

need to make sure that placement of children under the Welfare Ministry's foster home program is not abused and that proper precautions are taken to avoid exploitation of child labor under the name of foster home placement.

The Women's and Minor's Bureau during January published a second poster on equal pay for equal work aimed at gaining support from all groups to obtain equal pay. The poster points out that if equal pay is given, women workers' living standards improve, male workers are freed from the fear of having their wages undercut by cheap labor, employers get better production through better-satisfied workers, and housewives' living improves, whether the head of the house is a man or a woman, by the general improvement in wages.

WOMEN'S SECTIONS OF UNIONS

At an 8 January meeting of the chairmen of the women's sections of each prefectural teachers' union, practical action was planned to disseminate to all women union members information on effective participation by women in the scheduled May election of union officials and on wage structure. Emphasis was laid on the need for women's sections to make sure that women members understood the importance of using the vote in the union elections, knew when and where the elections would take place, knew the candidates' policies on subjects of interest to women, voted for those candidates who reflected their policies, and nominated appropriate candidates if none had been put up.

The women's section of the All Silk-Reeling Union has actively supported the Union's current wage negotiations by various actions including visits to the Women's and Minor's Bureau and other government agencies to request support for wage increases.

DISPUTES OCCURRING DURING NOVEMBER AND DECEMBER 1948 AND MAN-DAYS IDLE

ITEM	BY TACTICS							
	BEGINNING DURING THE MONTH				TOTAL OCCURRING DURING THE MONTH 1/			
	NOVEMBER		DECEMBER		NOVEMBER		DECEMBER	
	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers
:No.:	:Involved	:No.:	:Involved	:No.:	:Involved	:No.:	:Involved	
TOTAL	<u>77</u>	<u>672,302</u>	<u>96</u>	<u>139,518</u>	<u>229</u>	<u>1,386,681</u>	<u>257</u>	<u>1,236,259</u>
Strikes	36	462,726	43	28,583	60	648,250	70	576,930
Other Work Disruptions	9	724	16	1,322	24	2,210	26	2,665
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT 2/								
	32	208,852	39	109,613	145	736,221	161	656,664
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS								
	---	---	---	---	1,337,279	649,341	730,367	577,547

INDUSTRY	BY INDUSTRY							
	ACCOMPANIED BY ACT OF DISPUTE				NOT ACCOMPANIED BY DISPUTES TACTICS 2/			
	NOVEMBER 1948		DECEMBER 1948		NOVEMBER 1948		DECEMBER 1948	
	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers	: Workers
:Number	:Involved	:Number	:Involved	:Number	:Involved	:Number	:Involved	
TOTAL	<u>84</u>	<u>650,460</u>	<u>145</u>	<u>736,221</u>	<u>229</u>	<u>1,386,681</u>	<u>257</u>	<u>1,236,259</u>
MINING	6	518,244	4	10,354	10	528,598	11	457,126
CONSTRUCTION	3	133	---	---	3	183	3	181
MANUFACTURING	64	69,622	117	341,566	121	411,188	4/ 201	362,725
GAS, ELECTRICITY AND WATER SUPPLY	1	53,137	1	136,908	2	190,045	4/ 1	136,908
TRANSPORTATION AND COMMUNICATION	7	9,227	10	243,704	17	252,931	4/ 17	270,260
EDUCATION	---	---	---	---	---	---	1	44
ALL OTHER 3/	3	47	13	3,689	16	3,736	23	9,015
TOTAL	<u>96</u>	<u>579,595</u>	<u>161</u>	<u>656,664</u>	<u>257</u>	<u>1,236,259</u>		
MINING	6	455,919	5	1,207	11	457,126		
CONSTRUCTION	1	12	2	169	3	181		
MANUFACTURING	74	38,521	122	324,204	4/ 201	362,725		
GAS, ELECTRICITY AND WATER SUPPLY	1	57,570	1	79,338	4/ 1	136,908		
TRANSPORTATION AND COMMUNICATION	4	24,737	14	245,523	4/ 17	270,260		
EDUCATION	1	44	---	---	1	44		
ALL OTHER 3/	9	2,792	14	6,223	23	9,015		

- 1/ Includes disputes beginning during the month and those carried over from the preceding month.
- 2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.
- 3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.
- 4/ Disputes in which some of the workers engaged in disputes acts are also counted under the particular dispute tactic. However, the number of workers involved are counted only once.

SOURCE: Ministry of Labor

LABOR UNIONS BY INDUSTRY AND SEX

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
<u>NOVEMBER 1940</u>				
TOTAL	35,749	5,291,295	1,532,079	6,823,641
AGRICULTURE	133	5,873	1,732	7,605
FORESTRY	593	55,227	6,397	61,524
FISHING	120	17,360	1,395	18,755
MINING	1,470	494,365	76,154	570,709
CONSTRUCTION	1,964	468,218	23,901	492,169
MANUFACTURING	14,102	1,503,146	665,000	2,240,946
GAS, ELECTRICITY AND WATER SUPPLY	750	153,622	15,646	169,268
COMMERCE	1,443	152,296	49,360	201,656
FINANCE	833	106,970	81,421	188,391
TRANSPORTATION	3,095	1,013,050	77,935	1,091,705
COMMUNICATION	1,463	237,646	107,864	345,510
SERVICE PROFESSIONS	421	26,239	15,026	41,325
LIBERAL PROFESSIONS	2,981	391,750	245,700	637,450
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,998	470,534	142,647	621,219
NOT ELSEWHERE CLASSIFIED	375	106,181	21,133	127,314
<u>DECEMBER 1940</u>				
TOTAL	36,179	5,314,696	1,537,314	6,852,207
AGRICULTURE	131	5,724	1,732	7,456
FORESTRY	601	55,576	6,345	61,921
FISHING	120	18,312	1,457	19,769
MINING	1,501	499,529	76,940	576,667
CONSTRUCTION	1,989	471,601	24,130	495,700
MANUFACTURING	14,337	1,588,110	660,229	2,256,339
GAS, ELECTRICITY AND WATER SUPPLY	777	157,604	15,882	173,566
COMMERCE	1,460	153,051	49,555	202,606
FINANCE	842	107,336	81,599	188,935
TRANSPORTATION	3,122	1,014,554	77,897	1,092,451
COMMUNICATION	1,469	237,928	108,086	346,014
SERVICE PROFESSIONS	432	26,637	15,146	41,703
LIBERAL PROFESSIONS	3,006	393,862	246,652	640,514
GOVERNMENT AND PUBLIC ORGANIZATIONS	6,007	478,504	142,550	621,092
NOT ELSEWHERE CLASSIFIED	377	106,200	21,106	127,394

- 1/ Unions reported registered exclusive of unions reported discontinued.
 2/ Totals include 277 for which no sex breakdown was available.

SOURCE: Ministry of Labor

MONTHLY WAGES^{1/} IN MANUFACTURING AND MINING
 (30 November 1940)

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 6,766	¥ 8,072	¥ 3,221
COAL MINING	6,305	8,920	3,724
Underground	9,833	9,833	—
Surface	6,659	7,616	3,724
METAL MINING	6,299	6,832	3,018
Underground	7,834	7,834	—
Surface	5,774	6,410	3,018

- 1/ Includes all cash money payments prior to tax and social security deductions and consists of base pay, overtime, night differentials, piece rates, production bonuses, family and dependency allowances, all cost-of-living allowances and all periodic or special bonuses paid during the month. Includes staff and labor, male and female.

SOURCE: Cabinet Bureau of Statistics

UNEMPLOYMENT INSURANCE

November 1948

Number of employers who paid premium (compared to 93,151 in Oct. ^{1/})	92,858
Total premiums collected (Oct. ¥517,484,129 ^{1/})	¥ 553,719,492
Number applied for benefits	10,301
Number initial claims allowed	9,464
Number waiting period claims	7,566
Number claimants paid for first time	7,776
Average weekly number of persons drawing benefits	19,446
Cumulative delinquency from November 1947 to end November 1948 (Compared to ¥576,054,670) at end of Nov. ^{1/})	¥ 532,370,912

WORKMEN'S COMPENSATION INSURANCE

November 1948

Number employers covered	192,450
Number workers covered	Unknown
Premium payments	¥ 116,026,987
Number receiving benefits for first time	^{2/} 30,340
Number workers drawing benefits	^{2/} 38,427
Benefit payments	¥ 200,450,580
Number of appeals	

^{1/} Revised figures

^{2/} Includes cases not reported in October.

SOURCE: Ministry of Labor

Economic and Scientific Section
Labor Division

Gov Sec

LABOR DIVISION SEMI-MONTHLY REPORT
(16 January — 29 January 1949)

NO. 7

I. Summary of Highlights

The Densan's (Electric Power Workers) Central Executive Committee decided to accept the CLRC's November mediation proposal of ¥7,600 monthly wage through March 1949.

ESS sponsored a national labor-management conference 27-28 January to discuss measures to achieve economic stabilization within the framework of the nine-point economic stabilization program.

John W. Gibson, Assistant Secretary of Labor, arrived in Japan 2 February for a six day visit to consult with GHQ, the Japanese Government and representatives of major labor unions and employers on labor problems connected with the economic stabilization program, labor relations, and labor laws and administration programs.

The Communist Party's success in the 23 January national election was manifested in their immediate move to increase their influence in the coal mine labor unions.

November average wages in manufacturing reached ¥6,766, a 5.3% increase over October. This increase is approximately half of the previous month's increase.

II. Labor Relations Developments

A. Major Disputes

1. Electric Power Industry

By a majority vote of 60-44 Densan's Central Executive Committee on 30 January accepted the Central Labor Relations Committee's mediation proposal of ¥7,600 through March 1949; the Communist elements opposing acceptance. However, as the company is currently offering a basic average monthly wage of ¥6,800 to 1 January and ¥7,100 from January through March, the union decided to negotiate for company acceptance of the CLRC proposal, otherwise to refer the case back to the CLRC for further consideration.

2. Private Railways

Local union-company wage negotiations are still continuing.

3. Civil Merchant Marine Committee

Various Japanese government agencies generally agree that a ¥9,300 wage for shore personnel and ¥10,000 for seamen would be equitable. The Maritime Bureau of the Commerce and Industry Ministry proposed a plan to ESS whereby ¥400,000,000 could be released to pay these increases. However, any action on

this plan will be delayed until a decision is made by the National Public Service Authority as to the preferred status of the shore personnel who are currently classified as government employees and pending the clarification of the status of seamen.

4. Electrical Appliances

The Tokyo Shibaura Electric Company has decided to cancel its labor union agreement and to resist production control currently in effect in the Kamo (Niigata) and Kawagishi (Nagano) plants and threatening at still other plants. It has also decided to invoke prosecution for criminal acts performed during negotiations.

B. Joint Labor-Management Activities

ESS sponsored a two-day conference 27-28 January to discuss measures to achieve economic stabilization within the framework of the nine-point economic stabilization program. Participants consisted of national representatives of all important labor and management groups. The Japanese government was not represented. Outlines of SCAP programs to implement the nine-point program were presented by interested ESS divisions. Three working panels of management-labor reviewed problems concerned with employment, wages and production, and labor relations.

The following general principles were agreed upon by both labor and management: (1) Increase production and achieve maximum industrial efficiency, and reward increased production with increased remuneration; (2) Stabilize wages within the "three economic principles" of no subsidies, no price revisions and no deficit financing by correcting price structure inequities, improving real wages, abolishing the black market, and equalizing the tax burden; (3) Stabilize labor relations on the basis of equality of sacrifice; (4) Avoid widespread unemployment in executing the nine principles of the economic stabilization program; (5) Improve the present unemployment insurance system; (6) Expand public works; (7) Improve the operation of Public Employment Security Offices and the vocational training program; (8) Favor unified livelihood security system with adequate dismissal and dependency allowances.

Points of disagreement included: (1) The need for a minimum wage; (2) Desirability of direct wage controls; (3) Methods for stabilizing labor relations; (4) Programs for democratization of trade unions; (5) Need for labor law revision.

C. Labor Union Organization and Structure

The Communist Party's success in the 23 January national election was manifested in their immediate move to increase their influence in labor unions. Their major offensive thus far has been in coal where Zensekitan (under Communist leadership) seeking to unify the coal mine labor front proposed that the three national coal unions merge into a new single national union. Tanro decided that such a merger was not appropriate at this time but would defer final consideration of the proposal.

D. Labor Education

The first two of a series of industry-wide conferences of employers to discuss the contents of a good labor agreement were held with representatives

of the Iron and Steel Employers' Association and of the Textile industry. The employer groups were urged to propose contracts in the negotiations with unions in conformity with the Trade Union Law including specific agreements on wages and grievance machinery.

III. Operating Program Developments

Workmen's Compensation

Workmen's Compensation officials have presented a new personnel budget to provide staff for establishing such sections in each of the 346 labor standards inspection offices. This is expected to facilitate prompt payments and make it possible to check directly with the worker concerned before payment is made to verify the accuracy of claims. It will eliminate benefit payments from prefectural offices and reduce the need for payment of benefits through the employer as proxy for the worker. The budget also provides for additional personnel to audit employers' books as falsified payrolls are believed to have lost the insurance fund millions of yen.

IV. Legislative and Administrative Proposals and Procedures

A. Labor Administration

ESS is currently undertaking close supervision over all cases violating the Press Code which come before local Labor Relations Committees. Local LRCs have been instructed to conform to determinations of Press Code violations which have been established by GHQ or MG officials. LRCs are required to consult with CIRC on all questionable cases and the latter will consult with ESS.

As a further step towards the effective administration of the present labor laws, the Labor Ministry issued regulations defining (1) "substantial support" of unions by employers and, (2) managerial personnel who should be excluded from union membership, in order to establish union self-dependence and separate management agents from union control.

B. Safety in Mines

The Labor Ministry disagrees with the Commerce and Industry Ministry's proposals to expand the coverage of its new mine safety legislation to the mining industry rather than mines only. The "mining industry" as defined by the Commerce and Industry Ministry includes establishments which according to the Labor Ministry properly belong under the Labor Standards Law.

C. Social Security Advisory Council

The Labor Ministry is negotiating with the Welfare Ministry for adequate labor representation on the latter's Social Security Advisory Committee.

V. Miscellaneous Economic Developments

A. Wage Stabilization

The recommendations of the wages and production panel of the national labor-management conference held 27-28 January and subsequent supporting editorial

comment should aid materially in strengthening the position of the government in applying the "three principles" in order to stabilize wages. Moreover, the conference disagreement between labor and management with regard to direct wage controls may cause the Economic Stabilization Board to modify its position in this regard.

B. Wage Trends

November average wages in manufacturing reached ¥6,766, a 5.3% increase over October. This is approximately half of the previous month's increase of 10%.

C. Public Works

Labor Ministry unemployment policy officials anticipating greater unemployment as a result of "rationalization" of industrial employment and additional repatriation in the 1949-50 fiscal year have requested sufficient appropriations under a Public Works program to provide 125,000 man-years of employment as compared with 25,000 in 1948-49 on Labor Ministry projects for both white collar and urban unemployed.

VI. General Conclusions

Although the national labor-management conference brought forth numerous differences of opinion there were broad areas of agreement which will furnish guidance to the Japanese Government in formulating policy to achieve the objectives of the economic stabilization program. The fact that these representatives cooperated amicably in arriving voluntarily at a clarification of their mutual problems must be considered encouraging. It is hoped that this constructive approach will result in specific achievements in the resolution of labor-management issues at the local operating level.

Communist leadership proposals for a united political front with all groups in opposition to the Yoshida conservative government is likely to have repercussions on a labor union movement in which socialistic elements have been important in holding a middle-of-the-road policy. This drive in the political sphere may carry over into the trade union movement with prospects of success definitely limited at the present time because of the Communist proposal by the Social Democratic party leaders.

rejection of the

Economic and Scientific Section
Labor Division

LABOR DIVISION SEMI-MONTHLY REPORT
(1 January — 15 January 1949)

file
2-24-49
NO. 6

I. Summary of Highlights

Labor relations in the first two weeks of 1949 generally followed a pattern of peaceful bargaining without imminent threats of strikes. Realization that the "three economic principles" of no subsidies, no price increases and no deficit financing and the nine-point economic stabilization program will be rigidly enforced has had a sobering effect upon union and management. Labor groups have scheduled meetings to appraise the status of labor in the light of the changing economic and subsidiary policies. Thus far no clear statements of policy have been issued even in communist controlled unions.

The Japanese Government has established an intra-governmental committee to draft proposed revisions in the Trade Union and Labor Relations Adjustment Laws in order to make them more effective instruments in achieving the objectives of the nine-point stabilization program. Public hearings will be held on the proposed revisions.

The results of the new monthly survey of average city worker's family income from July to November show receipts of ¥7,683, 8,559, 9,194, 9,627 and 10,022 respectively. The family head earned on the average over 83% of the total cash income.

Preliminary figures indicate that the Consumer Price Index continued to rise in December.

November disputes statistics show that 650,460 workers were involved in 84 labor disputes accompanied by work stoppages or work disruptions compared with the October figure of 212,526 workers involved in 92 disputes.

II. Labor Relations Developments

A. Major Disputes

1. Electric Power Industry

Negotiations regarding the base "regular wage" from July 1948 through March 1949 were resumed 13 January. The company offered ¥6,800 as a national average monthly standard wage for this period, an increase of about 26% over the previous wage average of ¥5,358. Negotiations are concerned with procedure at present with insistence by management on "regular wage" negotiation and the union on negotiating the January temporary monthly wage. Both sides were advised that until agreement is reached on the regular wage no payment will be made from the ¥810,000,000 wage subsidy allotted in the supplementary budget.

2. Private Railways

On 17 January the Enlarged Struggle Committee of the Union rejected by a vote of 51-46 the Central Labor Relations Committee's mediation plan for settling this wage dispute. The plan provides that the ¥5,266 award of last November be accepted up to 1 January, and that those companies financially able pay an additional 10% thereafter. The union wants the additional 10% applied to all companies. A total of 82 companies and 107,000 workers are involved in this dispute.

3. Civil Merchant Marine Committee

The CMMC seamen's wage issue has again arisen through a dispute involving 4,000 office workers who are organized in a separate union. This group of specialized workers, recruited mainly from private shipping companies on a temporary basis, claims that the new ¥6,307 government wage has wiped out their 60% customary

wage differential; in fact their present wage of ¥6,237 actually lags behind the new government wage for the same hours of work. The Maritime Bureau estimated that ¥49,000,000 would be needed to restore the 50% differential from 1 January to the end of the fiscal year. However, as the seamen's wage settlement left open wages from 1 January to 31 March to further negotiations, an additional ¥350,000,000 will be required to adjust the seamen's wage in the event that the office workers wage claim was recognized.

4. Tokyo Shibaura Electric Company

This dispute involving 44 plants and 38,000 workers originates in the company's need to put each plant on a self-sustaining basis by laying off some 7,000-10,000 surplus employees. The union, under strong communist domination is opposing the "rationalization" plan and is resorting to acts of violence and duress at some of the plants.

5. Disputes Statistics

In November 650,460 workers were involved in 84 labor disputes accompanied by work stoppages or work disruptions compared with the October figure of 213,526 workers involved in 92 disputes. In addition, 736,221 workers were involved in 145 other labor relations cases not accompanied by work stoppages but where negotiations broke down and a third party intervened to assist in settlement.

B. Labor Union Organization and Structure

As another step in the educational program to improve labor contracts arrived at through collective bargaining, ESS is planning a series of conferences with representatives of various industry-wide employers' associations and major employers.

C. Labor Education

The new system of distribution of printing paper allocations to local unions instead of national unions was simplified by the Paper Allocations Committee. The Committee will deal with existing prefectural union councils rather than with the 35,000 local unions individually.

III. Operating Program Activities

A. Labor Standards

1. Safety

A Labor Standards Bureau, Safety Section report shows that examinations held during 1948 resulted in the issuance of 90,084 licenses by prefectural labor standards offices to acetylene welders, boilermen, crane operators, boiler welders and movie-projector operators. In addition, 35,334 installation tests and inspections were made of boilers, cranes, elevators and acetylene welding apparatus.

2. Hours of Work

The supplemental granting of two 15-minute rest periods per day to government workers by the National Public Service Authority may reduce the pressure by government workers for a change in the 30-minute lunch period as well as strengthen the position of Labor Standards officials who were asked by private employers to justify the 45-minute lunch period required by that Law.

B. Child Labor

Conferences are underway between the Tochigi Prefectural government offices, including officials of the Welfare Section, Labor Standards Bureau, Women's and Minors' Bureau and the Procurator's office to institute a program of joint action for curtailing the "selling" of children and for eliminating the evils connected with

foster home placement. National conferences are also underway with consideration for using the Tochigi program as a basis for a national program.

IV. Legislative and Administrative Proposals and Procedures

1. Labor Law Revisions

The Japanese Government has established a committee composed of representatives of the Labor and Transportation Ministries, the Economic Stabilization Board, the CLMC and Attorney General's Office to recommend constructive revisions in the Trade Union and Labor Relations Adjustment Laws as a means of improving them in the light of experience and current economic conditions. A series of public hearings will be held in major cities on the proposed revisions before finalizing them for presentation at the next Diet session. At a conference of the leading union representatives on 11 January WSS made it clear that in any revisions the legitimate rights of workers will be fully protected.

2. Enforcement of Existing Labor Laws

The economic stabilization program together with the "three principles" governing wage increases makes it highly desirable to eliminate political or non-economic issues from labor disputes. Pending, therefore, the revision of laws governing labor unions and relations, WSS is undertaking a program to assure that all existing provisions of the laws are adequately enforced. This is being accomplished by guiding revisions in existing Ministry of Labor Ordinances and instructing that Ministry's Labor Policy Bureau to issue directives or interpretive bulletins to their field branches and the Prefectural Labor Relations Committees.

3. Seamen's Employment Security System

On 13 January the Cabinet passed the last of a series of ordinances necessary to implement the Seamen's Employment Security Law which establishes seamen's free public employment security offices in nineteen ports under the direction of the Maritime Bureau. Thus, the law, which theoretically became effective on 1 November, is now actually in operation.

V. Miscellaneous Economic Developments

1. Wage Stabilization

Disagreement continues between the Economic Stabilization Board and the Labor Ministry regarding the method of achieving wage stability. The Ministry supports indirect control of wages through full implementation of the "three principles" while WSS, the Ministry of Finance and the "Yen Rate" Committee are pressing for the establishment of direct wage controls. The latter Committee, heavily weighted with industrialists and financiers, contains no labor representation. Although specifically appointed to advise the Prime Minister on the establishment of a single yen rate, the Committee has been making public pronouncements that direct wage controls are essential together with the "rationalization" of industry through the elimination of surplus labor.

2. Cost-Of-Living

Preliminary figures indicate that the cost-of-living continued to increase in December as evidenced by the index for Tokyo which rose by approximately 3.6% over November.

The first results of an average city workers' family income monthly survey conducted by the Cabinet Bureau of Statistics from July-November 1948 indicates that:

(1) Total money income amounted to ¥7,683 in July, ¥8,559 in August, ¥9,194 in September, ¥9,627 in October and ¥10,032 in November; (2) In the average family of 4.6 members, 1.4 have regular employment. The family head directly earned 82.7% in

July, 83.0 to 83.1 in the three following months and 84.4 in November of the total family income. The balance accrued through earnings of other family members and deficit financing such as withdrawals from savings, borrowings and property sales; (3) The cash income in large cities was 6 to 13% higher than in medium size cities and, except for August, 10 to 17% higher than in small cities; (4) heads of families employed in the mining industry reported the highest incomes. Above-average incomes were reported for family heads working in gas, electricity and water services, and in some months for manufacturing, transportation and communication.

3. Manpower Utilization

The Economic Stabilization Board plans to reorient the surplus labor studies handled by its Labor Bureau in order to tie them in more concretely with the new economic stabilization program. The new emphasis will consist of examining ways to increase production and lower unit costs in those basic industries receiving government subsidies. The first group to be studied will be nonferrous metals. Close coordination will be maintained with the Labor Ministry.

A 13 January ESS check sheet reviews headquarters policies with regard to "rationalization" of industry. An October 1947 "surplus labor" staff study was examined and it was concluded that the unemployment insurance and public works programs which have been in operation would provide a cushion for worker layoffs. It was emphasized, however, that these current programs would not be adequate if large scale, protracted unemployment results.

4. Public Works

Public Works certifications amounting to ¥15,625,413,000 for the final quarter of the present fiscal year have been completed. Next year's appropriation requests have been received and reviewed by ESF. Both ESF and the Finance Ministry propose to scale down these requests to allow a balanced rehabilitation program able to be financed within the limits of a balanced budget.

VI. General Conclusions

Organized labor is expected to oppose any revisions of the Trade Union and Labor Relations Adjustment Laws. Even if the revisions contain nothing but urgent requirements for the present national economy it is likely that labor will label such attempts as prejudicial to its interests.

In reviewing the labor situation in the last quarter of 1948 it is clear that the intermittent strikes in basic industries, particularly coal and electric power, had a very limited effect on general production levels. In view of the sobering effect of the new stabilization policies it is likely that labor will take more considered steps before resorting to strike tactics, and continued increases in output even without changes in individual workers productivity should ensue.