

SUMMARY - Apprenticeship training is going on throughout Japan. Concerted effort being made by Labor Standards Bureau to collect unpaid wages.

MARTIN GARACHO
Labor Relations Division

Tokyo, 16 November 1949.

MEMO FOR RECORD

To: Martin T. Comacho, Chief, Labor Division, Kanto Civil Affairs Region.

Subject: Surveillance Report - Saitama Prefecture, 14-15 November 1949, Labor Standards Bureau, Administration of Workmen's Compensation Insurance Law program, i.e., steps taken in checking claims for benefit payments and in auditing employers' wage records in connection with premium payments.

The writer accompanied Mr. Dale Rose, P-6, ESS/Labor, SCAP and Mr. Sato, interpreter, on a surveillance trip to Urawa, Saitama Prefecture, 14-15 November, 1949 in connection with Mr. Rose's desire to make a thorough investigation of procedures employed by the Workmen's Accident Compensation Section of the Labor Standards Bureau in processing claims for benefits under the Workmen's Accident Compensation Insurance Law and auditing employers' wage records in connection with premium payments. Mr. Rose examined thoroughly all of the functions of this Section, spending one entire day with Mr. Endo, Chief of the Workmen's Accident Compensation Section of the Labor Standards Bureau, going into all phases of the work of the various units comprising the Section (General Affairs Branch, Accountant Section, Inspection and Statistics Section and Determination and Collection Units). The purpose of the surveillance was to determine whether procedures meant the payment of insurance claims were thoroughly understood and at the same time to offer advice and assistance to the Section relative to streamlining present procedures. At the present time it takes this section approximately twenty days to process a claim for benefits under the Workmen's Accident Compensation Insurance Law.

Interrogation by Mr. Rose revealed that most insurance premiums under this law are met and that but 2% of property actually comes up for confiscation; that delinquent premiums are made in time to keep the property intact and that during last year there was but one case where property actually was sold at auction because of non-payment of premiums under the Workmen's Accident Compensation Law.

Mr. Endo, Chief of the Workmen's Accident Compensation Section of the Labor Standards Bureau and his staff gave the impression of being thoroughly conversant with all procedure in connection with the determination of premiums, collection of same and processing of claims for benefits and answered all questions to the complete satisfaction of Mr. Rose.

The second day of the surveillance trip was devoted to a detailed check of the activities of the local Labor Standards Inspection Office at Urawa. Mr. Issamu Obana, Chief of the Saitama Labor Standards Bureau, together with Mr. Endo, Chief of the Workmen's Accident Compensation Section, accompanied Mr. Rose, Mr. Sato and Mrs. du Mars on this inspection. Mr. Okawa, acting chief of the inspection Section and Mr. Negishi, Workmen's Accident Compensation Section head reported in detail on all phases of their functions.

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During the afternoon of the second day, Mr. Rose made a general over-all inspection of the Labor Standards Bureau, which has responsibility for the surveillance of 15,089 establishments under the Labor Standards Law. Mr. Obana, Chief, stated that 12,000 of the establishments have been visited at least once since the establishment of the Bureau. There are nine inspection offices in Saitama Prefecture with a total of 116 inspectors. Mr. Obana expressed the opinion that all establishments should be visited at least once every six months but that because of personnel shortage this is impossible of accomplishment.

At the present time 420 establishments are handled per inspector throughout the year, with 2-1/2 inspections per day per inspector.

Under the rationalization program 29 personnel were released in Saitama Prefecture, reducing the number of inspectors by 18%. Shortage of inspectors exists at the present time.

Questioned concerning violations under the Labor Standards Law, Mr. Obana, Chief of the Labor Standards Bureau, stated that by far the largest number of violations concern proper posting of ledgers, maintaining rosters of employees and other "paper violations" with unpaid wages violations coming second on the list.

To date eighteen cases have been referred to the Procurator. All are still pending since the Procurator's Office seems to be bogged down. The first case was referred as long ago as last March.

IDA DU WARS, DAC

HEADQUARTERS
TOKYO CIVIL AFFAIRS TEAM
Labor Division

IHW

28 November 1949

MEMORANDUM FOR RECORD

SUBJECT: Field Trip to Saitama Prefecture on 18 November 1949.

Parties interviewed: Mr Kurihara, Chief of Pref Labor
Dept.
Mr Hirose, Chief of Pref Labor
Policy Section
Mr Tomiyama, Chief of Pref PESO
Mr. Kubota, Chairman of Labor
Relations Section

1. Findings:

a. Of the four disputes presently being investigated by the LRC, three are the usual differences relative to wages and retirement allowances. The fourth concerns an alleged unfair labor practice - a case of a full-time union official being released by a company in the guise of personnel retrenchment. The labor agreement stipulates a leave of absence will be granted all full-time union officials but fails to guarantee their retention in the event of a reduction in force. The union contends the man could not have been released by the company due to inefficiency inasmuch as he is a full-time union official. Management's only comment is that he is a good man but that they can find a better one. Negotiations between the company and union are stalemated. This issue is reportedly being negotiated between Sanbetsu and the Japan Employers' Association. The Labor Policy Section chief has heard many unofficial complaints concerning unfair practices of a like nature. Lack of managerial ethics and lack of vision has caused many union officials to (modulate) legitimate demands for fear of being released. It is difficult to determine the adverse degree such mal-practices are having on the labor union movement.

b. In the event a union requests LRC assistance, the committee investigates the facts of the dispute and concurrently studies the constitution. On several occasions when the constitutions have not been in conformance with article 5, TUL and a speedy settlement is imperative, the committee has attempted to resolve the disputes and have the unions promise to correct their constitutions later. The chairman could not explain what would happen if, after the LRC had assisted in the settlement of a dispute, the union that had promised to correct its constitutions failed to do so. To date the LRC has issued six cer-

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tificates. A union must be in compliance with the revised Trade Union Law in order to recommend candidates for appointment to the LRC. The next LRC will take office in April. Realizing that the approaching of that date will result in the committee's being swamped with requests, the unions are being encouraged to seek certification now instead of waiting until the last day. A model constitution check list is being prepared by the committee to facilitate its task.

c. This prefecture has 775 unions of which 724 are local and 51 are federated. It is believed by the prefectural officials that all but about 10 of the 775 unions have or are in process of amending their constitutions. Officials of the ten unions are apparently determined to remain "outsiders". This attitude is not reflected by the rank and file; therefore, the situation might be corrected after the unions conduct their next election. Union members are hesitant to assert themselves vocally, but they are likely to indicate their disapproval by voting for democratic leaders.

d. There is one instance relative to nonpayment of wages that has been prepared by the Labor Standard Office and presented to the procurator for trial. For four months the procurator has failed to take action, or indicate when he would. It was pointed out by the chief that in the past it had been the policy of prefectural officials to bring violations of this nature to the C.A.T. for expedition, and he suggested that the practice could now be handled at a regional level. (The C.A.T. would merely request the procurator to take immediate action to rectify the situation). He was informed that this office would take no direct action.

e. There is a tendency for unions to write more detailed constitutions, but progress in contracts leaves much to be desired. The only instance in the entire prefecture of acceptance of the seniority rule in the event of lay-offs has been introduced in the contract of the Nippon Piston Ring Company.

f. The main problem confronting labor officials is infringement of the first clause of article 2, TUL. There are about 20 cases where labor and management cannot agree to whether various individuals should be classified ordinary workers or supervisory employees. The disagreement stems from the unions' reluctance to release some of their most qualified officials.

g. There are no organized education programs underway in any of the individual unions. However, there is a night school being sponsored by the Prefectural branch of Sodomei, which is attended by some 60 to 70 workers. The school is open

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to all workers regardless of union affiliation. Subjects taught are Labor Laws, History of Trade Unions, General Economic and Social Problems, etc. Classes are held nightly (Monday thru Friday) for 3 hours, and are of a three-month duration.

2. Recommendations:

a. Condition in paragraph (a) above might be rectified if the LRC will render a clear-cut decision in the case now pending. The advantages of a seniority clause in labor contracts were stressed. Acceptance of this rule will eliminate one of the main problems confronting industry today.

b. In the case of dilatory court action (par d), closer coordination should be maintained by unions, LSO, Pref Labor Dept, and LRC to expedite action.

c. With respect to clause one of article 2, T.U.L. (paragraph 1 (a) above), it was suggested that it be followed to the letter and spirit, despite the fact that good leadership is required by both sides. If not, it will result in divided loyalty during a dispute, and thereby impede settlement.

3. Conclusions:

a. Prefectural labor officials stated that from their observation the general trend in the labor movement in this prefecture is slowly progressing from left to right and along democratic lines.

CHESTER J. PECK
Labor Division

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HEADQUARTERS
TOKYO CIVIL AFFAIRS TEAM
Labor Division

26 November 1949

MEMORANDUM FOR RECORD

SUBJECT: Report of Field Surveillance Trip to Saitama Prefecture, 25 November for general labor discussion with officials of the Labor Standards Bureau, to inspect working conditions at the Hirozen Lace Company, Hannomachi, Saitama Prefecture, and to address representatives of Negasi, Yamazaki, Muramatsu, Eiko, Murata, Tanemura, Ichinose, Suzubuki, Tahara, Daitetsu and Nagoya foundries, at the request of the Chief of the Labor Standards Bureau, re Art. 69-74 of Labor Standards Law.

Mrs. Ida du Mars, made a one day trip to Saitama to confer with officials of the Labor Standards Bureau specifically with regard to the type of report which will be required of the Bureau each month, the same to leave the prefecture by the 25th of the month, through the prefectural liaison section, in order to reach the Kanto Civil Affairs headquarters by the first of the following month. It was pointed out that the information which will be required from the Japanese is that which shows any important developments taking place in the labor movement; that statistics are to be omitted except in such cases where the addition of same will give strength in either a positive or negative direction in making specific points clear for reporting purposes. Background material as it affects the Japanese psychology, the trend of unemployment insurance, collection of unemployment insurance premiums, trends in labor standards, what is being done in labor education, the status as regards unpaid wages and any information which will give this headquarters a more accurate picture of what is taking place in the field of labor, it was pointed out would be of particular value to this headquarters. The Chief of the Labor Standards Bureau said that he would be very glad to comply and would make every effort to supply all required data. The same information was given to the Women's and Minors Bureau.

HIROZEN LACE FACTORY - HANNOMACHI, SAITAMA PREFECTURE:

The Chief of the Labor Standards Bureau, Mr. Obana, had arranged for an inspection trip to the above plant. Mrs. du Mars and Mr. Kobayashi, accompanied by the chief inspector of the Labor Standards Bureau and Mrs. M. Watajima, woman labor standards inspector, visited this plant. This establishment employs 250 girls and 50 men in lace making. A thorough inspection of the factory and the dormitories and bathing facilities was made by the group. Working conditions here are of the finest; an outstanding example of what can be done in Japan. It is the writer's opinion that some favorable publicity should be given to the fine facilities at this factory. It is suggested that perhaps through Civil Information a newspaper article might be run with

pictures and background story. Mr. Iijima, managing director of the factory speaks fluent English and said that he is ever alert to anything which might improve working conditions at the factory. Facilities for recreations, sewing classes, flower arrangement and the showing of films are part of his employee relations program. The average age of the women in the factory is 19; length of service averages approximately four years. Wages vary from ¥2,300 to ¥3,000, depending upon skill of the worker. Mr. Iijima said that it takes approximately six months to train a worker. From the above salary a deduction of ¥600. for food and dormitory is made. The dormitories are airy and clean; 8 girls to each room; estimated space allotted to each girl approximately two mats.

KAWAGUCHI CITY FOUNDRIES

At the request of Mr. Obana, Chief of the Labor Standards Bureau, Mrs. du Mars and Mr. Kobayashi accompanied him and Mrs. Watajima, labor standards inspector, to a conference being held in the above city in connection with the training program for apprentices under Art. 59-74 of the Labor Standards Law at eleven foundries. According to Mr. Obana the training program is not meeting with success and it was his wish that the writer address the group to give encouragement to the program, which was done with emphasis placed upon the importance of the training, the method of training and the necessity of maintaining good working conditions in order to retain workers when the period of training is over. Mrs. Watajima stated that working conditions in the foundries are very bad; average wage from ¥2,500 to ¥2,600. The apprenticeship period is approximately three years. Minors sixteen years of age are employed at the foundries, chiefly in the preparation of molds.

IDA DU MARS, DAG
Labor Division