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C O P Y

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Civil Affairs Section
APO 500

~~L-400~~

L-400

13 December 1950

FOR THE CIVIL INFORMATION OFFICER:

Recognition copy: Poster, Recruitment of Postal Service Employees
(Grade 4)

Prepared by: Postal Administration Ministry and National Personnel
Authority

Copies distributed: 40,000

Distributed to: All Prefectural and post offices, Regional Offices of
NPA, Public Employment Security Offices and Higher
Secondary Schools

Distribution date: January 1951

Translation:

Qualification for Taking Examination

Indoor service

1. Education equivalent to graduates of new-system senior high school; no specific educational career required.
2. Over full 18 years and under full 24 years of age as of March 31, 1951.
3. No discrimination as to sex.

Outdoor service

1. Education equivalent to graduates of new junior high school; no specific educational career required.
2. Over full 15 years and under full 32 years of age as of March 31, 1951.
3. No discrimination as to sex.

Time Limit for Application From January 16 to 30, 1951.

Date of Examination

- First examination -- February 18, 1951
- Second examination -- About middle of March, 1951

(No initial examination will be given to those who take the examination for outdoor service.)

Examination Centres

Tokyo-to and city government offices.

Application Centres

Ordinary Post Offices in each city throughout the country, Local Savings Branch Offices, Local Post Office Life Insurance Branch Offices and Regional Offices of the National Personnel Authority.

DISTRIBUTION:

Chiefs, All CAff Regions

C O P Y





郵政職 (4級職) 募集

● 受験資格

◀ 内務事務

- 1 学歴は問いませんが同等程度の学力を必要とする
- 2 昭和26年3月満18才以上満25才未満
- 3 男女の別は問いません

● 受付期

2-65

職員 (職) 募集

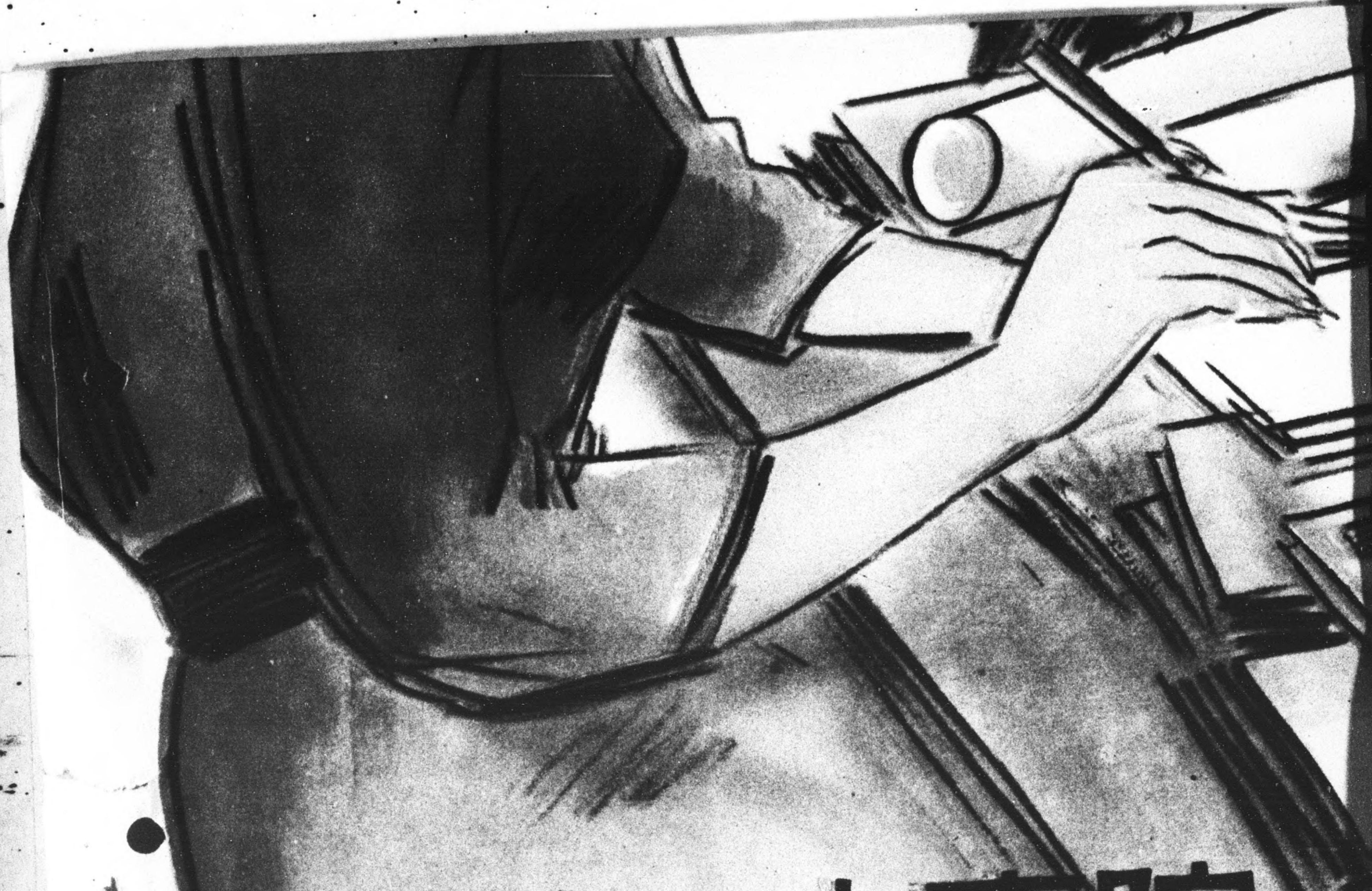


事務職

人が新制高校卒業
必要とします
3月31日において
満24才までのもの
の別は問いません
期間

外務事務職

- 1 学歴は問いませんが新制中学卒業程度の学力を必要とします
 - 2 昭和26年3月31日において満15才以上満32才までのもの
 - 3 男女の別は問いません
- 1月16日から1月30日まで



郵政省・人事院

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事院

● 受験資格

◀ 内務事務職 ▶

- 1 学歴は問いませんが新制高等学校程度の学力を必要とします
- 2 昭和26年3月31日に満18才以上満24才まで
- 3 男女の別は問いません

- 受付期間 ……
- 試験日 ……

● 試験地 …… 東京府

● 申込先 …… 全国各都
各地方貯金局、各地

事務職

外務事務職

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期間 1月16日から1月30日まで

日 第1次 2月18日 第2次 3月中旬

(外務事務職には第1次試験はありません)

東京都および市制施行地

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金局、各地方簡易保険局、人事院各地方事務所

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CHUGOKU
INFORMATION
O.D. JECONOMIC AND SCIENTIFIC SECTION
Labor Division

DEC. 19. 1950

DDD/41
10 July 1950

MEMORANDUM TO: E. C. McVOY

SUBJECT : REPORT OF SPECIAL INSPECTION FOR DETERMINING RESULTS
OF TRAINING COURSES

Inspection was made of the Shichijo PESO, the largest in Kyoto City, and Tanabe (C Class) PESO in Kyoto Prefecture, May 9 to 13; and of Odawara PESO (C Class), 22 and 23 May. Inspection was made of Maebashi PESO (B Class) Gunma Prefecture, 13 to 15 June. General comments will be made separately.

- 0 Shichijo October 1949; Kandabashi, Tanabe, October 1949; Kawaguchi October 1949; Irawa, Maebashi, November 1949.
- 1 Shichijo PESO is planning a work load study. At the time of the visit they had a schedule prepared for interviews to fill out, which would give the basic data needed for such a study. Other PESOs have not made such a study.
- 2 All PESOs. No.
- 3 Minor shifts made for replacement of separated personnel or additions. No significant shift based on policy.
- 4 Shichijo, 4 promotions; 3 in the lower ranks and 1 to Labor Branch Chief, based on ability.
Tanabe promoted 1 "because he deserved it."
Odawara had no promotions
Maebashi 2 - one being based on seniority, the other a transfer from temporary to regular status.
- 5 Shichijo. Personal history, a short biography recently prepared by the applicant and subsequently kept up to date by the General Affairs Section. PESO also has a list of personnel with a statement of their "achievements." No satisfactory answers were secured from other PESOs.
- 6 Shichijo PESO provides all sections with a statement of functions (but not a mission); statement of functions is taken from manual.
tanabe has a similar statement.
Odawara had, but it was not up to date.
Maebashi had only the statement of the Labor Ministry.
- 7 Shichijo has an organization chart over one year old and somewhat outdated. Tanabe and Maebashi have no charts; Odawara does.
- 8 Due to increased work load Shichijo PESO moved its unemployment insurance personnel to a separate adjoining building.
Tanabe removed its counter shortly after training.
Maebashi removed its counter the middle of May.
In both cases interviewing had been conducted behind the counter. After

DEC 21 1950

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removal of the counter it was conducted at a desk. Odawara's layout was changed due to transfer to a new building. Shichijo and Tanabe managers considered the current layout to be satisfactory.

The Odawara manager is not satisfied, wanting an additional space for waiting, which would require the building of a new wing.

The Maebashi manager is satisfied except on the need for parking space for bicycles. His subordinates pointed out the need for a conference room and for a room from which day labor referral operations could be conducted.

- 10 The flow of traffic at Shichijo is bad, due to the fact that the applicants come in to the waiting area which is very long and very narrow at one end and are unable to determine immediately what they should do or where they should go. There are five receptionists who are scattered up and down the long counter, some at the opposite end where the applicants enter. These receptionists are not immediately distinguishable from other PESO personnel behind the counter. Other PESOs appeared to be satisfactory in this respect; being smaller, their problem is minimized.

- 11 The layout at Shichijo is basically bad because operations are conducted in two separate buildings, because waiting space is a long, narrow passageway and because the counter is retained, running along the length of the building and wasting a good deal of valuable space.

Waiting space at Shichijo is inadequate. At the time of the inspection many applicants were standing. Provisions for privacy and writing tables are satisfactory. Location in the community is good; the PESO is close to the RTO and there are four electric railways lines within one block. A large part of industrial Kyoto is within two kilometers; the PESO is near the center of this area.

The layout of Tanabe and Odawara is in accordance with modern ideas.

Privacy is not so good; however, due to crowding and the fact that persons waiting are jammed in very close to persons being interviewed. Persons being interviewed are separated from each other by a partition, but they are not separated from the waiting group. Job orders are posted on the bulletin board; there is no sign for the receptionist and the receptionist is in a poor location. Persons waiting are very crowded and some were standing at the time of the inspection. Location of Tanabe PESO in relation to the community was very good and Odawara and Maebashi were satisfactory.

At Maebashi, provisions for interviewing were very satisfactory as far as privacy was concerned but the interviewing was conducted in a dark room which could have been easily remedied by application of a little white paint.

- 12 Shichijo makes quarterly estimates starting this operation for the second quarter 1949 fiscal year. The make up a program at this time and estimate its cost. Tanabe also makes estimates based on the work each unit must do. Odawara and Maebashi do not make quarterly estimates.

13. Answered above.

14. Shichijo. The prefecture pays 15 temporary employees who are used in the supervision of work relief and check up on applicants for work relief. The city provides rent free space for the PESO and the prefecture pays travel

expenses. Tanabe received no subsidy from governmental agencies but a private tea company recently built a new building for the PESO's use. At Odawara the prefecture has in the past paid for part of the overtime worked by the employees. Last year this averaged ¥400 per person per month. The Maebashi Prefecture pays four temporary clerks and also provides printed forms needed in the PESO.

- 15 Shichijo reported that its general accounts were audited once a year by the Finance Ministry and the Labor Ministry Budget Section, unemployment insurance being audited every month by the prefectural U.I. Premium Collection Section. Tanabe reported that its general account was audited by the prefecture once a year; the last time it was audited by the national government was in 1948. The U.I. Section of the prefecture audits several times a year. Odawara reported that its U.I. account had been audited three times so far this year and that there was no other prefectural audit. Maebashi stated that they were audited twice a year by the prefecture for the general account and quarterly by the prefectural U.I. Section for the special account.
- 16 Shichijo reported that they aimed to train new personnel continuously for one month on the job, but actually, due to the urgent need of operations not very much was accomplished. Odawara reported that two of its employees were recently hired but not yet well trained because the manager and section office were too busy. Maebashi has training program--manager and section chief give a speech explaining functions of the PESO.
- 17 At Shichijo and Tanabe the General Affairs Section Chief is in charge of training. At Odawara and Maebashi no one person has been designated.
- 18 As indicated, Shichijo has a training plan but is too busy to do much about it. Personnel are, however, allowed time to study documents, mostly the manual, and they are asked to make a report of what they learn. Tanabe PESO has had one training session during the past month at which the manager talked, explaining the PESO functions. Maebashi claimed to give on-the-job training which was apparently nothing more than ordinary supervision.
- 19
- 20 Shichijo: One official in General Affairs has charge of all publicity which is planned on a quarterly basis. Tanabe and Odawara have similar but less highly developed plans. Maebashi has no publicity except what is supplied to it or directed by the prefectural office.
- 22 Shichijo PESO uses meetings of employers, newspapers, posters, handbills and radio. Tanabe also uses a newspaper. They broadcast newspaper clippings showing numerous recent announcements of the PESO. Tanabe also uses an interesting system of town loud speaker, a system whereby loudspeakers scattered around the town are used to make important announcements to all citizens. Odawara uses newspaper advertising and recently sent a letter to all large immediate employers announcing its change in location. Maebashi distributes posters which are handed down to it from the national government.

- 23 No PESO was certain of results achieved. The number of tips received from anonymous persons with respect to persons drawing U.I. improperly suggests a surprisingly widespread knowledge of this program.
- 24 Shichijo measures unemployment starting with the number of unemployed in the 1947 census and adding the decrease in employed persons as shown by the employment status survey. Unemployment trends appear to be going continuously upward. Tanabe starts with the 1947 census, adds the number of government employees who have applied for employment or unemployment benefits, adds its active work application file and day labor registrants to get an estimated number of unemployed. Unemployment here is small due to the fact that it is mostly an agricultural area. Odawara has no exact figures, just an estimate of the general situation. Maebashi has the most extraordinary system of all, a system in which the officials claim to have considerable confidence. Their calculations for the month of May was as follows:

695 new applicants for work received by the PESO during May
 958 number of claimants during May
 456 registered day laborers
 293 new school graduates who did not get jobs through the PESO
 261 number of repatriates in the community
 55 (subtracted) PESO placements in May
251 (subtracted) claimants who applied for benefits during the month of May
2357 Total unemployed in Maebashi

This calculation was carefully checked at the time and subsequently by the prefectural officials and it is not their translator's error.

- 26 At Shichijo there have been no demonstrations against the PESO because the manager, early in the game explained that the PESO had no responsibility or authority with respect to the day laborers' requests. There have, however, been numerous demonstrations in the prefecture and city, 14 in March, 20 in April. Demonstrations numbered 100 to 1,000. Many of them are under Communist influence and according to the manager, ETA are also important in fomenting demonstrations. These people are alleged to be addicted to violence, Police have not interfered much; however, they always know of demonstrations before the officials do, against whom it is directed. There are always two or three plainclothes police at every demonstration. So far, there have been no arrests. Formerly, a large crowd interfered with business, but currently, the practice of the prefecture and city government is to allow only a limited number of representatives to come inside the offices. As a result of these demonstrations, rubber boots were issued to certain work relief workers; however, this proved unsatisfactory due to the fact that they were quickly stolen. There has been no destruction of property. Tanabe and Odawara have had no demonstrations. However, at Odawara, representatives of the day workers have occasionally come to talk to the manager. Maebashi formerly had demonstrations, but there have been none recently. The union of day workers organized by the Communists has not been taken over by non-Communists. Unfortunately, it appears that since the non-Communists took over the union, there have not only been no demonstrations, but there have been no functions of any kind for the union. The only function that PESO officials could think of which the union now performs is to serve as a medium through which PESO instructions are issued to day laborers.

- 28 Shichijo PESO has been using the rotation system for 18 months; 3,700 are registered of which 2,000 report daily for 1400 openings; 600 surplus per day is accounted for by unemployment insurance claimants and to the fact that the PESO does not designate the terminal number but merely the starting number in the number of job openings; therefore, applicants near the terminal number are unable to determine whether or not they have an opportunity of being employed. The number of registrants is increasing by 60 to 70 each day; the number who report knowing that there is little chance of getting a job is increasing daily. Average number of days worked by those available every day was 11.2 in April; type of referrals are selected by the interviewer from among those who appear to be strong and ambitious. Women are in a separate rotation system; they have a slightly higher placement rate than men.
- At Tanabe the rotation system is not used because there is no work relief project and almost no private day labor referrals. Day laborers are employed on public works projects, but except for a few, they are not referred daily. Odawara uses a standard rotation system; they announce the numbers two days ahead; men and women are separate. One or two private job openings each day are selected by the PESO and distributed among those who appear to be strong and have a record of industry. The number of days work in April was 15 for men and 8 for women.
- At Maebashi the rotation system was abandoned two days before the inspection due to the fact that the PESO is able to offer all the workers desired. Even women get full employment. All registrations are accepted and determination of eligibility requires an average of one day. Full employment has been possible due to a substantial number of day laborers hired for agricultural work. A very few applicants who are not eligible for work relief get almost no work through the PESO. They generally drop their registration after a short time.
- 29 At Shichijo the manager visits about two work relief projects per month and the day labor branch manager all 29 projects every month; 6 or 8 are disqualified daily for inefficiency. Odawara PESO officials visit work relief projects twice a month on an average. So far, no workers have been disqualified. At Maebashi each project is visited once every two months. Two Communist agitators have been fired for inefficiency and 10 have been fired for refusal of private employment.
- 30 At Shichijo 6 or 7 are disqualified for two days every day for transferring their referral; that is, one worker stands in line and gets a referral and passes it to another one who does the work. Other PESOs have not uncovered any violations.
- 31 Shichijo PESO expects openings to remain the same, and number of applicants to increase; other PESOs were not sure of any change.
- 32 Shichijo has 29 work relief projects; 8 sanitation projects operated by the prefectural public health bureau, 3 ditch cleaning projects by the health bureau, 1 water works and 17 construction operated by the city. Odawara has one project operated by the city. Maebashi 2 prefectural road construction projects and 3 city operated sewage and park rehabilitation projects.
- 33 At Shichijo PESO a list of registrants is sent by the day labor branch to the PESO for checking; 423 double registrants were found in April. At Odawara the application card for those registered for day labor is especially

stamped. Maebashi has no system.
 Shichijo 9 projects, 3,158 workers
 Tanabe 12 projects
 Odawara 35 projects, 1,200 workers
 Maebashi 25 projects, 1,087 workers

- 35 Shichijo 2 per month to each
 Tanabe once every two months to each
 Odawara 39 visits
 Maebashi 25 visits since the last part of May

36-37 All PESOs were meeting their absorption percentage except Maebashi

- 39 At Shichijo most workers are referred and then hired, but a few are hired and then referred; at other PESOs they are referred and then hired. Shichijo emphasizes: a. service with a smile; b. not keep the employer waiting; c. courteous speech; d. detailed grasp of job description.
 At Tanabe the policy is to treat the employers as good customers; give details relative to the job description.
 At Odawara they emphasize filling the job description cards completely.
 At Maebashi they are careful of their wording, the interviewer being instructed to place himself in the position of the employer.
- 40 At Shichijo, order taking unit chief emphasizes more detail in job description. At Tanabe and Odawara and Maebashi, the unit chief personally takes all orders.
- 41 Shichijo keeps a register book which lists the job orders in chronological order. Tanabe PESO states that it has no need of elaborate controls because of its small size.
 Odawara also keeps a book in chronological order which has space for the date, job order number, identification code, occupation code, name, address, telephone number, sex, occupation and kind of work wanted. Experience, education, age, wage, interviewer, whether or not placed, date of verification or cancellation, are also included. The ledgers revealed that many orders which were one month or more old were still not filled or even referred.
 Maebashi also keeps a register book in chronological order.
- 42 The employer visitors at Shichijo contact the order taking unit prior to making visits to check the status of any orders from the employer concerned. At other PESOs it was claimed that the small size of the operation made special procedure for coordination unnecessary.
- 43 An employer register is kept at Shichijo by the employer unit and a duplicate by the survey unit; this register is in book form and lists all A to C size employers and their job orders. It is an industrial classification order and secondly in alphabetical order, and is remade every two months.
 Tanabe and Odawara have a similar system.
 Maebashi merely files in chronological order a brief report of each visit.
- 44 At Shichijo job order cards appear to be filled out quite adequately, for unskilled and semi-skilled jobs. However, the PESO could not or would not produce a job order for a skilled job. At Tanabe all 8 current job opening cards were examined and all were found adequate but there were no skilled jobs among them. At Odawara 9 job order cards received in the last two days were examined and they were filled out very well, especially one for a skilled cabinet maker.

Little time was available at Maebashi but a few examined were inadequately prepared.

- 45 At Shichijo there are 10 interviewers. Three female interviewers are divided into four categories; 1. sales, skilled; 2. manual; 3. clerical and occupation forces; 4. maids. The six male interviewers are divided, 1. sales; 2. skilled and persons who meet the public; 3. clerical; 4. metal workers; 5. other labor; 6. miscellaneous services and apprentices. Tanabe has only one interviewer. Odawara has five who are not divided up by sex or occupation. The manager believes that this arrangement prevents bottlenecks and slowing down of operations. In Maebashi interviewers are divided by sex only.
- 46 Shichijo reported average interviewer takes 35 applicants per day with the peak between 9:30 and 11:00 in the morning; average waiting time 30 minutes to one hour; none are turned away. At Tanabe, 279 initial interviews in April including new school graduates, would average about 10 per day; peak is in the morning; waiting time was reported to be 30 to 40 minutes; in the afternoon there is no waiting. However, on the days when unemployment insurance benefits are paid, two days per week, the work load is very heavy. It is equalized to some extent by specifying claimant's hour of reporting. At Odawara their average was 30 applicants per day per interviewer; the time required is 20 minutes for new applications and 10 for reinterview. At Maebashi the manager reported an average of 12 new and 8 renewal interviews per day with 20 minutes required for interview; average waiting time 20 minutes. However, these figures are contradicted by two facts: On the day of the visit observed that the waiting time was much longer, yet monthly statistics indicated an average number of interviews per interview much lower than the figures given by the manager. PESO has no means of equalizing the load.
- 47 All cards are reviewed by the unit or section chief at all PESOs and emphasis is put on filling.
- 48 At Shichijo interviewers have not visited plants but they have read books on job descriptions and according to the manager have learned a great deal in talking to applicants. The interviewer for metal workers was questioned and found to be very good. The Tanabe manager stated that they were too busy for visiting. Cards were examined and found to be very inadequate; they were coded for workers dates rather than experience. At Odawara, cards picked at random were very inadequate but recently completed cards were much better than old ones. Cards were not examined in Maebashi; the manager explained they had a program for visiting plants, however, he was unable to substantiate this statement by producing a schedule or list of plants visited. At Shichijo cards were situation, unemployment insurance status, day of reporting for claimants and by occupation for non-payments. Repatriates, applicants for occupation forces jobs and rationalized government employees are kept separately. There are 30 codes for men and 27 for women. Tanabe and Odawara have similar systems with 22 and 27 codes respectively. At Maebashi the unemployment insurance claimants are filed separately from non-claimants, though according to occupation rather than day of reporting. Each evening the claimants expected to come in the following day are sorted out.

At Shichijo job order cards are filed by sex and by occupation. There are 30 codes for men at the PESO. Tanabe follows the same system but had only 8 cards at time of inspection. Odawara files in two groups; those to be filled by selective placement and those to be filled by spot method. Maebashi has no system.

- 51 At Shichijo job application cards are removed from the active file at the end of each month if they have been in the file more than one month. However, an exception was made in the case of cards renewed at the applicant's request where the applicant comes in after the 26th of the month. Tanabe has the same system. Odawara has a system different from any previously encountered by this inspector. All cards are checked at the end of the month and those over one month old are considered for renewal or transferred to the dead file. They are renewed in all cases if the applicant has come back once in the month just ended, and they may be renewed repeatedly. If not renewed by this procedure they may be renewed at the request of the interviewer who remembers the applicant and judges his circumstances and dates for employment. In the latter case the cards are generally not renewed. All applicants are told of this system at the time of their initial application. The manager explained that people take advantage of this system and renew their cards a great deal. Subsequently he estimated that the file was 30% larger than it otherwise would be as a result of the use of this system. The national supervisor of Inada opined that the system could not be used in a large PESO because the file would be too big. At Maebashi all cards more than one month old are transferred to the dead file even if applicant has come in frequently. If applicant comes back in one month his card is transferred back to the active file. National supervisor Chiba thought this system necessary at Maebashi because their file box was so small. The manager estimated that 80% of the applicants whose application is transferred from the active to the dead file are still seeking work at the time of the transfer.
- 52 At Shichijo, Odawara and Maebashi selective placement is used for all job openings except national ones and those where employers are more interested in speed than quality. The system used at Tanabe remained unclarified.
- 53 At Shichijo a specialized interviewer makes a preliminary selection for selective placement. The interviewer who took the application of the workers concerned, then examines them and makes the final selections. At Tanabe the interviewer makes selections at his leisure time, usually the next day after the job order is received. Selections are checked by the operations section chief and manager. At Odawara two applicant interviewers make the preliminary selection which is reviewed by the operations section chief.
- 54 Applicants are notified by call-in card rarely by use of the telephone. At Shichijo the receptionist recognizes unemployment except in the case of those whom he has previously been informed are to be referred to the interviewer for referral. Interviewing of claimants is done only every four to six weeks. Tanabe has the same system. Odawara has a similar system but recognition is done by the interviewer who, however, treats it as a routine matter except once a month when claimant is supposed to get a thorough check.
- 55 At Shichijo applicants come in at a specified time usually in the afternoon. The time is determined according to the estimated time needed by the applicant who is farthest from the PESO. However, occasionally cards are sent to non-claimants

to come in immediately and claimants are referred subsequently as they come in for benefits. Tanabe and Odawara estimated four to five days required for call-in.

- 57 At Shichijo actual visits were from two to four times the scheduled visits. At Tanabe they were four or five times, and at Odawara double.
- 58 Employer visiting staff assigned to geographical areas. Small employers are visited on the basis of trends in industry. Those industries which are likely to be employing new workers are emphasized. Job openings cultivated by visitors varied from 10% to 50% total job openings.
- 60 Shichijo has made one referral of a handicapped worker not yet confirmed. Tanabe has one which was cultivated at public works projects.
- 61 All PESOs reported that they did follow up on placements.
- 63 Initiation of selective placement is the big change in placement procedure at all PESOs since training. In addition, Shichijo has emphasized close liaison between units and planning of all operations. Tanabe has required contact between persons on the staff be done by paper and planning of operations. Odawara has emphasized staff training, evaluation of effectiveness of personnel, and means of giving staff more information about operations.
- 65 At Shichijo the manager had to handle table conferences attended by 25 to 45 employers aimed at cultivating job openings for new school graduates. Also conferred with 30 vocational guidance teachers. At one conference the operating agencies of work relief projects and one with a traffic and public welfare bureau. At Tanabe the manager had conferences with employers, town officials and school principals; this is a regularly scheduled affair once a month. We attended one conference that public works sponsors and one with city officials, and attended by newspaper reporters.

66 Shichijo, 4187; Tanabe, 542; Odawara, 494

	February	March	April
67 Shichijo	529	779	678
Tanabe	117	121	147
Odawara	63	81	71

- 68 Operations Section Chief makes decision on basis of recommendation of unemployment insurance unit.
- 69 Operations section chief.
- 70 No change.
- 71 Shichijo PESO reported that they had only one case of separation notices which appeared to be fraudulent or suspicious. Tanabe had three or four cases per month mostly concerning wages. In such case a telephone call is made to the employer for verification. At Odawara it is rare for a separation notice to be posted.
- 72 None.

74 None

75 At Shichijo there were no cases in the last two months of persons being disqualified on their eligibility employment requirements. Tanabe had 10 cases in April, 9 based on voluntary quitting and one refusal of a placement. All of these were disqualified temporarily although some of them should have been disqualified permanently. Odawara had 27 cases in the last two months, all voluntary quits. Twelve cases in April were examined where it was found that five of them were likely claimants for payment disqualification.

76 At Shichijo it never occurred to the operations section chief that a claimant could be disqualified under Article 3. Tanabe has, as mentioned, had 10 disqualifications for one month; in all cases there was inadequate evidence in the file to make a determination, though in several cases what evidence there was pointed to permanent rather than temporary disqualification.

77 No PESO was doing a very effective job of screening separation notices.

78 All PESOs stated that the receptionist and interviewers inquire as to eligibility and earnings of claimants and at 4 to 6 month intervals give a thorough interview.

80 Substantially no claimants were declared ineligible during the course of their claim for unavailability for work or other reason.

81 Shichijo has had 37 cases of illegal receipt of benefits, almost all of them cases of continued receipt after obtaining employment. In 26 cases the PESO received full repayment. Other cases are pending; one has been reported to the police. A good many of the illegal receipt cases have been discovered by anonymous letters. Tanabe has one case which was discovered by the police not by the PESO, and Odawara had only one very minor case.

82 Shichijo PESO considered claimants living on the farm to be eligible if they do not get farmers rations. At Tanabe, according to the officials a real attempt is made to verify whether or not the claimant is available for work and decision made on that basis. At Odawara claimants not living on the farms are not disqualified but merely questioned if they have earnings. Mostly they say, no earnings.

84 Shichijo has distributed leaflets to all initial claimants and issued frequent news releases to the newspaper when illegal receipt was discovered. Tanabe has issued handbills and leaflets and has a large poster placed in the waiting area. Odawara has also distributed leaflets and had a large sign.

87 No cases of attempted fraudulent receipt of day labor benefits have been discovered.

88 No day laborer has been disqualified if he had sufficient stamps for eligibility or any other reason. Shichijo made 132 inspections and discovered six violations in the last three months. All of them were minor violations of a technical nature only. Tanabe had 51 inspections and no violations.

Odawara had 46 inspections and no violations.
No PESO had any cases of prosecution in recent months.

- 92 Inspections are generally scheduled, a considerable part on the basis of report of new construction projects.
- 94 Shichijo PESO estimated that 20 percent of the labor bosses are still in operation with 20 to 30 per cent of the workers formerly under boss control.
- 95 Shichijo PESO suggested that such workers are now regular employees of contractors, are hired through friendship, or a few cases through the PESO. Tanabe suggested that they were in public works or engaged in farming. Odawara said they were permanently attached to one contractor.

D. D. DAVIS
MANPOWER BRANCH

Make 2 copies of PESO INSPECTION OUTLINE - Labor
KHX

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L-400

File B-2200
CHUGOKU
INFORMATION:
O.D. 8

Economic and Scientific Section
Labor Division

DEC. 19. 1950
15 May 1950

MEMO FOR RECORD

Subject: Report of Visit to Ikebukero PESO

A - Organization and Management

0. When did the Manager complete training?

Mr. Takeyama, Manager, attended the Kandabashi Training Course in October 1949.

1. Has workload study been made, if so when?

Yes, continually. For example, there are six applicant interviewers who handle approximately 240 applicants per day of whom about half are initial interviews. The manager estimates it takes 15 to 50 minutes to interview new applicant and 10 minutes for a reinterview.

2. Has the organization of the office been changed in the last six months and if so when and for what reasons?

In December 1949 one paying teller was added to the unemployment insurance unit, making a total of two. Also a bookkeeper was added. Also, recently one position was added to the employer-visiting unit, making a total of three. The day labor section was reorganized to place one individual in charge of checking on labor supply projects and another inspecting public works.

Authorized strength is now 84 - this is a reduction of 10 from last year's strength. There are three vacancies in the placement section so actual staff is now 81 divided as follows:

General Affairs	11
Placement	36
Day Labor	26
Survey	7
Manager	1

3. (From here on, questions will not be quoted but will merely be referred to by number.) The answer to this question is "No."

4. Two yatoi have been promoted to jimukan recently, one in the Day Labor Section and one in the Survey Section.

5. An individual folder is kept on each employee which includes his

3

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personal history sheet. Indication of his salary payment and copies of various personnel actions, including promotions. These records also are maintained in this file.

6. The manager produced an overall statement showing the sections and units with a description of duties in each unit.

7. There is an organization chart and the manager says that all personnel are familiar with it although copies of it are not posted in the office. No check was made to ask staff members their familiarity with this chart.

B - Layout of Premises

8. The layout was changed following a visit by Mr. Morosawa to the office in January. The area utilized by job applicants was increased although the quarters were retained. There is no indication that the change in layout was based on specific workload study or flow chart analysis, however the handling of unemployment insurance claimants which is the biggest flow in the office, is done so that applicants pass by a checking clerk and then remain in the same line for payment claims.

9. The manager considers the office too cramped to handle the current workload; on fair days the lines of unemployment insurance applicants (there are some 300 per day), extent outside the PESO. On rainy days they are jammed into the waiting space like sardines. (Both days when McVoy visited the office were rainy).

10. Flow of traffic is logically distributed in view of the crowded conditions in the office. The applicant space forms a U around the counter which incloses the staff. The unemployment insurance line enters about the middle of the base of the U where eligibility for payment is checked and moves around one leg of the U to receive payment at the end. The job applicants are divided by male and female and have benches at the other leg of the U where they wait to be called by interviewers. The counter on this side is low and applicants may sit while talking to the interviewers.

11. a. Seating space is totally inadequate if unemployment insurance claimants are considered. During the peak hour in the morning seating space appears inadequate even for the job applicants.

b. No provisions are made for privacy.

c. Very inadequate.

d. The office is about a 10-minute walk from the Ikebukero Railroad Station. It is definitely away from the community center. However, its location within walking distance of the railway terminal makes it a reasonably convenient spot for travel to and from both residential and industrial areas in the PESO jurisdiction. Although the office is located geographically at the extreme end of the area it is near the central terminal for travel.

8 90

Question 12

Quarterly budget estimates were made last year for everything except salaries, but no instruction has been received for this fiscal year so far. General Affairs Section makes the estimate for each quarter on furniture, supplies, etc. They always ask for more money than the last quarter because prices are going up and the prefecture always cuts the amount they ask. As yet, there is no information on the amount of money available for the current quarter. Equipment is bought on account. In recent months, salaries and unemployment insurance money have been distributed on time.

Question 13

No plan as yet, because no money has been allocated. The usual practice was to spend at about the same rate as the preceding quarter.

Question 14

At the present time no money is being received from prefectural or local sources for any purpose. The present PESO building was built in December 1947 from prefectural funds.

Question 15

Tokyo prefecture makes an audit of the general account at least once a year; they also make an audit whenever the manager is changed. The most recent audit was on 13 April 1950. The special account is audited at least twice a year in principle and was audited some six times during the past year by national auditors. The most recent audit was in March 1950.

Question 16

New personnel are given a lecture by the manager on laws and regulations. Then the Section Chief gives them informal training from day to day. "Jimukan" are sent to the Tokyo Prefectural Office for a week's induction training.

Question 17

Mr. Ozawa of the General Affairs Section is the staff training supervisor. He spends about four hours a week on this job. Actual training is carried out by the various responsible officials.

Question 18

Yes. The plan for April to September 1950 was examined. It contained sections for training of new employees and training on the job. Also training for supervisors. Each section was made responsible for holding steady meetings of its staff.

Question 19

Round table meetings of key staff members are held about twice a month for training purposes. Each section has meetings of its own staff at least once a month.

Questions 20-23

Mr. Ozaka of the General Affairs Section is in charge of publicity. The report for April was examined. It showed particular emphasis on hiring school graduates. Special posters were prepared and distributed to all establishments with more than 50 employees, to encourage hire through the PESO.

Last year the PESO published the "Ikebukero PESO News" which was stopped recently because of shortage of personnel. Two copies of this journal are inclosed with the headings of articles translated. There are other leaflets published from time to time. Two of them are inclosed; one information for employers and the other guide to applicants. See inclosures.

Employers roundtable conferences are held from time to time. The latest was on 17 February at which time PESO officials, school authorities and factory representatives met to discuss employment of school graduates. In March, 3500 handbills were distributed to workers and employers describing the operations of selective placement.

The PESO uses loud speaker broadcast near the railroad station. However it has practically no newspaper publicity although there is a neighborhood paper, the Toshima Shimbun.

Question 24

The manager at first stated that the trend in unemployment is getting worse. He said that the employment trend reports for February and March showed the number of employees decreasing and employers are not hiring new workers. Also, the records of the PESO show that the number of job applicants has increased sharply in recent months, while the number of job openings has gone down. The following table gives the figures for January through April 1949 and 1950, for job applicants, job openings and placements:

1950		January	February	March	April
Job Applicants:	Male	13,250	13,680	15,413	13,698
	Female	4,375	4,783	5,351	4,973
Job Openings:	Male	487	560	692	642
	Female	453	468	375	350
Placements:	Male	186	164	290	183
	Female	212	220	294	176
1949					
Job Applicants:	Male	3,045	3,569	3,958	5,062
	Female	657	1,105	1,075	1,190
Job Openings:	Male	1,001	793	722	881
	Female	474	442	301	314
Placements:	Male	201	236	307	524
	Female	73	98	177	152

Later, the head of the Survey Section, Mr. Koyama, said that he foresees no change in the unemployment situation in the near future. He said that layoffs in industry were mostly completed by March 1950 and that he thinks the number of job openings may soon increase. Many workers get jobs directly at the factories without going through the PESO. The present situation is very bad for day laborers because of the cessation of public works projects at the beginning of the new fiscal year. Several public works projects will be resumed and one or two new ones initiated as soon as public works funds are allocated. Figures showing the day labor situation are given under Question 31.

Question 25

See Question 24.

Question 26

Day Labor demonstrations were going on at the time of the investigation in May. The construction workers union of Sanbetsu, (a Communist dominated union) set up field headquarters near the Ikebukero Day Labor office and carried on intermittent demonstrations for a period of two weeks during May. Several times

large crowds of workers stormed the PESO and on at least two occasions had to be ejected by police. Primary demands of the demonstrators were employment and abandonment of the rotation system.

- a. The major complaint was solved by an additional allocation of funds so that beginning 1 June there were enough jobs for all workers who come to the office each day.
- b. The measures for preventing destruction of property were rather weak. Police sent plain clothes observers over but were not requested to provide protection until a large number of workers had entered the office and refused to leave.
- c. No preventive measures taken.
- d. Since police action was delayed until the situation reached a serious point, it was necessary to use a large number of police to forcibly remove demonstrators from the premises.

Question 27

One or two advance discussions were held between PESO managers and the local police, but no agreement had been reached as to preventive measures. The PESO manager said that the police said they were unable to provide a few uniformed policemen for protective action because this would merely incite the crowd to violence. Police said the PESO had not requested any protective measures.

Question 28

Manager said that there is only one PESO in Tokyo using the rotation system. Work relief jobs are in a single system with other day labor jobs. It was stated that women are handled with the same priority system, but an attempt is made to refer groups of women together to a project.

Question 29

PESO representatives have visited work relief projects at the rate of about two places per day. They check the number of people working, whether their work is satisfactory and whether they are following established working hours; also whether there are sufficient tools. Occasionally they have found workers who were considered unsatisfactory by the employer; also the PESO staff has admonished the workers to be more diligent. No workers have been disqualified for work relief by reason of inefficiency or refusal to accept other kinds of employment. This is because they do not have enough private jobs to offer very many to day laborers and because the day laborers prefer private jobs if they can get them.

Question 30

No violations found.

Question 31

- b. Man days applicants for day labor jobs for the first four months of 1959:

	<u>January</u>	<u>February</u>	<u>March</u>	<u>April</u>
Male	49,284	48,591	66,005	64,590
Female	7,228	7,042	10,958	12,212

Man day employment, first four months 1950:

a. Total

Male	49,157	48,212	65,631	63,872
Female	7,222	7,029	10,958	12,211

b. Other than work relief and public works:

	<u>January</u>	<u>February</u>	<u>March</u>	<u>April</u>
Male	8,156	7,315	8,225	6,479
Female	777	691	845	581

Number of work days in the month:

	26.9	24.5	28.1	23.0
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Day Labor: Man days job openings:

a. Total:

Male	49,301	48,559	66,025	64,595
Female	7,235	7,040	10,971	12,213

b. Private jobs:

Male	7,891	7,145	7,985	6,637
Female	682	804	736	538

c. Public works and work relief:

Male	41,313	40,792	48,285	55,878
Female	7,159	6,906	8,103	9,833

Work Relief: Man days provided:

a. From national funds:

Male and female	46,880	46,880	65,416
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b. Preventive funds:

Male and female	12,975	12,975	4,408
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Question 32

Types of projects are road building, school ground preparation, sewers, cleaning up debris. The agencies involved are all prefectural bureaus, especially the Construction Bureau, the Education Department and the Water Bureau. There are about 20 projects with 40 working places.

Question 33

When the applicant for a regular job goes to the day labor office, his card in the regular PESO is transferred to the day labor office. For this reason he is not counted twice.

Question 34

Forty-four public works projects employing 450 workers. These are all construction projects and only five were referred from Ikebukero PESO. The PESO manager said there was no fixed percentage for referral of workers from the PESO to building construction projects such as these.

Question 35

About 85 visits have been made in the past three months.

Question 36

No absorption rate. Apparently one is being worked out by the prefecture.

Question 37

See question 36.

Question 38

In March there were 500 workers referred from the PESO to public works projects. However, these projects were discontinued at the beginning of the new fiscal year because of lack of funds, therefore more of these workers were sent to work relief projects.

8 8

Basic Operations.--Job Orders.

39. The Order Taking unit chief stated that the staff members are trained on the basis of the manual. He produced a rather dog-eared copy of the manual from his desk. Also he has a weekly staff meeting of his unit. Every day his assistants ask his advice on some matter.

40. Every day there are about 30 job openings received. The unit chief reviews all of them. He pays special attention to the description of working conditions and wages also the age limitations placed. Sometimes he has asked his assistants why the employer insists on a certain age requirement which seemed unrelated to the needs of the job. The unit chief himself interviews a certain number of employers daily and receives job orders.

Recently the unit chief noticed that interviewers have been writing the word "canvasser" without any further explanation. He has instructed them that they must give a more specific statement, type of canvasser needed. He has noticed the same problem in respect to sewing machine operators. Recently the readymade clothing business has been developing in the Ikebukero area and a machine operator for this purpose is different than one for tailoring clothing. Therefore he insists that interviewers be specific in describing the type of sewing machine operator.

41. Every day the Job Opening cards are assembled at 5 p.m. at the unit chief's desk and are passed on to the placement section chief who proceeds the next morning with selective referral or distribution to interviewers for spot referral as the case may be.

Until recently a control record on job opening cards was kept in a ledger in chronological order. At the present time this control record is put on an individual slip thus allowing more flexibility for classifying slips according to area or occupation for administrative use. No follow-up on what happens to the job opening is kept on this slip although it used to be kept on the ledger. Follow-up is left to the referral unit. At the end of the month a statistical record is made on one of the slips.

R. C. McCoy
Chief, Manpower Branch

Basic Operations. Filing and Processing of Applicant Job Order Cards.

49. There are 68 job classifications in the applicant file, 511 males and 17 for females. Numbering of titles appear to be in accordance with the manual. The general file on both male and female sides is divided into categories of "referred" and "not referred." There are also the following separate files of applicants. Some of these, such as unemployment insurance, are divided into the same 68 classifications; the others have fewer groups or none.

- Unemployment Insurance class
- New School Graduates
- Needy Persons
- Government Employees discharged
- Repatriates
- Handicapped

The Chief of the Placement Section insisted that cards from all of these groups were pulled out at the time of making selection for referral. McVoy checked five or six of the cards and found them properly coded although one or two were misfiled. It was also noted that there is a gross-reference filing system whereby partial duplicate cards are made for second and third choice occupations.

Basic Operations - Referrals and Placements.

52-53. In April there were 1113 referrals made of which, 439 were selective and the remainder spot. The most important category in which spot placements are made are domestics and canvassers. Spot placement is usually accomplished within two days.

Selections are made by the referral unit which has one official for male applicants and one for female. These selections are reviewed by the referral unit chief and the chief of the placement section. Selection is done usually in the morning from cards which are received the previous day.

54. Ordinarily the applicant is notified of his selection by postcard. He is asked to bring his personal history sheet, ration book, diplomas, physical examination certificate and trade license if any. He is asked to come to the PESO on a certain day and hour. Also at the time an applicant registers at the PESO he is given a card and asked to make it in in case he obtains employment other than through the PESO. Sometimes the applicant does not get his notification card until after the date and hour specified. Usually he comes to the office anyway.

Unemployment insurance candidates and ordinary applicants are combined for purposes of selection. Also the unemployment insurance applicants are given recognition days according to their occupational group. For example Monday is the day for clerks and technicians and Tuesday for tailors, casters and welders. A selective number of unemployment insurance recipients are interviewed each day for the purpose of trying to make a referral. With the present staff it is possible to interview only about 50 a day. These are selected by their serial number and according to their occupational group for the day specified. An effort is made also to select those who are near the end of their six-month period of receiving benefits. McVoy figures that if there are 3500 unemployment insurance recipients and 50 are interviewed each day, it would take 70 work days to get around to all of them.

Recognition for payment of the weekly benefit is done by two clerks at the counter. They automatically stamp the payments carried approved, unless they have received information from the referral unit or from some other source that the person has been employed.

55. Selective placement takes from four days to one week between receipt of the employers order and actual placement. Spot placement usually takes about two days from the time of receipt of the order to the time of placement. Ordinarily employers are willing to wait as much as a week for a referral. No particular measures have been taken to speed the process of selective placement since the present timing appears satisfactory to employers.

56. It is too early to determine whether ratio of placements to referrals has increased since instituting the selective system. It is also too early to get employer and applicant reaction to this new system. In April, by selective placement there were 204 male applicants referred, of whom 58 were placed; 227 females were referred and 53 placed.

Question 58

Since April there have been three employer visitors. In April they made 441 visits or an average of 147 per visitor and about seven visit per day. MoVoy asked whether this large number of visits each day permitted sufficient time with each employer. The answer was that they are able to make so many visits because of the concentration of establishments within certain areas; therefore when a man goes to visit two or three plants at a given area he picks up several others nearby. The three visitors divided their visits according to area. They have a required schedule for each day of the month, or three or four employers, and they pick up several more in the course of their visits. On this basis they are now able to cover the number of employers required by the national instruction.

Question. 59

Some 100 to 150 jobs openings per month have been obtained by employer visitors. Other services given employers include advice to employers opening up construction projects as to how to hire the labor.

Question 60

No openings for handicapped obtained.

Question 61

No information obtained

Question 66

3,770

Question 67

March 744

April 220

May 604

Question 68

Determination made by unemployment insurance unit chief Mr. Ogawa.

Question 69

Two months ago they had an occasion of a man who had not worked for two years but had been on the payroll of a company and had been paid wages. He was refused unemployment insurance by the PESO but after consultation with the Labor Ministry they decided he was eligible.

Question 71

Ordinarily it is accepted unless there is something suspicious in the record. In this case the office calls the company to check. There was no such case in May.

Question 72

Once in March they could not understand the reason for separation, so a visit was made to the company to obtain the reason.

Question 75

About 10 disqualified in the past three months.

Question 76

All of these actually had a job but said they did not. The fact that they were working was discovered through a letter sent in by some person or by a discrepancy in dates between the separation notice and the job applicant card.

Question 77

If it looks suspicious they telephone the company. Unit chief recalls a few cases in the past three months but does not know exactly how many.

Question 78

They determine if the worker is in good health and has the will to work. This is determined from the separation notice and from an interview with the applicant.

Question 80

Recognition is once a week. Test for availability for job is made through the selective placement system, only when there is a job to offer.

Question 81

No cases in the past three months. Every case in the past three months was determined eligible with the exception of some who had not worked long enough.

Question 82

Yes. They are required to repay the authorized benefits. There was no prosecution.

Question 83

No such cases in the Ikebukero PESO area. A few cases of a person returning to a firm in another PESO area, in which case his claim is transferred to the other PESO.

Question 84

Yes. These instances are hard to discover. If they are found the benefit payment is discontinued.

Question 85

Yes. Through posters in the office and elsewhere; through employers meetings and through talking to workers in plant where large discharges are about to take place.

Question 86

February 24; March 40; April 83; May 81.

Question 87

No information.

Question 88

None.

Question 89

No cases.

Question 90

About 25 inspections per month. For the most part no bosses were discovered. However, in April, one case was cited where hiring through the labor boss was found and the employer was ordered to hire the workers directly. A subsequent inspection in May indicated the employer had complied.

Question 91

There have never been any prosecutions of labor bosses. There was one prosecution of a private employment agent selling girls to geisha houses. The bosses have always followed advice of the PESO in changing their operations or dissolving. The bosses have not been found to be malicious.

Question 92

Ikebukero area is to a large extent a residential area for workers who work in other places. There are not so many bosses. Some of the workers who reside in Ikebukero but are handled by other PESOs such as Iidabashi or Kandabashi have been found to be under labor bosses.

Question 93

The schedule is made in advance for each month. Inspections are made of the more important projects and incidental inspections of other projects are made in the area. The May schedule was examined by McVoy. Through April all establishments in the area had been checked at least once. In May they began to repeat this group and to try to find new places.

Question 94

Number of establishments	- - -	189
Number of bosses	- - - - -	309
Number of workers	- - - - -	6,369

This represents labor bosses dissolved and workers freed from their control since the beginning of the program in 1948. They cannot tell how many bosses remain. Apparently no estimate was made for the Ikebukero area in the beginning. Of the workers who were freed from bosses in factories many were hired directly by the company. Those not construction workers have gone to other working places not under bosses. About 400 day laborers formerly under bosses are now referred through the PESO.

E. C. McVoy
Chief, Manpower Branch

PESO INSPECTION OUTLINE

A. Organization and Management

Manager

0. When did you complete the course?

Manager

1. Has a work load study been made and if so when?

Manager

2. Has the organization of the office been changed in the last three months and if so when and for what reasons?

Manager

3. Have personnel been transferred within the office within the last six months and if so when and for what reasons? (On the basis of work load study, increase or decrease in authorized size of staff or what?)

Manager

4. Have there been any promotions in the last six months, and if so, on what basis?

Manager

5. What kind of personnel records are kept?

Manager

6. Do sections and units have in writing a definition of their missions and functions?

Manager

7. Is there an organizational chart, and if so, are all personnel familiar with it? (Check to see when prepared and how widely known among staff.)

B. Layout and Promises

Manager

8. Has layout been changed in last six months, and if so when and on what basis? (Work load study, flow chart analyses or what?)

Manager

9. Does manager consider present layout to be satisfactory?

By Observation

10. How is the flow of traffic distributed?

By Observation

11. How suitable is the office in terms of:

a. Adequate seating space.

b. Provisions for privacy during interviews, both for applicants and employers.

c. Adequate writing tables for applicants.

d. Location in community in relation to transportation facilities, and industrial, commercial and population centers.

C. Budget

General Affairs
Section Chief

12. Do you make quarterly budget estimates and if so, on what basis? (Expenses in previous quarter, work load study, budget or guess?)

General Affairs Section Chief 13. Do you have a plan for expenditure of funds allocated to you this quarter and on what basis is it prepared?

General Affairs Section Chief 14. Do you receive local or prefectural subsidies and if so, for what purpose and how are they handled?

Manager 15. How often are accounts audited and by whom?

D. Staff Training

Manager 16. What training is being given to new personnel?

Manager 17. Who has the responsibility for executing staff training and is it a full or part time job?

Manager 18. Has a training plan been prepared? What does it include?

Manager 19. What is the extent of on-the-job training? (Is it according to plan, what is the frequency and subject of actual training sessions?)

E. Publicity

Manager 20. Is there a coordinated program of publicity?

Manager 21. What suggestions are being given for publicity and for what purpose?

Manager 22. What techniques are being utilized for publicity?

Manager 23. What results have been noted?

F. Unemployment Trends

Manager 24. What unemployment trends are noted and by what means are such trends being measured? (Use of reports nos. 110, 321 and 610, etc. pictorial graphs or other types of representation.)

Manager 25. What forecasts in regard to employment opportunities of both regular and day workers can be made on the basis of employer interview reports and other data?

Manager 26. What is the extent of day laborer demonstrations and what steps are being taken to minimize them and their effects in:

- a. Solving legitimate complaints?
- b. Preventing destruction of property?
- c. Preventing interruption of normal office operation?
- d. Keeping police action to the minimum necessary to accomplish points "b" and "c"?

Manager

27. What direct liaison exists between PESOs and police stations?

Manager

28. Explain the operation of the rotation system. (Is there a single system or a separate one for work relief and other day labor jobs? Are the women among the day laborers integrated into the rotation system or are they handled separately?)

Manager

29. How many times have PESO representatives visited work relief projects? How many persons have been disqualified from work relief projects by reason of inefficiency or refusal to accept other kinds of day labor employment?

Manager

30. What violations of law have been found in the operation of the work relief program?

Operations
Sec. Chief

31. Day labor job opening picture for each of the previous three months:

a. Number of active day laborer registrants in PESO.

b. Man days and man months of work relief.

c. Extent of local unemployment relief program.

d. Percentage of day labor registrants who are eligible for work relief.

Operations
Sec. Chief

32. Number and type and agencies operating work relief projects?

Operations
Sec. Chief

33. What measures are taken to prevent a double count on form 610 of persons registered as applicants for regular employment who have also registered for day labor employment in order to receive work relief?

G. Public Works

Manager

34. How many public works projects are there in the PESO area and what is the total employment?

Manager

35. How many visits have been made by PESO representatives to projects in the last three months?

Manager

36. How large is the legal absorption percentage? (Number of workers on public works projects who must be hired through PESOs).

Manager

37. Is the percentage being met?

Manager

38. Are persons referred to public works projects as unemployed actually referred by the PESO? Or are they recruited independently by agencies operating public works projects and registered subsequent to being hired?

H. Job Orders

Chief Order-taking Unit

39. How does he train order-taking interviewers?

Chief Order-taking Unit

40. Whether he reviews job order cards before passing them on to referral unit. If so, what points does he look for. Has he made any comments to an interviewer in the past week on points in the cards? If so, get specific statement.

Chief Order-taking Unit

41. What sort of a control is kept on job opening cards after they leave the order-taking unit?

Chief Order-taking Unit

42. What is relation between order-taking unit and employer visitors? How does one unit know what the other has done with respect to a given employer?

Chief Order-taking Unit

43. Is an employer register kept? What is the method of recording each contact with a particular employer?

Chief Order-taking Unit

44. Talk to one or two of the order-taking interviewers. Review cards filled out on same or preceding day to determine completeness of information, especially description, nature and duties of job. If restrictive employment conditions and worker specifications are noted, ask interviewer what discussion he had with the employer about them.

I. Job Applications

Chief of Applicant Interviewing Section

45. How interviewers are divided (what occupational and industry groups).

Chief of Applicant Interviewing Section

46. Average daily work load. Average time for each applicant. Peak time of day. Average waiting time for interview. Number of applicants turned away each day, if any. Measures for facilitating and equalizing handling of applicants.

Chief of Applicant Interviewing Section

47. Whether he reviews cards after interviews. What he looks for. What advice given to interviewers within past week with respect to cards.

Chief of Applicant Interviewing Section

48. Talk to one or two applicant interviewers; find out special knowledge to handle industry or occupational groups assigned to him. Has he visited establishments of the type he is expected to interview workers for? Check applicant cards filled out same day or previous day for completeness, especially on experience of workers.

J. Filing and Processing of Applicant and Order Cards

Chief of Placement Section

49. Check method of filing applicant cards. Get list of occupational or industry groupings used. What are the cross-filing categories? Ask Chief of Placement Section why each is used. Check cards at random to see if proper code is put on them.

Chief of Placement Section

50. Check classification and filing (or distribution) of job order cards. What are occupational or industry groupings. Pick out cards at random to see if properly coded.

Chief of Placement Section

51. Get brief description of method of disposal of applicant and opening cards. Active file, dead file, etc. cards on which referrals have been made. What is procedure for renewal of cards or withdrawal from active status at end of month.

K. Referral and Placement

Operations (Placement Section Chief)

52. What is basic principle of placement. Percentage selective and spot. Is there any differentiation between spot and selective placement on basis of type of occupation (degree of skill) and time given by employer for filling order?

Operations (Placement Section Chief)

53. If there is selective placement, what is the procedure for choosing applicants for a given opening? What criteria are emphasized in making choice? What personnel make the choices?

Operations (Placement Section Chief)

54. What is procedure for notifying applicant of selection? What is the tie-in between the selective placement system and unemployment insurance?

Operations (Placement Section Chief)

55. Find out average time in selective placement between selection of applicant and referral to employer; what methods are used to speed this process.

Operations (Placement Section Chief)

56. Has ratio of placement to job openings increased since instituting selective system. Any indications of employer satisfaction or complaint with the system? Same for applicants.

L. Employer Visit Program

Unit Chief

57. Get number of A, B, C and D class employers. Find out how many in each class have been visited in previous three months.

Unit Chief

58. What is method of dividing work among employer visit staff? Are they able to carry out national instructions for coverage of various classes of employers? What is basis for visiting smaller employers?

Unit Chief

59. Get record for past three months on number of job openings obtained through employer visits. Ask that other types of problems have been discussed with employers, and what service PESO has given.

Unit Chief

60. Any openings for handicapped obtained in past three months by employer visitors?

Unit Chief

61. Any follow-up of placements done by visitors?

62. Talk to one or two visitors; get them to describe sample visits to employers made within past two weeks. Look at report made to determine completeness. Find out purpose of visits and results.

M. Over-all Placement Program

Manager

63. What innovations in basic placement program have been instituted since training course? Estimate of results.

64. Get index of penetration rate for past six months, using one or more of following figures:

- (1) Percent employers in area served by PESO.
- (2) Percent hirings in area made through PESO.
- (3) Percent workers in area served by PESO.

65. Ask manager to describe in some detail contacts outside the PESO within the past four weeks, distinguishing between visits to individual employers on the one hand and contacts with organizations, labor unions, etc. on the other.

N. Unemployment Insurance

U.I. Section Chief

66. Number of current active claimants. (persons).

U.I. Section Chief

67. Number of new claims allowed in each of the three preceding months.

U.I. Section Chief

68. Who makes determination of eligibility in ordinary (simple) cases?

U.I. Section Chief

69. Who checks the determination of eligibility and makes the decision in confused cases?

U.I. Section Chief

70. Has this procedure been changed recently? If so, distinguish current from former practice.

U.I. Section Chief

71. What is done if separation notice appears questionable or is incomplete?

U.I. Section Chief

72. How many visits have been made to employers for the purpose of checking on eligibility, and who made those visits?

U.I. Section Chief

73. What was the reason for the visits and the results? (All cases in the previous week or in the previous month, depending on the number).

U.I. Section Chief

74. If telephone calls to employers were made, how many in the last month, and for what reasons. (In general terms).

U.I. Section Chief

75. How many new claimants were disqualified during the previous month. (or three months).

U.I. Section Chief

76. List the reasons, and the number of cases for each reason. In case of disqualification for not available for work, (Article 3 of the Law) get details.

U.I. Section Chief

77. Does the office scrutinize separation reports to determine if the amount of wage is probable or not? What do they do if they think it is improbable? How many cases in the last three months?

U.I. Section Chief

78. What policies and procedures are followed to check the eligibility of persons receiving continued claims? Eligibility includes:

- a. Available for work. (most important).
- b. Absence of fraudulent or illegal factors.

U.I. Section Chief

79. Does the office have any procedure for testing the will and ability to work? Does the office have any procedure for testing the will and ability to work of claimants where the will and ability appears weak or suspicious? How many times has this procedure been used? What, in general, were the types of cases involved and the results?

U.I. Section Chief

80. How many claimants were determined ineligible and why; and how was the disqualifying evidence discovered?

U.I. Section Chief

81. Has any attempt been made to recover benefits improperly paid? Any police or court actions? Has the office applied any penalty periods, (Articles 21 and 22 of the Law), in the last three months; (distinction between new and continued claims), how many cases, and reasons?

U.I. Section Chief

82. Are there cases of claimants who have removed to the farm; roughly, how many? What is the PESO policy relative to their eligibility?

U.I. Section Chief

83. Are claimants being asked if they had any earnings and whether or not they were available for work? (This should be asked by the U.I. unit every time the claimant claims benefits. The answer should, if possible, be determined by observation of benefit payment operations).

U.I. Section Chief

84. What publicity has been given to the program to restrict benefits to those properly eligible?

U.I. Section Chief

85. How many man days of DLUI benefits were paid in the last four months?

U.I. Section Chief

86. If the number has declined, why?

U.I. Section Chief

87. Has any case of attempted fraudulent receipt been discovered? If so, describe.

U.I. Section Chief

88. Have any workers who have sufficient stamps to qualify been disqualified for some other reason (such as refusing a referral?)

O. Labor Boss Section

Section Chief

89. How many inspections were made during the last three months? How many labor bosses were discovered? Describe each case and action taken.

Section Chief

90. Have there been any prosecutions in the last three months?

Section Chief

91. Why so few inspections and so few prosecutions?

Section Chief

92. Are inspections scheduled ahead of time? If so what basis is the schedule made up?

Section Chief

93. What is the estimated number of bosses put out of business and number of workers freed in the PESO area. (Total from the beginning of the program).

Section Chief

94. What is the PESO estimate of the number of bosses and workers still under the labor boss system? (Very roughly).

Section Chief

95. How do workers freed from the labor bosses get their jobs?

CHUGOKU

INFORMATION; O

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EMPLOYER'S ASSNS.

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THE DECISIONS OF THE ANNUAL GENERAL MEETING

JAPAN FEDERATION OF EMPLOYERS' ASSOCIATIONS

APRIL 14, 1950

1. The programme of activities for the first half of 1950
2. Resolution urging the conclusion of trade agreements
3. The resolution regarding mutual enlightenment of employers and consolidation of their organization
4. Declaration

THE J.F.E A. PROGRAMME OF ACTIVITIES FOR THE FIRST
HALF OF 1950 (Adopted on April 14, 1950)

Fundamental Policy

With a view to overcoming awesome difficulties confronting industries caused by carrying out relentlessly the policy for economic independence and thereby to achieve the independence and reconstruction of our national economy which upholds as its nucleus the vigorous activities of production capital, the employers' schedule of plans and operations shall be determined and set about, the basic measures dealing with labour and economic issues be put into execution and, in the meanwhile, stress be placed on the activities aimed at furthering the substantial strengthening and rational readjustment of industries, by organizing as its basis a system of labour-management co-operation and by proceeding with improvements and renovation of the phase of personnel management as far as material conditions in industries can afford it.

Policy for Concrete Activities

(1) Advancement of Personnel Management and Enterprise Management:

By united efforts obtainable through the science of manpower and other scientific studies, steps shall be taken for the readjustment in organization of workshops, the diffusion of technical education and the rationalization of the system of wage payments, accompanied especially by the encouragement of early conclusion of fair collective agreements on working

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conditions. Moreover, the enterprise management concerned with personnel affairs shall generally be reorganized, while, in order to accelerate on the spot the speed of industrial rationalization, a close contact and co-operation shall be maintained with the relevant professional institutions, and the associations for studies on enterprise management shall be organized;

(2) Promotion of Workers' Welfare:

On the fundamental principle that the stabilization of workers' livelihood depends on increased efficiency, efforts shall be made for the rationalization of welfare services and, especially, for the increased grant of facilities for their housing, while importance shall be attached to promotion of the social security system;

(3) Study and Research of Economic and Labour Problems:

With a view to formulating the economic and labour policies based on the actual requirements, the scientific, theoretical and juridical enquiries into problems relating to labour and economic problems, both at home and abroad, and the re-arrangement of the statistical research upon wages and other labor problems made by the employers' associations shall be pushed on in co-operation with the interested sections of the community;

(4) Promotion of Employers' Education:

Mutual enlightenment among the supreme executive and the higher grade staffs of management either in the metropolitan

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or local districts shall be put into practice, and the education of the intermediate grade employees and the supervisory grade workers in workshops shall be furthered;

(5) Establishment of a Labour-Management Co-operation Machinery:

With a view to promoting mutual understanding between labour and management and also to advancing efficiency in production, all institutions purporting to labour-management co-operation in workshops shall be reorganized and, when the time ripens, a comprehensive machinery for labour-management production co-operation shall be established;

(6) Promotion of Measures dealing with Small and Medium-Sized Enterprises:

In view of importance of small and medium-sized enterprises in the successful achievement of economic reconstruction, the agencies or authorities concerned shall be requested to collaborate and co-operate in formulating and putting into effect all measures dealing with the smaller-scale enterprises, including, especially, the establishment of a financing system and others.

(7) Materialization of the Unemployment Policy:

With a view to embodying into practical steps the measures prepared for dealing with unemployment and, especially, to increasing employment for production purposes, the closest contact shall be maintained with members of the Employment Stabilization Deliberative Commission, and the promotion of the social security services shall be pushed on. And, especially, contribution shall be made for promoting the national policy

for development of overseas trade by starting technical emigration;

(8) Strengthening of Employers' Organizations

In consideration of the future of the changing situation of labour and industry, and with a view to achieving the mission of the employers' associations, both industry-wide and region-wide, the expansion of their organization and the consolidation of their financial basis shall be undertaken;

(9) Positive Renewal of Publicity Activities:

With a view to arousing employer-consciousness and to developing the employers' schedule of plans and operations based upon the public support, more positive steps shall be taken for the issue of publications and other publicity activities; and,

(10) Promotion of International Co-operation:

With a view to establishing firmly the international position of Japan's economy, endeavours shall be made for urging the official affiliation of Japan to the International Labour Organization, while close contact shall be maintained with the employers' associations in foreign countries.

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RESOLUTION URGING THE CONCLUSION OF TRADE AGREEMENTS

Passed by the General Meeting of the Japan Federation of Employers' Associations, held at the Japan Industrial Club Hall on April 14, 1950.

It is said that one of the problems connected with labour relations which has been looked upon with grave concern since the revision of the Trade Unions Act is the fact that the so-called state of non-existing agreements in industries was brought about by the trade agreements dealocked and suspended in the course of revision or conclusion. This seems to be mainly attributable to the fact that, in readjusting the abnormal conditions of labour relations in the past, the failure of both parties to agree on each their claims has been left as it was when the employers attempted to re-assert their management rights, while the trade unions persisted in securing their established rights.

At present, however, the objective conditions prescribing labour relations indicate a marked trend towards stabilization, while the democratic key-note of the trade union movement is gradually going to prevail. Under these circumstances, it is, first of all, essential to make all concerned understand rightly the real nature of trade agreements as a safety zone for maintaining amicable relations between labour and management.

We deem that the successful conclusion of a trade agreement depends, after all, upon making mutually adequate concessions as

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much as upon the ardent determination on the part of both labour and management to secure stability of labour relations, either of which conditions fundamentally should be associated with the relationship of mutual confidence and the spirit of respect for each other's rights and obligations.

The lack of any such basis at all for successfully concluding agreements would inevitably lead to a state of non-existing agreements. But that cannot be a stabilized state of labour relations for either labour or management, and all those concerned are blamable for such an undesirable state. A normal, stabilized labour relations at any rate could only be brought about by the conclusion of fair and proper trade agreements. The state of non-existing agreements ought not to be left abandoned long.

In consideration of the foregoing points, the Federation at its General Meeting in September last adopted a resolution on the complete application of the Trade Unions Act with a view to furthering the conclusion of rational agreements. However, in view of the subsequent developments, the present General Meeting, taking up again the problem, hereby reaffirms the resolution of last year and, calling upon self-consciousness and self-reflection, resolves to make still more positive efforts for the completion of concluding trade agreements.

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THE RESOLUTION REGARDING MUTUAL ENLIGHTENMENT OF
EMPLOYERS AND CONSOLIDATION OF THEIR ORGANIZATION

Passed by the Annual General Meeting of Japan
Federation of Employers' Associations held on
Apr. 14, 1950

While the national convention of employers held in September, 1948 passed a resolution upon the fundamental policy aiming at expansion and consolidation of employers' associations in order to achieve the healthy progress of labor-management relations, as well as the rehabilitation and development of economy, we, employers, who are now facing so serious a trial and hardship as to threaten even the existence of management on the way towards the realization of self-supporting economy, feel, more keenly than ever, the necessity of the employers' association as an autonomous organization to establish an enterprise system and overcome the grave situation, intend to consolidate the foundation of employers' associations, and expect to develop employers' activities more vigorously than ever, attaching importance to the mutual education and enlightenment as mentioned below and particularly endeavoring to unify employers' consciousness.

- (1) The employers' associations should promote the mutual enlightenment on personnel and enterprise managements and encourage their realization adoptable to the special conditions in each district and industry, through the cooperation of the various machineries concerned, in order to establish

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the targets of enterprises and to materialize enterprise rationalization, by means of improving the synthetic enterprise management based on the sciences and particularly of reforming personnel management.

(2) The employers' associations should carry out mutual enlightenment activities in order to elevate the employers' ideology for top management leaders as well as their principal executive staff and to promote education of the lower executive staff and foremen on the field.

(3) The employers' associations, concentrating all the will of employers on themselves and requesting the central and local competent authorities and other machineries concerned to carry out proper measures timely, should make further efforts to get support from various circles of the society on the fair assertion and position of employers.

We resolve as above-mentioned.

Declaration

Passed by the Annual General Meeting
of Japan Federation of Employers'
Associations held on April 14, 1950

The frail Japanese industry has been seriously affected by the programs for her self-supporting economy which was enforced to stop inflation and each enterprise is now on the way of great hardship owing to the instability of the overseas situations though Japan has been permitted to participate in the international economy.

By rationalizing enterprise management scientifically at the international level to realize independent management, and establishing immediately labor-management cooperative set-up based upon the mutual respect of the independence of labor and management through arranging proper wage system and concluding fair labor agreements, we, employers, are expecting to stabilize the labor relations and to overcome all impediments now existing in the present aspect of the enterprises.

However, in view of the fact that rationalization only in each individual enterprise has its own limit, we request the Government to find out some adequate measures for the rehabilitation of Japan's economy and carry out proper, speedy and synthetic policies. Particularly as measures for unemployment, development of new productive workshops and promotion of public

utilities to the utmost, at home, as well as the encouragement of the export of technique and plant facilities abroad are recommended.

Being keely conscious, at the present crisis, of the importance of the social mission of the enterprise management, we employers pledge ourselves resolutely to carry out conviction in the economic rehabilitation of our country, deeming the crisis of the industry as that of the country and uniting ourselves together to break through it.