DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

Hiroshima.
Labor Education.
March. 1950

ECONOMICS
LABOR FILE
NO. L-14-4

LABOR REPORT FORM No. 2

HIROSHIMA 縣勞政課長勞働教育活動報告 一部

調査期間 FROM 1 March TO 31 March 報告月日 5 April 1950

L-112

(呉市中國地區民事部長宛出來得る限り速かに提出の事)

問ひ	答へ
1·本月中に於ける勞働學校開設數·	6
2 上記學校に於ける合計聽講者數·	231 persons
3 教育を目的とする會合回數·	7
4 上記の會合に參加した者の見積り合計數·	370 persons
5 勞働部のパンフレット·リーフレット配布數·	1,250
6 フイルムの上映回數·	3

7 其の他の勞働教育活動及び觀察を簡明に記せ·

In this month the 9th.-term Central Labor School was opened by the Prefectural Labor Administration Section and the Local Labor Schools were opened at each cities, and they gained a great success.

On the other hand, the round-table conferences for the employers were held at each Labor Administration Offices with participation of the employers under their jurisdiction and they were educated and instructed to devote their efforts for the economical recovery by increasing the production with the cooperation of both employers and employees.

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Chugoku

Labor

GENERAL HEADQUARTERS
Economic and Scientific Section
Labor Division

EHG/mh
1 April 1950

MEMO TO: Chief, Labor Relations and Education Branch

SUBJECT: Labor Education Programs, Activities, etc.

L-110

1. Labor Ministry Education Program

The theme of the Labor Ministry education program for January, February and March was selected and the instructions distributed to the Prefectural Labor Officers. Emphasis on the revised Trade Union Law during the latter part of 1949 prevented the Prefectural Labor Policy Officers from devoting adequate time to the program on union organization and structure. During the first three months of 1950 explanation of the revised Trade Union Law provisions was continued where necessary in addition to the regular theme. It was suggested to the Labor Ministry and Prefectural Labor Officers that the method of approach used by the officials in conducting the educational program be changed. The explanation of the revised labor laws should be separated from the general labor educational program on union organization and structure with the latter being provided as a service by the Labor Ministry and the Prefectural Labor Officers to the trade unions. The facilities, instructors, publications, visual aids and other materials would be provided by the government agencies for use by the union officers and rank and file. With this approach the unions would have fuller advantage of the educational facilities and materials prepared by the Labor Ministry Education Section.

During the first three months of 1950 the following detailed themes were emphasized in the prefectures:

a. January - Authority in the rank and file including the rights and duties of union members, clarification of union members, nomination and election procedures and use of the secret ballot.

b. February - Responsibilities and activities of the trade union including the Executive Committee of the union and its authority, the activities and functions of the local unions, the activities and functions of the national unions and the relationship between local and national unions, emphasis upon simplified structure between the local and national union and the clarification of responsibility of local and national unions.

c. March - Activities of the various departments and committees of local and national unions including the operation of collective bargaining committees, grievance committees, production committees, work of the political action committees and the activities of the financial departments of the union.

On February 21, a conference of Labor Policy Chiefs from all prefectures was held in Tokyo. At this time the theme of the Labor Ministry education program, the methods used by the prefectural labor officers in conducting the program, the effectiveness of the visual aids and materials distributed by the

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Labor Ministry were discussed. During the month of August 1949, the latest report from the prefectures indicated that 76,000 rank and file members were contacted in all 46 prefectures in the education program, while 500,000 were gathered for entertainers' rallies. In order to make the Labor Ministry program really effective, a target of 500,000 rank and file members per month has been set to be contacted throughout all the prefectures in Japan. The subject matter for the months of April, May and June with necessary reference materials is attached.

A survey of labor education activities by Prefectural Labor Officers revoals the following:

a. General:

Number of labor education meetings held during August in all prefectures was 1,290 with 92,182 attending. Niigata Prefecture was first with 145 meetings, followed by Ishikawa with 116 and Chiba with 105.

b. Sponsored by:

Name	No. of Meet.	Total Days	Total Hours	Attendants
Labor Policy Office	1,092	1,113	1,848	57,170
Labor Policy Section	99	149	613	16,505
Civil Affairs	17	17	44	2,744
Labor Standards Office	27	28	87	2,822
Womens' & Minors' Office	22	26	88	3,060
PESO	2	2	5	77
Chamber of Commerce	1	7	14	650
School Board	7	7	19	1,020
Labor Affairs Research Com.	1	1	3	40
Labor Research Institute	9	13	36	832
Labor Survey Council	1	3	3	180
Labor School	1	3	46	157
Labor Welfare Coop. Assn.	1	3	10	5,500
Ministry of Education	1	5	5	350
City or Town Office	6	7	28	555
Other cultural organizations	3	3	9	520
TOTAL	1,290	1,392	2,858	92,182

c. Sponsored for:

Union Members	776
Labor-Management Joint Meeting	310
Union Leaders	148
Management	22
Public	24
Others	10
TOTAL	1,290

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d. Persons attending:

Union members	76,672
Union leaders	5,385
Management	4,036
Public	4,547
Labor Policy Employees	887
Others	155
TOTAL	92,182

e. Meeting held:

Daytime	1,150
Night time	126
Both night and day	10
In dormitories	4

f. Length of meeting:

1 day	1,246
2 - 3 days	31
4 - 5 days	4
6 - 7 days	8
8 - 9 days	0
More than 10 days	1

g. Subjects:

(1) Labor Legislation

Trade Union Law and Labor Relations Adjust ment Law	90
Labor Standards Law	14
Unemployment Insurance Law	16
Revised Workers' Accident Insurance Law	1
Public Employment Security Law	4
Public Corporations Labor Relations Law	6
National Public Service Law	1
Labor law	6
Development up to the revision	5
Full-time union officers and Unemployment Insurance Law	1
Scope of union members under the law	1
Workers' legislation	1
TOTAL	146

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Subjects (continued)

(2) Labor Movement

Workers and labor movement	1
Central situation in labor movement	1
Survey of labor movement	2
Labor movement under the revised law	6
On union movement	1
Present labor situation	14
How labor movement should be	4
History of British-American labor move.	6
History of Japanese labor movement	8
Public officials labor movement	1
CIO and AF of L	1
TOTAL	45

(3) Labor Problems

Catholicism and labor problems	1
Labor Problems in medium and minor ind.	1
How management and labor should be under the 9 point principles	10
General labor problems	14
Japanese capitalism and labor problems	1
Employment coordination and labor market	1
Harbor Workers' problems	1
Kokutetsu dispute	3
Placement of Kokutetsu discharged workers	1
Unemployment problems	8
Social problems	1
Problems of coal mine techniques	3
Crisis of lignite industry and future of trade union	1
TOTAL	46

(4) Working Conditions

Improvement of working conditions	5
Enlargement of employment opportunity	4
Improvement of occupational capacity	5
Unemployment insurance	4
Improvement of welfare facilities	4
Unemployment and social security	1
Cultural improvement	4
Health improvement	3
Wage problems	4
TOTAL	34

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Subjects (continued)

(5) Labor Union

History of union	2
Present situation and labor union	2
How a union should be	20
Economic situation and Labor union	1
Democratic trade unionism	13
Autonomy and democracy of union	4
How teachers' union should be	1
9 point principles and labor union	1
How youth departments should be	1
Political party and labor union	2
Unification of union	1
Political action of union	19
Activity of teachers' union	3
Union activity	5
Activity of democratic unions	3
American labor contracts	1
Constitution and contract	73
Collective bargaining and labor contract	3
Cooperation and suggestion to structure and operation	356
Nomination and election of union officers candidate	175
Job assignment of union officers	4
Grievance settling committee	4
Production committee	4
Bargaining committee	4
Labor management council	5
How to conduct a meeting	16
Cultural activity of unions	3
Circuit labor libraries	1
Facts about American unions	3
Union finance	13
Practical operation of union finance	4
Approval procedure by LRC	1
Merits and demerits of outside unions	2
Unfair labor practices	9
TOTAL	759

(6) Women's Labor Problems

Freeing of women	1
Future women movement	1
Protection of women and improvement of working conditions	8
Women's problems	13

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Subjects (continued)
(6) Women's Labor Problems (continued)

Women's culture	26
Women's labor problems	23
Working women and working conditions	6
Women and economic life	3
Women and labor movement	11
Significance of women's week	2
Daily life of working American women	1
Women's labor history	13
Welfare improvement activity of working women	73
Women's status in shops	11
Self-consciousness of working women	16
Women and union activity	6
Activity of women unionists	3
How women's sections should be	12
Let's speak up	5
Health and Sanitation of working women	1
Revised labor law and women	4
Women and Labor Standards Law	23
Women and employment problems	6
Equality of women	5
Physiological leave	2
Birth control	1
TOTAL	276

(7) Economics and Management

World economic problems	2
Present economic situation	5
Trend in American economy	1
Soviet economic situation	1
Economic 9 point principles	1
9 point principles and Japanese economy	1
Introduction of foreign capital	6
Concentrate on production and Japanese economy	1
Finance, inflation	1
National finance	6
Tax reform	1
Production recovery	1
Rationalization of our industry	1
Union and enterprise rationalization	3
Reform of enterprise	3
Rationalization of management	3
Economics of workers	1
Capitalism and socialism	1
Medium and minor business	1
TOTAL	40

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Subjects (continued)

(8) Labor Education

Labor education	1
Review of labor education	1
Establishment of labor education conference	4
Labor education rally	1
Importance of labor education	1
How to conduct union education	1
Dissemination of labor education	1
Education activity development	1
TOTAL	11

The subject matter for the bloc schools for prefectural officers has been selected. These officers will be trained during the months of May and June and will act as instructors and will continue summer labor schools. Because of budgetary limitations, the institutes will run for three full days instead of five as originally planned. Four institutes will be held in the Kyushu Region, one for the Kinki-Chugoku Region, one for the Shikoku Region, one for the Tokai Kanto Region and one for the Tohoku and Hokkaido Regions. Subjects will include:

Domestic Labor Situation
Foreign Labor Developments
Structure and management of a Local Union
Union Finances
Union Constitution Provisions
Collective Bargaining and Labor Agreements
Grievance Procedures
Production Committees
Film Strips and Kamishibai (Preparation and Use)
Conduct at Union Meetings
Local Union and National Union
Department Activities of a Union (legal, education, research, publicity, etc.)
Problems of Women Workers
Labor Disputes and Labor Relations Committees
Labor Standards Law
Wage Problems

Instructors at the bloc schools will be provided by ESS/LAB, Civil Affairs Regional Teams and the Labor Ministry. The same subjects will be covered during the regular summer labor schools which will be conducted in all 46 prefectures. Considerable progress was made during the summer of 1949 eliminating many theoretical and cultural courses. Some difficulty was still experienced in the selection of instructors. In the 1950 program, instructors will be selected mainly from labor relations committees, prefectural labor bureaus and major labor unions. The use of labor union officials as instructors should assure more competent instructors on union activities and tend to make

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for closer cooperation between the Prefectural Labor Officials and union leaders and rank and file. Union members will be more apt to support the summer school program if the unions participate directly such as furnishing instructors for the courses.

2. Resume: "Labor Ministry Education Program for 1949" (copies distributed at conference 3,4,5 Feb 1950)

3. "Outline of Labor Education Activities from January to March 1950" (copies distributed at conference 3,4,5 Feb 1950)

4. "Survey of Permanent Labor Education Facilities in the Prefectures" (copies distributed at conference 3,4,5 Feb 1950)

5. Turnover Tables

Turnover tables are in the process of preparation for use by the unions, by the Prefectural Labor Offices in their general educational program, and for use in the summer labor schools. Cartoons for three tables have been prepared on: "Collective Bargaining," "How to Conduct a Union Meeting," and "Financial Activities of Labor Unions." The Labor Ministry is preparing the tables on the Trade Union Law and the Labor Relations Adjustment Law. Lectures for the reverse side of the tables are also being prepared by ESS/LAB and the Labor Ministry. Additional turntables will be prepared on the following: grievance procedures, nomination and election of officers, local and national unions. According to Labor Ministry reports, all tables will be completed by the middle of April. Approximately 1,000 copies of turnover tables will be available for distribution. Additional copies that are desired by prefectural people should be procured through prefectural labor officers from the prefectural budget. Budgetary limitations prevent the Labor Ministry from distributing more copies.

6. Recordings

To aid the unions and prefectural labor officers in conducting their educational programs a series of recordings have been prepared. The following are available at all local record distributing outlets at approximately ¥150: "Labor in Japan" by Chester Hepler (one record), "Purpose of Labor Unions and Authority of the Rank and File" (one record), "Nomination and Election of Union Officers" (3 records). Scripts have been prepared and records will be cut on "How to Hold a Union Meeting" and "Political Activities of Labor Unions." Records will also be prepared on the following: local unions, national unions, grievance procedure, union finances and expenditures. Approximately 500 or 600 reprints of each record are being prepared. Additional reprints will be made upon demand. The recordings take the form of a straight lecture or a question and answer program. The Labor Ministry will provide each prefecture with one copy of each record prepared. Prefectural Labor Officers are urged to purchase additional records as required.

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7. Films

A film has been prepared on grievance procedure in coal mines. The picture consists of three reels and runs approximately 25 minutes. It is available for demonstration purposes. Each prefectural labor office will be urged to purchase one reprint preferably 16mm since there are more 16mm projectors available to show to unions in prefectures in Japan. CIE has been requested to make reprints for general use in the theaters throughout Japan. At the present time the following prefectures have ordered copies of the print: Osaka, Aichi, Mie, Gifu, Okayama, Miyagi and Shimane. The second in the series of the "Labor News" has also been prepared by the Labor Ministry and is available for distribution. This is a newsreel running approximately 20 minutes showing the developments in the labor movement from June 1948 to June 1949. The Labor Ministry will have 10 reprints available for demonstration purposes. The following prefectures have ordered prints of the "Labor News No. 2": Okayama, Toyama, Niigata and Ehime. The Labor Ministry has approximately five million yen available in the next fiscal year's budget for the preparation of films. This money will be used to make a film on "Union Activities" - a three or four reel film showing the activities of a local union and a national union. A third in the series of "Labor News" will also be made. The following films prepared by the unions and Labor Ministry are available:

Prepared By	Title	Number of Reels
Government Railway Workers	"Rushing" - Showing work on the Government Railway	2
Densan Workers	We are Electric Workers	5
National Textile Workers	Girls' Speaking	2
Seamen's	War Standard Boat E	2
Teachers	Progress of Japan Teachers' Union (No. 1)	1
Government Railway Workers	Government Railway Workers' Union Convention at Nara	1
Government Railway Workers	Government Railway Workers' Convention at Kanazawa	1
Labor Ministry	Labor News (No. 1)	1
Labor Ministry	Opened Road	2
Labor Ministry	Protect Boys and Girls	1
Teachers	Progress of Japan Teachers' Union (No. 2)	1

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Prepared By	Title	No. of reels
Nippon Eigasha	Coal Mine	1
Seamen's	Living at Sea	4
Labor Ministry ESS	"Safety Lamp" - Grievance Procedure	2
Government Railway Workers	"Whistle Never Stops" - Work on Government Railway	5
Tanro	"Let's Connect World Into the Flowering Work in Coal Mine"	2
Government Railway Workers	Government Railway Workers Union Convention at Kotechira	1
Tobu Private Railway Workers	Struggling Tobu Union	1

8. Radio

The radio programs scripts and the reference materials prepared for the radio programs by the Labor Ministry have been checked carefully during the past few months. The radio program that is presented on the first network, which is nation-wide and reaches approximately 8 million listeners, is a very valuable information media. The following radio programs were presented during January and February:

Date	Scheduled Time	Program	Contents of Program	Type of Presentation	Time
Jan 7	1115-1145	Wings of Melody	Local Employment Stabilization Office	Memo	2
10	1300-1400	Woman's Hour	Hire through labor stabilization offices	Spot	1
10	2000-2030	Labor Hour	Educational Activities of a good labor union	Drama	30
12	1115-1145	Wings of Melody	Get job through labor stabilization offices	Memo	2
17	2000-2030	Labor Hour	Employment problem of new school graduates	Drama	30

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Date	Scheduled Time	Program	Contents of Program	Type of Presentation	Time
Jan 18	1115-1145	Wings of Melody	Hire through labor stabilization office	Memo	2
19	1030-1100	Working Woman's Hour	Present status of unemployment	Interview	15
24	2000-2030	Labor Hour	Report of delegates to ICFTU-London Conference	Question and Answer	30
25	1300-1400	Woman's Hour	Equal treatment stated by labor law	Spot	1
26	1030-1100	Working Woman's Hour	Women's Labor Problems	Interview	15
27	1115-1145	Wings of Melody	Equal treatment stated by labor law	Spot	1
31	1115-1145	Wings of Melody	Pay unemployment insurance	Memo	2
31	2000-2030	LaborHour	Non-payment of wages	Drama	30
3 per week	Various	Net Station Break announce.	Register with PESO-Go to PESO	----	--
Feb 1	2000-2030	Window of Society	Problem of students earning education costs. "Arbeit"	Documentary	6
4	1115-1145	Wings of Melody	Finding jobs for new graduates	Memo	2
7	2000-2030	Labor Hour	General Activities of Labor Unions	Drama	30
9	1115-1145	Wings of Melody	Employment Security Office	Spot	1
14	2000-2030	Labor Hour	What a labor union contributes to the community	Drama	30
17	1115-1145	Wings of Melody	Protection of minor workers	Memo	2
21	2000-2030	Labor Hour	Enforcement of the Labor Standards Law	Drama	30

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Date	Scheduled Time	Program	Contents of Program	Type of Presentation	Time
Feb 23	1115-1145	Wings of Melody	Preventing delayed wage payments	Memo	2
27	1300-1400	Woman's Hour	Importance of apprenticeship system	Spot	1

9. Film Strips

The following film strips have been prepared and distributed by the Labor Ministry: "Our Trade Union" (Organizational Structure); "Our Trade Union" (Activities); "New Trade Union Movements;" "A Picture Story - Trade Union Law;" "Operation and Constitution of a Local Union;" "The Way to Solve Complaints;" "Collective Bargaining and Labor Agreements;" "Combination of Trade Union;" "Industrial News No. 1;" "Trade Union and the Revival of Production;" "How to Conduct a Meeting;" "Political Activities of Trade Unions;" "Cultural Activities of Trade Union;" "Progress of the Rebuilding of Japan;" "Union Members Responsibility;" "Activities and Character of Labor Relations Committees;" "Quick Understanding of the Labor Standards Law;" "Living Cooperatively;" "Educational Activities of Trade Unions;" "New Constitution of Japan;" "Democratic Meetings;" "Training of Union Leaders in America;" "Way to Safety;" "How Democratic Organization to be Formed;" "Responsibility of Fundamental Personality;" "On the Labor Standards Law;" "Establishment of Unemployment Insurance;" "Public Vocational Training Office;" "The Handicapped;" "Workers' Accident Compensation Insurance Law;" "Opening of Payment of Unemployment Insurance Benefit;" "Hazardous Works;" "Public Vocational Training;" "Women's Week" and "Unemployment Insurance Law."

10. "Labor Education for Seamen" - conducted by the Seamen's Bureau, Transportation Ministry (Distributed at conference 2,3,4 Feb 1950).

11. Leadership Training Program

The first labor union project for a 60-day study tour of the United States is a delegation of four who departed from Japan, 31 December 1949. It included:

Mr. Shingo Kaite, Labor Ministry
Mr. Kaname Hoshika, Government Railways
Mr. Susumu Fujita, Densan
Mr. Izutaro Suehiro, Central Labor Relations Commission
Mrs Fuji Nakawaki, Interpreter

The itinerary includes Washington, Atlanta, Knoxville, Detroit, Chicago Decatur, New York and San Francisco. The group will contact representatives of the U.S. Department of Labor, members of Congress, National Labor Relations Board, officers of the NLRB, officers, committees and rank and file members of local unions.

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A second project of four delegates is expected to depart from Japan in May and will include delegates from the Coal Mine Workers' Union, Seamen's Union, Textile Workers' Union and Private Railway Workers' Union.

The delegation that attended the London Conference of the International Confederation of Free Trade Unions returned the first week in February. The group participated in a round-table discussion presented over the Labor Hour, Tuesday, 24 January 1950. The main topics of discussion were the organization and objectives of the ICFTU and the organization's federation in Japan.

12. Publications

Preparation of pamphlets, posters, leaflets and film strips stressing points in the Labor Ministry education program continues with emphasis on simplicity and language understandable to the rank and file. Material from the United States has been procured for distribution where they can be used to best advantage. Kits of material on labor-management councils are being translated by the Labor Ministry and the Central Labor College. A pamphlet on the history of labor in the U. S. and a cartoon booklet on the same is being prepared by the Labor Ministry. Grievance clauses in U. S. labor agreements have been translated by the Labor Ministry. These publications will be available for distribution in April and will be given to the national and local unions, prefectural labor offices and management.

Instructor's manuals from the University of Chicago on collective bargaining, union leadership and administration, grievance principles and problems, seniority principles and problems and community problems are being translated by the Central Labor College. These will be put on sale for use of the unions, governmental agencies, management and the general public. Fifteen sets of the same manuals have been ordered from the University of Chicago for use by ESS/LAB staff members, the regional labor officers in the Civil Affairs Section and for use by the Labor Ministry.

13. Conferences

A conference of education directors of the national and local unions was held in Tokyo in December and one in Osaka in February. The agenda for the conference emphasized parliamentary procedure and general union membership meetings. Meetings of these groups will be held in Tokyo periodically with the first one on 24 February. Educational conferences were held by Mr. Robertson with union people and labor Policy Section officials in the Tokai Region in January, in Hokkaido in February and will be held in the Shikoku and Chugoku Regions in March and in the Tokai and Kinki Regions in April. These conferences will feature discussions from recordings, turn-over tables, grievance procedure film, facilities and materials prepared by the Labor Ministry for the general labor education program.

1 Incl
Lab Min Program - 6 Mar 50,
Apr, May, June (1 copy each Region)

E. H. Grosiak
Labor Relations Specialist (Education)

CHUGOKU

L-110

(Labor Note No. 69) March 6, 1950

Subject: Points of Conducting the Labor Education Programme for Coming Three Months.

From: Director of Labor Policy Bureau.

To: All Prefectural Governors.

Points of Conducting the Labor Education programme from April to June based on the Outline of Conducting the Labor Education has been decided as attached sheets. We ask your consideration to conduct it effectively continuously from this term.

By the way points of Conducting the Labor Education has been already explained at the Conference of Labor Policy Section Chiefs of Prefecture Feb. 21st, 1950.

Also that future labor policy will stress upon the labor educati was also instructed at that time. In order to make sure, we notify them to you.

I. Policy.

Carrying on the labor Education program in detail and by districts with the same progress throughout the nation, we have contributed to th growth of healthy and democratic union movement. In this term we have designed to take the strict unification of workers, to introduce the rational systems and practices developed between labor and management in foreign countries as fair labor relationship and to promote the mutual aid activities, thinking over the participation in I.C.F.T.U. conference of Japanese labor delegates and the movement to unify the home labor front by democratic trade unions in accordance with objective world situations. Beside these points the thorough information of the items shown in "On the conduct of cooperation and

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II. Themes.

The theme for every month as follows. It is necessary at the conduct of the program to show many home and foreign examples or affairs, placing the emphasis on the explanation according to the facts.

April: Unification into National Unions.

May: Labor Relationship.

June: Workers' Mutual Aid Activities.

Since in April "Women's Week" for the purpose of promoting the right understanding on the women's status will be held from 10th to 16th throughout the country, this program shall be connected each other with the function in the light of the purpose.

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III. Emphasized Points.

April:

I. Necessity of the National Union:

(1) In order to show the power of the local union, it is necessary and advantageous to have the soridarity and to organize the local unio in national level having it as background.

(2) The local union may receive the service and be covered by the national union in every side where the local union lacks the power.

(3) In order to make inroad to the international labor society, it is necessary to organize nationally.

(4) At the present step of the social economy, there are many problems which cannot be settled unless they would be disposed as the nation-wide problems.

1. As being done at present, the economic problems compose one circle of the politics and general principle of the policy is decided at the Diet, political settlement often shall be done in national level at Tokyo. Under the present economic status, employers of the same industry often have common interest.

2. There are much more advantageous cases if the collective bargaining would be negotiated with the national union to standardize the working conditions.

II. Structure of the Nation Union.

(1) The national union should be organized on the basis of strong local unions.

(2) Forms of structure of national union have craft unions and industrial unions.

(3) The craft union is the organization of workers who are engaging in the same craft, and has following characteristics and interests.

1. It has aims of protecting the common interests of workers of the same craft.

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(2) Forms of structure of national union have craft unions and industrial unions.

(3) The craft union is the organization of workers who are engaging in the same craft, and has following characteristics and interests.

1. It has aims of protecting the common interests of workers of the same craft.

2. It is the form which has developed in comparatively early period of capitalistic economy.

3. It was organized by skilled workers of each craft who has awakened for the special interest of respective profession, so it has solid unity but is apt to be exclusive.

4. It can be organized horizontal union widely regardless of form of enterprise, on the other hand it has tendency to limit their view narrowly as it stands on the interest of specific craft.

5. Jurisdiction problems of each craft are apt to bring out the issues between the union.

6. It is passive for new method and technic of production.

7. At present time when the large scale enterprise has been developed, power of negotiation and struggle against the employer would be limited and it becomes difficult to stand against the employer with unified power of the workers.

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(4) The industrial union is organization of workers working in the same industry and has following.

1. Regardless of whether skilled or unskilled it is organized for the purpose of protecting the interest of workers widely in the same industry.

It has been developed along with the modern mass production.

At the present economic status, there is tendency of the employer organizing in the same industry. When the union want to stand against the employer, the industrial union can show the strong power to negotiate with and struggle against the employer because it can include all workers of the industry.

There is danger that specific interests of each craft of the industry are often apt to be neglected and not fully presented in this form of union.

National Union and the Federation of National unions.

(1) In order to have stronger power of the national, it is necessary to federate the national unions.

(2) The federation of the national union will carry on following activities.

1. It urges the national unions affiliating to take unified steps for the common problems and give aids to them in case of strike, if necessary.

2. Encourages the affiliated unions to have close connection between them.

3. Gives the help to the affiliated national union an organization activities.

4. Carries out the political action for and against the Diet, government and its egencies, as to the common problems of the affiliated national unions.

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V. International organization of workers.

(1) In order to elevate the social status of workers, it is conclusively necessary to have international organization.

(2) Social status of the workers in the country not advanced can be elevated by means of international organization.

(3) International organization of workers is the strong foundation of the world peace.

(4) Our trade unions also have come to join into the international organization.

(5) Japanese workers should recognize the meaning and responsibilities of the fact that they entered into the international labor by themselves and try to foster their abilities necessary for it.

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May:

I. Attitude of Labor and Management to Utilize the Greivance Procedures:

(1) Most part of number of grievances should be settled at the 1st step of grievance procedures, negotiation between shop stewards and the foreman.

(2) Accordingly, the employer should prepare to establish the following form of attitude:

1. The employer should give his plant supervisor who is in charge of settling the grievances the necessary authorities to do it.

2. Plant supervisor should be the man who has ability to negotiate peacefully and is thoroughly informed of circumstance of the workingshop.

3. The plant supervisor should be educated for that purpose.

(3) On electing the shop stewards and members of the grievance committee who would take important part on settling the grievances, the union should be careful on following points:

1. They should be thoroughly informed of various affairs and circumstances of the plant and able to settle the grievances peacefully.

2. They should be enthusiastic for trying to do their best for the settlement of grievances and fulfilment of the labor agreement.

(4) As to the responsibilities of the shop stewards and members of the grievance committee, they shall be specified in the labor agreement.

II. Joint Labor Management Production Committee.

(1) Labor Management Production Committee is the advisory machinery at which the employer ask the cooperation of workers mainly for the purpose of increasing the productivity.

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II. Joint Labor Management Production Committee.

(1) Labor Management Production Committee is the advisory machinery at which the employer ask the cooperation of workers mainly for the purpose of increasing the productivity.

(2) Establishment of the Committee, its structure and operation, matters to be presented at the committee should be provided in the agreement in detail.

(3) Following matters are taken up at the committee.

1. Enforcement and plan of production programme.
2. Improvement of the production technics.
3. Promotion of productivity efficiency.
4. Improvement and maintenance of the machine and tools.
5. Improvement of production process.
6. Establishment of plant discipline.
7. Safety and sanitation.
8. Labor turn-over.

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(4) In order to show full power of the committee, the following matters are important.

1. The employer shall select the person who can give responsible answer on the opinion of the workers and the union sends the man of full knowledge and experience on the enterprise management or production technics.

2. Discussion shall be thoroughly done with the reasonable attitude.

3. Matters to be presented with reference material to them shall be distributed in advance to the committeeman and enough time to study them should be given to them.

4. The employer should be enthusiastic for utilizing the committee.

5. The union should have practical ability to be able to present the powerful opinions on the committee. For that purpose union should set up its own production committee, where they can study and research the matters to prepare reference materials for the committee.

III. Seniority Right.

(1) Seniority system has been developed under the labor management relations in U.S., and almost all the labor agreement in U.S. have seniority provisions in some form.

(2) Seniority system varies from agreement, but main purpose is to afford the maximum security and reward to those who have rendered logest service.

(3) Accordingly standards of the seniority often based up the length of service but sometimes such factors as ability, technics, efficiency, family affairs and place of residence may be considered.

(4) Often seniority is applied as standards to determine the order of lay-off and rehiring and sometimes it becomes the element in

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(4) Often seniority is applied as standards to determine the order of lay-off and rehiring and sometimes it becomes the element in determining promotion, labor turn-over, shift and time of vocation.

(5) Seniority may be set forth in plant, departmental or craft level: and limitation may vary from matter to be applied.

(6) Union officials usually has higher seniority than general union members.

(7) Seniority system has following advantages.

1. The workers can fully engage in his job in peace.

2. It contributes to the establishment of the plant discipline effectively.

3. It eliminates the useless friction between the union members and prevent the union from becoming weak.

4. It answers the purpose of settling the problems of readjustment reasonably, and can prevent the useless disputes between labor and management.

5. On rehiring the employee, the employer can employ in accordance with the order of seniority.

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June: Welfare and Mutual Aids Activities of the Workers:

I. Meaning and necessity of welfare and mutual aids activities.

(1) Aims of these activities are to stabilize the daily life and to elevate the life culture through cooperation with the spirit of mutual aids of workers and their families.

(2) The trade union can carry out the welfare and mutual aids activities as its collateral business.

The proper form to do it most effectively is the organization of the living cooperative.

(3) Especially under present circumstances when rationalization of the enterprise is going to be practise and the working conditions and apt to be lowered, the activities will effectively contribute to maintain and improve the substantial wages.

II. Living Cooperatives:

The consummers living cooperative has taken up the principle of Rock Dale Consummers Cooperative, as important matters following may be pointed out:

(1) Principle of Living Cooperative.

1. It is composed of persons living in the defenite district or working in the defenite profession.

2. It aims at only the elevation of the economic and cultural life of members.

3. They can join in or withdraw from the cooperative freely.

4. Regardless of amount of money financed by each member, each member has equal right to vote and elect.

5. Surplus of the cooperative shall be paid back to the members according to the amount of profit from the enterprise.

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5. Surplus of the cooperative shall be paid back to the members according to the amount of profit from the enterprise.

6. Divided to the amount of investment should not be more than 5% per year.

7. It should not be exploited for the purpose of the special political party.

(2) Investment of members.

1. The member must finance at least one share.

2. Amount of the money of the share should be limited within the amount which can be defrayed by the member and be equalized.

3. Number of shares financed by one member should not exceed the one-forth of total number of shares invested by members. It should be provided in regulations.

(3) Establishment of living cooperative.

1. On establishing it, it requires more than 20 sponsors and more than 300 members.

2. On establishment, it requires the recognition of the Administrative Authority and it should be registered.

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(4) Kinds of business of living cooperative.

A. Purchasing business.

(a) Activites of so-called consummers cooperative, the member can get the superior good by cheap price by excluding intermediary expenses as the result of that the members purchase the living commodities from the whole sale agency or directly from the manufacturer.

(b) Consequently, the member can use the wage earned in most effective way. The wages can be substancially increased.

Following joint facilities necessary for the living of the members are established and may be used by members mutually. Supply of houses, library, nursery, industrial training institute, bath-house, barber, club, meeting hall, wedding-ceremony place, funerals, medical facilities, joint kitchen, amusements, laundry, mill, clothes and repairs of shoes, bicycle, radio and watches.

C. Mutual aids activities.

(a) Present the money in case of member's wedding, illness or death.

(b) Mutual aids business similar to insurance in case of death and fire.

(c) Accommodate the member with living fund by low interest, operation of public pawn-shop.

D. Living culture activities.

(a) Improvement and guidance on living of members and their families.

(b) Opening of living information office, side-work service.

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D. Living culture activities.

(a) Improvement and guidance on living of members and their families.

(b) Opening of living information office, side-work service.

(c) Other amusement and entertainment.

E. Educational Activities.

Operation of kindergarten, loan on education fund, publication of organ of cooperative.

III. Credit cooperative.

(1) When the workers themselves would operate the generally called "Labor Bank", or "Labor Depository", they cannot carry out it as the business of the living cooperative. So it is necessary to establish the credit cooperative under the Smaller Enterprise Cooperative Law.

(2) Purpose of the credit cooperative is that the member deposits his small amount of money in the cooperative so that individual member may mutually borrow the money from it, the cooperative itself doesn't aim at the profit making but the finance of mutual aid.

(3) Credit cooperative of workers manages the saving of workers by the hands of workers themselves and intends to make use of it for the promotion of their own welfare.

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IV. Methods.

(1) Labor Education Advisory Committee;

Holding the Labor Education Advisory Committee, e[illegible]heme of this term shall be explained and recognition on theme shall be asked. After consulting about the detailed methods, ask cooperation to develop this programe actively. Especially ask the committee members of both labor and management to lead the organizations to which these members belong so that they shall voluntarily participate with it and carry out model education program. Furthermore, the labor office shall be instructed to take the same measures as above-said for the District Labor Education Advisory Committee.

(2) To conduct the Labor Education Activities Directly.

The Labor Policy Section, (or the Labor Education Section where it exists) of the prefecture, closely connecting with the various government agencies, (including the Officers Room of the Women's and Minors' Bureau) shall directly conduct the labor education based on this Programe, to have this programe, thoroughly informed, according to the following methods.

1. To utilize such public facilities as the labor school, library for workers, labor institutes, and labor hall.

2. To hold the education meetings such as lecture meeting, study circle, round-table conference, and labor education rally.

3. To insert the Programe on the regular publications, make plan and distribute the book, pamphlets or leaflet concerning the themes of this term.

4. To utilize such vidual aids as movie, film strip, kamishibai, wall newspaper, and turn-over table at the public

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3. To insert the Programe on the regular publications, make plan and distribute the book, pamphlets or leaflet concerning the themes of this term.

4. To utilize such vidual aids as movie, film strip, kamishibai, wall newspaper, and turn-over table at the public permanent facilities or the educational meetings. To plan to make new materials and distribute them.

5. On planning and conducting the educational activities of above-mentioned each item, materials which have been already distributed by the Labor Ministry and G.H.Q., shall be made good use of it as effectively as possible. Both List of CIE Library" (already sent out) and CIE Film Library also shall be utilized.

6. As to the turn-over table and record distributed recently, it is desirable that each prefecture will think out and devise the means how to utilize these materials most effectively according to real status of the prefecture, giving the life to specific characteristics of each prefecture. Especially following points should be considered.

(a) Turn-over Table.

a. Though it may be used out-door meeting, it is proper to use at the indoor meeting.

b. When a large number of people are gathered, the turn-over table may be used in such a way as the lecturer moves the room to and for taking it in his hands and showing to the attendants without fixing it at one place.

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c. It has advantages to teach the substances of education directly to the rank and file without changing the points at all. In order to give life to such characteristics, reprint shall be made as same as the original or enlarged, if necessary. They shall be distributed.

d. By making use of all or part of the original picture and the lecture of the back, posters, wall-newspapers, pamphlets and leaflets shall be made and distributed.

(b) Record:

a. The record may be used at every general educational meeting, if the special meeting for hearing the record would not be held.

b. Script of the record shall be reprinted and distributed in advance and it is proper to have the time of discussion or question and answers.

c. The record can be used with other kinds of record at recess, or before the opening of various meetings.

(3) Cooperation with Labor Education programs which are conducted by trade Unions or Employers Organizations.

The Labor education programs which are conducted by trade unions or employers organizations shall be encouraged to accept all the themes of this program, while they shall be possitively cooperated with the offer of reference materials to explain the themes and the dispatch of officers by the Labor Policy Section so that they can obtain the educational results.

Trade unions shall be informed of that the method through visual aids is most effective, and their education directors shall be trained for using the medium according to the necessity.

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Trade unions shall be informed of that the method through visual aids is most effective, and their education directors shall be trained for using the medium according to the necessity.

(4) Enlightening Publicity to the Public.

Enlightening publicity shall be given to the public by the use of each kind of machinery or establishment as follows:

(1) Reporting machinery.

1. Press.

Urge daily newspapers considered to be effective for the leadership of public opinions to cooperate with this program through the following means, explaining the purpose.

(a) Editorial.

Ask for commenting on one of the themes as an editorial on a day properly chosen in every month, offering respectively the reference materials for the major three themes for this term.

(b) News.

Ask for insertion of news on this program, offering the press release of the most possibly detailed schedule including various activities executed by trade unions and employers organizations as well as the education activities under the sponsor-ship of prefectural Labor Policy Section, Labor Office and other related agencies.

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(c) Explanatory article.

Making explanatory articles on the properly chosen theme or point among the themes described in this program, ask for their insertion as comments of current news.

2. Radio.

Encourage union members and the public to listen in the "Labor Hour" over J.O.A.K. national network (p.m. 8:00-8:30, every Tuesday) in which each theme of this program will be treated in the order. Each prefectural Information Section will be informed of the broadcast schedule and General Affairs Section, Labor Ministry, while prefectural Labor Policy Section every time on the points of broadcast by the Labor Education Section. Those who have a local network station in their prefecture shall request the cooperation for the following actions, explanning the purpose of this program.

(a) Spot announcement.

Ask for spot announcement concerning this program which is conducted at the interval of broadcastings, offering the munuscripts used for it. It is necessary in the preparation of the manuscripts that simple and powerful sentence shall be chosen among the themes or explanations according to the local situation.

(Examples)

(1) Union members!

It is necessary for the full display of trade union's strong power to organize not only at every work-shop but on the national basis.

(2) Union members!

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(Examples)

(1) Union members!

It is necessary for the full display of trade union's strong power to organize not only at every work-shop but on the national basis.

(2) Union members!

Affiliate with a national union, which can render you much advantages including the smooth handling of what is not settled by your union.

(3) Union members!

Union members!

The foundation of national union rests upon your local unions. It depens on the solidarity of your union whether national unions can be alive and alert.

(4) Union members!.

What kind of services is your union obtaining from the national union? Use the national union without hesitation to keep your union alive.

(5) Union members!

Trade unions of Japan has connected with the unions in the world. Let's do our best for the development of our status and the world peace.

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(6) Workers and employers!

Is your work-shop prightly managed? Settle all of complaints through the grievance procedures on the lowest level possible.

(7) Workers and employers.

Set up a labor-management production council for the increase of production. Specify in the labor agreement what shall be consulted there.

(8) Union members and employers!.

Union members should frankly express the good opinions at the labor management production council, and they must be used as much as possible by employers for the increase of production.

(9) Workers!

Do you know on the livelihood cooperative? It is a system which carried on business for the better livelihood of workers.

(10) Workers!

It is one of the most important works of the livelihood cooperative to sell your need at a low price and offer the facilities available for your life.

(b) Lecture or table-talk.

Ask for broadcast of lecture or table-talk planned by prefecture government concerning the major theme of this program once every month. From among the prefectural government officers including Governor, Local Labor Relations Committee, Labor Education Advisory Committee and representatives of trade unions or employers organizations the appropriate speakers shall be chosen in accordance with the theme. Encourage the public not only in the jurisdiction but in neighbouring prefectures to

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(c) Organ.

Offering the materials, ask trade unions, employers organizations and cooperatives or such bodies as relating with mutual aid activities of trade unions for insertion of essay or explanation on the purpose or themes of this program in their organs.

2. School and Social education establishments.

Being closely connected with Prefectural Education Committee, request its cooperation for the following actions.

(a) School.

Ask for instruction on the themes of this program at the special lecture meeting of colleges and the social course of senior and junior high schools, and Recommend the lecturers and offer the materials when they are required.

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(b) Library.

Ask libraries for publicity and exhibition of books, charters and photoes concerning the themes of this program to general public. Moreover possitively cooperate with them in receipt, exhibition and production of materials.

(c) Public hall.

Ask for opening of lecture meeting, other meeting or exhibition of concerned materials which are concentrated on general public. Furthermore, recommend the lecturers and offer the materials according to the necessity.

3. Other general public establishments.

The following cooperation shall be requested to the concerned quarters.

(a) Theatre and cinema.

Ask for publicity of the themes for this term through Gento or loud speaker during the restperiods, filler of the program or exhibition of the concerned materials in the corridor. In the case, it is necessary to accomodate them possitively with the offering of manuscripts and exhibited materials.

(b) Station and Stadium.

Ask Kokutetsu and private railway stations, base-ball stadium, race truck or cycle race for publicity of this program through loud speaker, poster, wall-newspaper or leaflet. In this case the accomodations described in the above paragraph is necessary as well.

(c) Bulletin board.

Offering the materials, request Government offices, public

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(c) Bulletin board.

Offering the materials, request Government offices, public organizations and other general bodies to put up on their bulletin board the posters or wall-newspaper showing the themes of this program.

V. Education Materials.

At the conduct of this program the education materials which were distributed or will be distributed before long by the Ministry of Labor shall be well used. Since the kind and circulation of these materials are limited, the proper materials according to the local circumstances shall be made as many as possible referring these and other reference materials, the materials distributed by the Ministry are as follows:

(1) General.

(Books)

1. Practice of Recent Labor Agreement in Accordance with New Labor Laws. Written by Shingo Kaete, Published by Shakai Rodo Tsushin-sha.

2. Trade Unions in U.S. written by Shichiro Matsui, Published by Chigusa-shobo

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3. Constitution and Agreement in Accordance with the Trade Union Law. Edited by Labor Ministry. Published by Rodo Bunka-sha.

4. Collection of Labor Agreements.

(Second Series) Edited and published by Labor Ministry.

(Turn-over table)

The Trade Union Law and the Labor Relations Adjustment Law. Under the production by Labor Ministry.

(2) Unification into National Unions.

(Books and pamphlets)

1. Relationship between local and national unions (Article inserted in "Monthly Labor Education" No. 2) Arranged to be published soon after-wards by Labor Ministry.

2. Free World Labor Confederation Edited by National Railway Workers Union. Published by Kokutetsu Information and Publicity Department.

3. Reports of Japanese Delegates at the 32nd International Labor Assembly. Edited by Labor Ministry. Published by Rodo Tsushin-sha.

4. Coming back from ILO.

Written by Etsuo Kato Published by Kokutetsu Information and Publicity Dept.

5. Organization and Structure of Trade Unions (Labor Education Material No. 5) Edited and published by Labor Ministry.

6. Organization and Structure of Trade Union (Labor Problem Series, No. 12) Arranged to be published soon after wards

(Books and pamphlets)

1. Relationship between local and national unions (Article inserted in "Monthly Labor Education" No. 2) Arranged to be published soon after-wards by Labor Ministry.

2. Free World Labor Confederation Edited by National Railway Workers Union. Published by Kokutetsu Information and Publicity Department.

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5. Organization and Structure of Trade Unions (Labor Education Material No. 5) Edited and published by Labor Ministry.

6. Organization and Structure of Trade Union (Labor Problem Series, No. 13) Arranged to be published soon after words by Labor Ministry. Sold by Central Labor College.

(Gento)

Federation of Trade Unions Planned by Labor Ministry. Produced by Shin Seiki-sha.

(Wall-newspaper)

Business of National Unions and Local Unions. Published by Labor Ministry (No. 19 dated Jan. 30, 1950)

(3) Labor Relations.

(Books and pamphlets)

1. Collective Bargaining and Grievance Machinery. Edited by Labor Ministry Published by Sangyo Rodo Chosa-jo.

2. Arbitration of Grievances. (Labor Problem Series No. 3) Edited by Labor Ministry Published by Central Labor College.

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3. Grievance Procedure (Labor Problem Series No. 14) Arranged to be published soon after-wards by Labor Ministry Sold by Central Labor College.

4. Story on three Committees (Pamphlet). Edited and published by Labor Ministry.

5. Practice of Production Committee (Labor Problem Series). Edited soon after-wards by Labor Ministry.

6. Provisions setting Production Committee in Recent Agreements (Article inserted in Labor Education Material No. 8)

(Film)

Safety Lump . Planned by Labor Ministry, Economic Stabilization Board and Resorces Board. Produced by Nippon Eiga-sha.

(Gento) Planned by Labor Ministry

1. Way to Settle Grievances Produced by Asahi Slide.
1.
2. Grievance Settlement at Workshops.
Produced by Okuta Shokai.

3. Trade Unions and Production Rehabilitation.

Produced by Tsurubuchi Sogo Eiga Kenkyu-jo.

4. Collective Bargaining and Labor Agreement.
Produced by Rodo Kumiai Eiga Kyogikai.

(Turn-over table)

Collecting Bargaining.
Produced and distributed by Labor Ministry.

(Wall-newspaper) Published by Labor Ministry.

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Collecting Bargaining.
Produced and distributed by Labor Ministry.

(Wall-newspaper) Published by Labor Ministry.

1. Grievance Machinery. No. 18, 26 Dec. 1949.

2. Production Committee is ——— No. 20, 27 Feb. 1950.

3. Is the Labor Agreement observed?
No. 9, 24 Apr. 1949.

(4) Mutual Aid Activities.

(Books and pamphlets)

1. GUidance Materials for Union Welfare (No. 1- 13)
Edited and published by Labor Ministry.

2. Stories for Workers on the Livelihood Cooperative Association (pamphlet). Edited and published by Labor Ministry.

(Gento)

Mutual Aid Activities of Trade Unions Under the production by Labor Ministry.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Economic and Scientific Section
Labor Division

1 February 1950

L-110

MEMORANDUM:

SUBJECT: Labor Relations and Education Program for 1950

1. The following is the essence of the program for 1950 recommended by the Labor Division, Economic and Scientific Section, GHQ, SCAP, to the Civil Affairs Section and its Regional Labor Officers, the Japanese trade union movement and the appropriate agencies of the Japanese national and local governments where their action is pertinent. On 1 July 1949 a program of education on trade union organization and structure was issued for the last six months of 1949. It will be noted that the points in that program requiring continued attention are included in the program for 1950. However, any further intensive action to effect compliance with Article 2 and Article 5 of the Trade Union Law is precluded by the fact that more than 99% of Japanese unions are now in compliance with that law. Now it is necessary to educate the rank and file to take full advantage of the democratic rights set forth in Article 5 of the law. Management personnel and management financial assistance have been largely excluded from labor unions. Spot checking on these two points and on continued compliance with the law may be advisable from time to time but for all practical purposes this part of last year's program can be considered a success and major attention can now be directed elsewhere.

2. IMPORTANT DEVELOPMENTS: Some of the major aspects of the Japanese labor movement in the past year and early 1950, indicating some of the important problems, have been:

a. The reestablishment of organizational ties with the labor movements of the free democratic countries through the newly organized International Confederation of Free Trade Unions.

b. Beginning of unification of democratic unions into a new federation.

c. Decline of Communist influence within the Japanese unions and dissension in the Communist Party.

d. Split of the Social Democratic Party.

e. Expiration of written collective bargaining agreements and general resistance by management to their renewal.

f. The rise of moderate leadership to the forefront of wage increase campaigns.

g. Increase in the incidence of unpaid wages in late 1949 and early 1950.

h. Refusal or reluctance of many able persons to accept union office because of fear of discrimination for union activity as evidenced in recent dismissals and layoffs in governmental and private enterprise.

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i. Continuing lack of labor education and use of available media at the local union level.

3. PROGRAM FOR 1950: The program for 1950 is designed to:

a. Unify and solidify the Japanese unions and federations into the General Federation of Japanese Trade Unions affiliated with the International Confederation of Free Trade Unions.

b. Consolidate such scattered organizations as now exist in the steel, metal, chemical, shipbuilding, electric equipment, construction, and other industries into national unions affiliated with the General Federation of Japanese Trade Unions.

c. Continue the 1949 program of simplifying industrial unions to eliminate superfluous intermediary structures and to emphasize direct connection and communication between local unions and their parent national organizations.

d. Intensify the educational program to the rank and file members of all unions throughout Japan with frequent inspection and demonstration by Labor Division, ESS, and Civil Affairs staff members in order to:

(1) Continue the democratization of trade unions.

(2) Inform the membership on proper union structure, selection of officers, activities, individual rights, collective bargaining and political action, etc.

(3) Assure that union decisions and policies are derived from the will of the membership.

e. Encourage labor and management to reach long-term collective bargaining agreements including specific grievance procedures and arbitration in lieu of strikes or lock-outs; reinstitute lapsed agreements; emphasize industry-wide bargaining in preference to local or company-wide bargaining in all industries in which national unions exist.

f. Encourage unions to report unpaid wages immediately as they occur to Labor Standards Offices.

g. Encourage unions fully to utilize the provisions of the Trade Union Law (particularly Article 7) and the procedures of the Labor Relations Committees to protect their members and officers from discriminatory treatment or discharge in order that qualified, able members will readily accept union office.

h. Improve the procedures of the Labor Relations Committees in order that more expeditious action may be taken, and more clear-cut decisions rendered on urgent cases, particularly those relating to unfair labor practices.

i. Continue to study the operation of all labor legislation and all governmental agencies in the field of labor with a view toward recommendations for the improvement of both.

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4. EDUCATIONAL PROGRAM: The education and activation of the millions of now inactive rank and file members in the affairs of their labor organizations is of extreme importance. To that end, ESS, the Labor Ministry and each prefectural labor office will place emphasis upon an enlarged and intensified educational program in order that the reformed union structure proposed and the leadership that is established shall have the support of, and draw authority from, an articulate and active general membership. The Labor Ministry's Educational Program will be emphasized as a service presented by the agency to the trade union people and all interested parties, offering facilities, instructors, visual aids, publications and guidance wherever desired.

a. The Labor Ministry will conduct the program at the local level through the prefectural and local labor offices and will concentrate upon the following specific themes:

(1) January: Authority in rank and file, including such points as rights and duties of rank and file membership, qualification and treatment of union members, nomination and election procedure, and the use of direct secret ballot,

(2) February: Responsibilities and activities of a trade union, including the organization and operation of a local union, the organization and operation of a national union, the relationship between the local and national union and the simplification of union structure.

(3) March: The organization and operation of various trade union committees and departments, including the activities of the financial department and handling of union funds, the function of political action committees and the separation of the functions of the present management council into the collective bargaining committee, grievance committee and production committee.

(4) During May and June, the Labor Ministry will conduct five three-day bloc schools in the Kyushu, Chugoku-Shikoku, Kinki, Tokai-Kanto and Tohoku-Hokkaido regions for prefectural labor officials who will later instruct and conduct labor schools in their own prefectures. Instructors will be supplied by ESS, Civil Affairs Regional Teams and the Labor Ministry. During July, August and September, 5-day summer labor schools will be held in all 46 prefectures.

b. A three-reel educational film explaining grievance procedure has been prepared by the Labor Ministry and reprints are available for sale to all interested parties. The Labor Ministry has three reprints of this film that will be made available for demonstration purposes in all regions. It is suggested that Civil Affairs Labor Officers urge trade unions, prefectural labor offices and managements to purchase reprints of this film for their own use. A film on organization and function of a local trade union and a national union is in preparation and will be available for use at the summer labor schools.

c. Recent film strips are available through the Labor Ministry on the following subjects:

"Our Trade Union: Organization Activities"
"Management of the Local Union and its Constitution"
"Responsibilities of the Union Members"
"Federation of the Local Unions"
"Collective Bargaining and the Labor Agreement"
"Way to Settle the Grievances"

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d. Now kamishibai are available through the Labor Ministry on:

"Organization and Structure of the Trade Union"
"Nomination and Election of the Union Officials"
"Political Activities"

e. Recordings have been prepared on the following subjects:

"Purpose of a Labor Union; Authority in Rank and File"
"Nomination and Election of Union Officers" (set of 3)

Additional records are being prepared on: "How to Conduct a Union Meeting" (set of 4); "Local Unions and National Unions;" "Political Action of Labor Unions;" "Union Finances and Expenditures" and "Grievance Procedures." Records are available for sale at all local outlets and through the Labor Ministry.

f. Radio: A number of programs of the Labor Ministry's "Labor Hour," presented on a nation-wide network have been turned over to the Labor Ministry Education Program. It is suggested that the Civil Affairs Labor Officers closely surveil local radio stations wherever possible to gain their aid in a dissemination of educational material.

Tuesday 8:30 pm 10 million listen

g. Turnover-tables are being prepared for use by unions, the Labor Ministry, the general educational programs and in the prefectural summer labor schools. The turnover-tables will include cartoons on one side and a complete lecture outline on the reverse side. Subjects to be covered are: collective bargaining, how to conduct a union meeting, financial activities of labor unions, the Trade Union Law (revised) and the Labor Relations Adjustment Law (revised), nominations and elections of union officers, grievance procedures and local and national unions. Distribution of the tables will be made in time for use at the summer schools.

h. Pamphlets, posters, leaflets and other reference material necessary to conduct the educational program are being distributed.

The staff of Labor Division, ESS, in field trips, will assist in demonstrating these media and aiding unions, management and the personnel of the Labor Policy Section offices. The Labor Ministry is planning to convert the local labor offices in the prefectures into agencies to carry on the program of education work. It is suggested that Civil Affairs Labor Officers closely surveil these local labor offices to insure their re-orientation into the educational work inasmuch as their duties of law enforcement can now be considered virtually at an end, and to encourage labor organizations to establish education departments within their own unions as well as to avail themselves of the facilities, visual aids, reference materials, and other media offered by the Labor Ministry program.

5. UNIFICATION OF LABOR MOVEMENT: The unification of Japan's labor unions into an anti-Communist front was given impetus by the conference in London to establish the International Confederation of Free Trade Unions. This became the rallying point for the anti-Communist unions to begin the formation of a new democratic federation which would be composed basically of the large independent industrial unions (such as Coal Miners, Government Railways, Teachers' Federation, Metal Miners, Private Railways, Seamen, Communications Workers, Government Workers Council and others aggregating more than 4,000,000 members) but also to include the components of such federations as Sodomei, Shin-Sanbetsu and Zen-Nichiro. The first step in unification was the "Joint Council to Promote Affiliation with the New Free World Labor Confederation." Upon its success in dispatching a

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delegation to London, this council immediately converted itself into a "Preparatory Committee to Organize the General Federation of Japanese Trade Unions." Several meetings have already been held toward the establishment of this Federation and a draft constitution has been prepared.

Federations such as Shin-Sanbetsu and Zen-Nichiro have indicated a willingness to dissolve their organizations in favor of the new federation. Sodomei, while expressing favorable interest and attending committee meetings, nonetheless is attempting unification through a council called Zenro Kaigi which is sponsored by Sodomei. It is considered extremely unlikely that the independents will unify either through Sodomei or Zenro Kaigi. The chief hope for unification lies in the proposed General Federation of Japanese Trade Unions.

In pursuance of its policy to strengthen the democratic labor union front, ESS will give full support and assistance wherever practicable to the formation of the new Federation. The crisis in the Communist Party though certain to result in the Party's further loss of membership is expected to intensify Communist underground tactics and resort to violence. The present disorganized state of the Japan labor movement renders it particularly susceptible to Communist separationist tactics. The main bulwark therefore for non-Communist unions against the expected Communist underground onslaught is a democratic labor front such as the proposed Federation. The results of this program by the end of the year should result in the further decline of Communist-influenced unions to 5% or less of the total organized labor force of 6,500,000 and the inclusion of at least 5,500,000 members into the new federation.

6. IMPROVEMENT OF UNION STRUCTURE: Concurrent with the formation of the Council, ESS and the Labor Ministry will continue to urge the simplification of union structure in order to place primary emphasis upon local and national unions and to eliminate or reduce superfluous intermediary structures such as prefectural or regional councils or federations that perform no useful function. The unions in many industries such as steel, metal, chemicals, construction, shipbuilding, electric equipment, and others, are divided among various federations. For instance, there are chemical unions in Sodomei, Sanbetsu, Zen-Nichiro and Shin-Sanbetsu. In addition, there are certain unaffiliated chemical locals. It shall be the objective of ESS to foster the merger of these unions into a single anti-Communist national chemical workers organization affiliated with the General Federation of Japanese Trade Unions.

7. POLITICAL ACTION: It is expected that in 1950 the problem of political action on the part of labor may become a paramount issue. The recommended policy is as follows:

The unions' essential economic entity should not be divided because of political differences. A trade union is essentially an economic organization for the purpose of insuring for its members a just and reasonable share in the national income and basic human rights. No other consideration should be allowed to deter the trade union from these objectives.

The working people of Japan require leaders who will build a trade union movement for these purposes and not to bolster their own personal political ambitions. There is a dangerous tendency within the Japanese labor movement for ambitious leaders to use the unions primarily as a basis for their political support. Many union leaders, reaching a position of prominence, branch out into politics with the result that the workers are gradually deprived of trained, able leaders to advance their economic aspirations. Within the past year, several encouraging signs have been noted that the Japanese unions themselves recognize this continuing danger.

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Shin-Sanbetsu, for instance, in its national convention adopted a policy that important union leaders could not at the same time serve as important political officials, or vice versa. If sharp political divisions are introduced into a trade union, the membership of that union will divide along political lines and the union will be destroyed as an economic entity.

This is not to say that a union should take no cognizance of political issues. One of the 16 Principles for Japanese Trade Unions of the Far Eastern Commission states that they "....should be allowed to take part in political activities and to support political parties." The individual members of the unions, in the interest of democracy, must be urged to inform themselves thoroughly of all political issues and to exercise their right to support candidates and parties favorable to their objectives and to exercise their obligation to vote. By the democratic procedures of debate, free expression and majority vote, the union should decide its position on all pertinent political questions. The individual member should then act upon these decisions in the light of his own conscience.

The union, however, should avoid organic ties with any political party. It should keep itself free to support those candidates, or those policies, of any party most likely to advance the aspirations of the labor movement. The execution of the political program of a union could best be performed by a separate committee which will direct the political strength of labor in accordance with the policies established by the unions. This committee, however, should be composed only of trade union members. It should not be composed of representatives of a political party, as such, who would exert themselves to swing labor support to their party even at the risk of splitting the union. The labor unions must be flexible and free to place their strength to the best advantage. In Hokkaido this might be in support of the candidate of one party and in Kyushu, in support of a candidate of an entirely different party.

The line between wise and unwise political action by trade unions is a very fine line, requiring the exercise of meticulous judgment. It is a guiding truth that the labor unions should not allow themselves to be dominated by any political party. It is also a guiding truth that a trade union should be interested first and foremost in the economic welfare of its members. It takes political action only when necessary to further the economic objectives of its membership and not to play partisan politics. When the new federation materializes as a formal organization, it and its affiliated unions should be encouraged to establish a separate arm through which political action, if any, should be taken. It is suggested that Civil Affairs Labor Officers and members of the staff of Labor Division, ESS, be circumspect in any expressions concerning political action by labor and that they be guided by the general policies expressed above.

8. WOMEN IN TRADE UNIONS: Women workers still require special assistance and encouragement in order to increase their participation in the union as a whole, and to be represented on policy organs of the union. Therefore, emphasis should be given to the following:

a. Rank and file participation by women members as indicated in the program of 1 July 1949 - It is the policy of ESS that women's sections, where they exist, be encouraged to provide special assistance to women members to overcome their reluctance to speak in public and to train them in the fundamentals of trade union practices so that women can participate in the union as a whole on an equal basis with men. The first available statistics on the number of women's sections were obtained in a survey of June, 1948, which indicates that there are about 6,600 unions, representing a total membership of over 2,250,000, which have women's sections.

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b. Development of women union leaders - Because women comprise one-quarter of the entire union membership, it is essential that they have a voice in determining the policies of the union and be represented as members of the executive committees, as union officials and as delegates to national conventions.

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Director of Labor, ESS

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NOMINATION AND ELECTION PROCEDURES IN TRADE UNIONS

1. The most urgent and pressing need facing the labor movement in Japan is a well planned program for educating the rank and file. In many labor unions now existing in this Region, subversive minority groups have by improper and unethical practices obtained the leadership. This condition will not exist if the rank and file are properly educated as to the correct procedures which should govern the election of union officials. The minority groups have obtained their leadership by smart practices and strong leadership and because of the lack of organization and strong leadership on the part of the opposition to the minority groups. It is the purpose of this paper to outline a program designed to eliminate minority group leadership in labor unions. The methods and techniques described herein are those used in all democratic unions throughout the world.

2. Orientation of rank and file workers as to the proper methods and procedures in the nomination and election of union officers will enhance the growth of sound trade unionism in Japan. This orientation may best be achieved by conducting mock demonstrations on the nomination and election of union officers. Interested parties should, when conducting demonstrations, explain fully the accepted democratic rules of parliamentary procedures that are followed in free trade unions. Management has been more than willing for these meetings to be held on the management time and property if it is explained to the management that the meeting is for the purpose of educating the union membership in the correct procedures governing the election of union officials. Union members should not consume unreasonable amounts of time in conducting these union meetings on management time. The following should govern in the presentation of the instruction and mock demonstrations:

a. In any union organization there must be an accord as to what the official composition and structure of the union is to be before nominations for officers take place. The number of officers the union is to have and their respective duties must be decided. For example, the official roster of a trade union organization of five hundred workers could consist of a president, vice-president, corresponding secretary, secretary-treasurer, sergeant-at-arms, seven stewards, and an executive board of nine members. This executive board could be composed of the first four officers plus five members elected from the union at large. A full time business representative or business agent may be desirable. If so, he is usually not a member of the executive board although he participates in its proceedings without vote. The organization is now ready to select qualified individuals from its membership to fill these positions.

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b. The date, time of day, and place for the nominations of officers should be announced to all of the union membership a reasonable length of time before the election. Prior to the union meeting for the nomination of officers the membership comprising the opposition to minority groups should have decided upon the candicates by name, i.e., those members who are to be nominated for each and every office. The persons who will make those nominations should also be determined as well as the persons who will second the nominations. It is essential that the opposition to the minority group or groups limit their nominations to one per office, thus avoiding the danger of splitting their votes.

c. At the meeting for the nomination of officers the chairman, on reaching the order of business for the nomination of officers, will announce the number of union offices open for nominations and then he will simply declare: "The chair is now open for nominations for the presidency". After each nomination the chairman will pause for a reasonable period of time so as to permit further nominations to be made. When it becomes apparent that no further nominations are forthcoming the chairman says: "On hearing no objections the chair declares nominations for the presidency closed. The chair is now open for nominations for the vice-presidency". The chairman continues in this manner until nominations for all offices have been made. It should require two-thirds vote of the members present to close nominations. A majority vote is required to reopen nominations for any office (Robert's Rules of Order). When conducting a mock demonstration, nominations from the floor should be strongly solicited followed by secondings. In this respect particular attention should be paid to the women. Their participation should be especially solicited. When requesting nominations from the floor it is advisable to explain to the group that one of the great defects in the local trade unions is the fact that many sensible and thoughtful union members fail to exert any strong beneficial influence because they never rise to express themselves at union meetings. This may be due to inexperience, fright, timidity or indifference. The more one rises to his feet when he has something pertinent and important to say the more one becomes inured to what may be considered to be an ordeal. When conducting a demonstration on nomination and election procedures, a great deal of lively interest may be promoted if one puts himself among the group of workers and makes a nomination or seconds a nomination. He may do this by addressing some suitable person as chairman as follows: Mr. Chairman, I nominate Mr. Sakamoto of this union for president. The nomination is then seconded by another, such as a member of the union as follows: Mr. Chairman, I second the nomination of Mr. Sakamoto for president.

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The following are some of the questions which have been asked most frequently when MG Team members have conducted nominations and election demonstrations in the field. Answers to these questions are herewith given. They are meant to be persuasive and constructive and are aimed at avoiding a categorical affirmative or negative.

(1) Questions: Can a member nominate a friend? Can a group of members plan on a slate or ticket of officers prior to the meeting on nominations of officers? Is it democratic to plan on nominating a friend or in getting together with other union members to nominate members of one's choice?

Answer: These questions are all answered in the affirmative. When any of these questions are asked it is well to explain that minority groups are extremely expert at preparing a ticket or slate for union offices prior to the nomination meeting. This is perfectly legitimate and proper, and it should be pointed out that the decent trade union elements ought to employ the same methods in placing good union members into offices and in beating the minorities at their own game.

(2) Questions: Can a member be forced to accept nomination for office? Can a member be forced to give good and sufficient reasons for not accepting a nomination?

Answer: These two questions are both answered in the negative. It can be pointed out that if a certain individual is thought to have the capacity and the qualifications for a certain union office the decent elements in the union ought to approach that member prior to the nomination meeting urging that he or she accept the nomination and run for the specified office. Appeals could be made to the member's sense of duty owed to fellow workers and to his community. Furthermore it should be pointed out that serving as an officer presents a golden opportunity to do good for the union and to win the esteem of one's fellow workers. If this kind of an approach does not work then it is very unlikely that such an individual would prove to be a conscientious and deligent union worker.

(3) Question: Is the seconding of a nomination required?

Answer: This question should be answered in the affirmative. The seconding of a nomination adds weight and gives an aspect of order to the nomination routine. Where no seconding is required the matter of nominations may deteriorate into merely shouting out names. What is more, if a nomination is unable to bring forth a seconding it is unlikely that the person nominated would win the election. The procedure of not requiring a seconding to the nomination may be perfectly proper for bar associations, medical associations and deliberative assemblies. In trade unions, however, the requirment of a seconding to a nomination is more conducive to the democratic process.

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(4) Question: Can a member object to the nomination of another?

Answer: This is to be answered in the negative. The merits or demerits of a nominee's capacity to hold office are matters undebatable in their nature. Objections as to the fitness and capacity of any candidate are matters to be resolved at the ballot box. It may be further said that the practice of objecting to the nomination of any union member and then calling for an open vote cannot be too soundly and roundly condemned. It is a procedure well known and long used by the subversive minority groups. It is entirely undemocratic because it defeats principles of representative selection and should not be employed by those interested in establishing free and autonomous trade unions.

(5) Question: Can speeches be made when seconding the nomination of a member?

Answer: This question does not admit of a negative or an affirmative answer. Short speeches are not entirely out of order when seconding the nomination or even when putting a person into nomination. However, this procedure is delaying in nature, subject to serious abuse, and should be discouraged by the chairman.

(6) Question: What is the value of nomination committees? Are nominations from the floor always advisable?

Answer: These questions are rather ticklish and insidious. Nominating committees may be the subject of much abuse and in trade unions they should be discouraged. Where they are used, further nominations from the floor should be strongly encouraged. If further nominations from the floor are not permitted then the union lacks one of the essential prerequisites for a representative trade union. In further answering this inquiry, it can be said that in such cases elections resolve themselves to farcical performances. There can be no true democratic elections where the individual workers are prevented from nominating persons of their own choice. Undemocratic countries have elections and the vote is by secret ballot but the rank and file have no control over nominations. A person who fails to receive official approval is automatically scratched off the ballot and the secret vote becomes meaningless. Nomination committees are principally employed in large organizations with dispersed membership such as fraternal associations, bar associations, medical associations, etc.

(7) Question: Can there be self-nominations?

Answer: This question from the point of view of union practice is answered in the negative. A person who cannot have someone nominate and second his nomination is most unlikely to win. Such a practice may lead to endless abuses. It may be Japanese in custom, but is not representative practice and from the point of view of trade unionism it should be discouraged.

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(8) Question: Can a member be nominated for more than one office, e.g., the presidency and the vice-presidency?

Answer: This question is one that perhaps may not be answered with a categorical negative. In the interests of representative autonomy, however, a nominee should not be permitted to stand as a candidate concurrently for any two or more of the top offices such as the presidency, vice-presidency, secretary, etc. There have been instances where men have run for the top offices such as president and at the same time whre permitted to run for the executive board as a member at large, and there may be cases where this may be desirable and be merited. Generally speaking, this practice is subject to abuse, causes a good deal of confusion, and at times fosters ill will.

(9) Question: How many persons can be nominated for any particular office?

Answer: This question may be answered by stating that any number of candidates may be nominated for any office. In line with this, it must be remembered that small minorities may very well take over the leadership in various union organizations by employing the well known tactics of causing the majority vote to be split over a number of candidates. Meanwhile they in turn vote in unison for their candidates.

d. After nominations for all the union offices have been completed it is usual and customary to entertain a motion to have an election committee appointed by the chair. Election committees vary as to number depending on the size of the union, the available facilities for voting, etc. In a union, consisting of approximately five hundred workers three members are usually sufficient. However, there should be an odd number of election committee members, i.e., 3, 5, 7. This is to avoid tie votes and make quick and decisive action possible in matters requiring election committee decisions. The election committee is responsible for planning the mechanics of the election. They have charge of printing the ballots and making proper arrangements as to the location or locations where the voting is to take place. It is suggested that on the day the election takes place a three member board should divide their duties as follows: One member should be seated at a table near the entrance to the hall or room where the workers are to vote. He should have a list of alh those union members eligible to vote and he should check off each union member seeking to cast a ballot. The second election committee member should be stationed close to the ballot box to prevent any "stuffing" of other improper conduct. The third election committee member should be stationed at the exit of the voting place with another list of the members so as to check the voters as they leave. When the election time has passed, the three members of the election committee will open the ballot box in the presence of each other and tabulate the votes. One member can read off the ballots while the other two maintain the tabulation. It is

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usual and customary for the candidates for the principal offices to have personal observers present to watch both the election and the counting of the ballots. However, no interference with the balloting is to be tolerated and no one is to be permitted near the voter as he marks his ballot. There are usually a number of challenged ballots. A determination as to their validity should be withheld until all the ballots have been counted. This will prove both wise and expedient. Let us assume, for example, that there are two candidates for the presidency, that there are five challenged ballots, and that one candidate receives 125 votes while the other receives 70 votes. In such a case it is clear that there is no need to make a determination as to the validity of any of the challenged ballots. However, where there are five challenged ballots, but one candidate has 98 votes while the other has 97, a determination as to the validity of the challenged ballots becomes a matter of extreme importance. In such cases the election committee reviews each ballot and makes its determination in an orderly manner. After the ballots have been counted the results are announced and with this the election has been completed. The following are answers to questions which have been repeatedly asked:

(1) Question: Can union members who are candidates for office serve on the election committee?

Answer: This question is answered in the negative and the reasons are quite obvious.

(2) Question: Can election committee members vote?

Answer: This question is answered in the affirmative. Election committee members do not lose their rights as members, such as the right to vote at union elections.

(3) Question: How much time should elapse between the period of nominations and elections?

Answer: Democratic process is better enhanced when a reasonable interval of time (usually a month) is allowed between the date of nominations and elections. This affords the candidates opportunity to campaign and the membership time to reflect. If it is a small union perhaps a month's time is not required. A week or two may be sufficient. It must be borne in mind, however, that if a proper ballot is to be used, time for the preparation of such a ballot will be required.

(4) Question: What if there are three or more candidates for a union office and none of them receives a majority of the votes cast? In this case, is a run-off election necessary, i.e., another election where the two top candidates are placed on the ballot?

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Answer: This question does not admit of a categorical negative or affirmative. At the outset it may be said that it is a cardinal principle for any organization to determine the rules which are to govern the election prior to the election. This is done so as to avoid ill will and confusion. There are some unions where, in cases of three or more candidates, plurality decides the election. E.g., where in the case of three candidates running for the same office and no one of them has received the majority of two hundred votes cast, i.e., one hundred-one votes, the candidate who has received the highest number of votes cast is elected. In some unions, by the successive elimination of the lowest candidate or candidates, run-off election are conducted until one of the candidates receives a majority of the votes cast. Let us take the case of an election where 200 votes have been cast and there were five candidates, A, B, C, D and E for the presidency and none of the candidates received a majority of the votes cast, i.e., 101. Let us further assume that A received 50 votes, B 45, C 42, D 33 and E 30. In this case D and E would be eliminated in the next ballot because their combined vote could not have elected either of them on the basis of a majority vote. In such a case C along with A and B would be continued on the next ballot in a run-off election. The reason for including C on the next ballot is the fact that the number of votes that he received plus the combined vote of D and E would have given him the majority of the votes cast in the election, i.e., 105. There are other unions that simply eliminate all but the two highest candidates in cases where no one of three or more candidates receives a majority of the votes cast. This appears to be the more practical and expeditious method to follow.

e. The form of ballot used in Japan at the average union election consists of a piece of paper whereon the voter writes the name of the candidate and the office which he desires such candidate to fill. This is a very inept and unsatisfactory method particularly where there are fifty or more union members. Furthermore the average local union in Japan has far too many officers and this naturally increases the unsatisfactory nature of the aforementioned type of ballot. Inclosure No. 1 is a sample of what is considered to be a proper ballot in union elections. The election committee should have candidates or their representatives draw by lot for the order of names on the ballot. This type of ballot has been suggested at various Japanese labor meetings and has aroused much interest and approval.

3. Objections may be raised by some workers that the foregoing procedures are too time consuming, and that while admittedly it is the proper thing to do, nevertheless, union members are apt to be indisposed to such a program. In answering these objections it should be said that workers who are not sufficiently interested

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and willing to expend the necessary time and effort toward the establishment of the democratic process in their trade union organizations are workers who are not interested in sound autonomous trade unions, and are unworthy of the privileges and opportunities which are presently theirs for the asking. In further answering these objections it should be pointed out that the road by which the democratic process is attained is not always easy and smooth.

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BALLOT

Local Union 458

For president: Vote for one

(1)	Sano Isamu	
(2)	Hosaka Masao	
(3)	Maki Shinichi	

For Vice-president: Vote for one

(1)	Sasaki Yukio	
(2)	Ueda Tokiko	
(3)	Watanabe Yasuo	

For Corresponding Secretary: Vote for one

(1)	Ito Tomiko	
(2)	Saito Minoru	

For Secretary-Treasurer: Vote for one

(1)	Tanaka Mosaburo	
(2)	Saito Masako	

For Business Agent: Vote for one

(1)	Koyama Tamiyuki	
(2)	Kimura Matasaburo	
(3)	Sasaki Kazuo	
(4)	Aoki Shigeru	

For Shop Stewards: Vote for three

(1)	Kasagi Minoru	
(2)	Kaiuchi Sadao	
(3)	Mori Shintaro	
(4)	Hayashi Fumio	
(5)	Harada Chojiro	
(6)	Kaneda Takehiko	

For Executive Board: Vote for Five

(1)	Hosaka Ikuo	
(2)	Nagasawa Takashi	
(3)	Sugimura Takehiko	
(4)	Isobe Tetsuo	
(5)	Shirai Kikuko	
(6)	Morikawa Hiroshi	
(7)	Ikeda Teruo	
(8)	Otani Takeko	

The voter indicates his choice by simply marking an "X" in the appropriate spot aside of the name of the desired candidate.

Incl 1.

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L-110

SENIORITY PRINCIPLE IN TRADE AGREEMENTS

DEFINITION AND APPLICATION

The Principle of Seniority

This pamphlet is intended to cast some light on the principle of seniority, which, while being one of the great and universally accepted principles of trade unionism, is still badly neglected by management and labor in Japan. The more basic reasons for this neglect may be due to characteristics which are peculiar to the Japanese people in general and to the relationship between Japanese employers and employees in particular. These in part may be explained by the casts and feudalistic concepts which are still very strongly ingrained in the psychology of the Japanese mentality. The idea of being laid-off because of slack work due to poor business conditions in general is a matter most strange and unheard of among a good many employers and workers in Japan. That is, once an employee has been hired by an employer he becomes an integral part of the employer's industrial family of employees. The employer and his employees bear through all the changing economic vicissitudes, through smiling prosperous days, and through dark days of want and need. Under the feudalistic concept, the workers' economic status never rose beyond a given level of prosperity, but the workers have always had the comforting assurance that their employers would supply them with their basic needs, meager as they were. Under such a feudalistic and caste concept, seniority rules as to layoffs are meaningless. As to promotions and transfers, the average Japanese worker has demonstrated little inclination to challenge the rule of his employer. In Japan, the employer's judgment in this regard, in the past and very substantially in the present, still governs matters as to promotion and transfers.

Since the end of the war, however, the Japanese people, and particularily Japanese workers, have been thrown into a whole new social scheme of things. Labor has been given rights which would set it free from the paternalistic, albeit subsistence bonds of feudalism. It is not sufficient, however, merely to accept these rights. Labor must also accept responsibility if it is to obtain its fair share of the produce of its labor. Responsibility in this instance means labor standing on its own two feet and being independent of its employer so far as paternalistic practices are concerned. When labor becomes free from management and is given the privilege of bargaining for its rights, one of the things it asks of management is fair dealing without discrimination of any kind. When the business conditions of a company suffer reverses so that reduction in force become necessary, if no rules for the lay-off exist, management can discharge whom it pleases. Management can practice discrimination by singling out and discharging those persons whom it does not like.

In the scheme of labor relations as introduced since the end of the war, there has entered a discussion of the subject of "Seniority." There is nothing mysterious about seniority. It is merely a principle from which has emanated a set of rules governing such matters as lay-offs, promotions and transfers in modern industries. It is a principle labor should strive for, and management should agree to if it is sincere.

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The principle of seniority may be simply defined as a rule of preference measures in accordance with an employee's length of service. The rule in effect provides for extra job protection and job opportunity for these with longer service records. Wherever a free labor movement has been permitted to exist, the principle of seniority has gained acceptance by the trade unions. However, it must not be assumed that the seniority rule is one-sided, or that it exclusively benfits the trade unions. If it were just a one-sided rule, it very likely would not have attained the universal acceptance which it has. Thus the principle of seniority in western countries has been widely accepted by employers in both organized and unorganized plants or industries.

Seniority and Management

Management has accepted the principle of seniority as a sound principle of good personnel policy. Management has learned that the adoption of good seniority rules will greatly enhance the workers' sense of security in their jobs. This sense of security, management has observed, contributes substantially toward the development of more satisfactory relations between management and the workers, i.e., makes possible an atmosphere of mutual trust and dependence in which there in apt to be much better understanding of one another's problems. This sense of job security has also contributed substantially toward the workers' productive efficiency because it has freed the workers from any undue anxiety as to where he or she stands in the industrial world of the employer. As the years pass on, a worker's accumulated seniority binds him closer and closer to the work in which he is engaged, and he naturally begins to feel more and more the close ties between his own economic wellbeing and that of the firm by which he is employed. Because the rules of seniority give the worker such a vital interest in his position and in the economic wellbeing of his employer, management is assured of a more steady work force and minimum man-power turnover. Thus the National Association of Manufacturers, an American organization whose membership is exclusively management, advised that "a sound written seniority policy is desirable in every enterprise, whether established by collective bargaining or, in a non-unionized plant, by action of management alone." The N.A.M. further advised that satisfactory employer-employee relations depend in a large part on the existence of a sensible, fair, and clearly defined personnel policy. In the development of such a policy, the principle of seniority cannot be disregarded.

Because of the importance of seniority rights, employers are apt to be more thorough in the selection of their employees. For example in union shops when workers are initially hired employers will, during the usual probationary period of employment, keep a close watch on the worker to be made certain that he or she possess the attributes of a good prospective employee. The rules of seniority will also put the employee on his guard in the matter of closer observance of the rules of employement.

Seniority and the Union

As noted above from the point of view of the workers the sense of security is the most important consideration which is felt within the working community from the establishment of the seniority principle. From the point of view of the union, the seniority principle may become a matter of life and death of the union. ofr, if during periods of slack work or poor business conditions, management were

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to have full choice as to whom it would dismiss as surplus workers, employers could very easily eliminate the leadership in the union by selecting all the active union leaders as proper subjects for dismissals.

In other words, the adoption of proper rules of seniority protects union membership from acts of discrimination as to its leadership because of union activities, and also assures each union member of job protection and job opportunity in accordance with the worker's employment status in the shop.

Seniority in the United States

Let us assume, as we can safely assume, that there are approximately 150,000 trade agreements in the United States. On the basis of this assumption let us consider the following statistical tables taken from the pamphlet entitled "Basic Pattern in Collective Bargaining Contracts," published by an impartial agency in the United States, the Bureau of National Affairs Division. Tables I and II show the extent to which seniority determines who is laid off or promoted as set forth in these agreements. Table III simply notes the differences in practice as to the application of the rule of seniority in the individual trade agreements as to layoffs and promotions.

Table I - Role of Seniority in Layoffs

	% of Contracts
Seniority governs	70 - 75
Seniority given equal weight with other factors	1 - 5
Seniority secondary, applied only if other factors equal	15 - 20
No reference to layoff	5 - 10

Table II - Role of Seniority in Promotion

	% of Contracts
Seniority governs	35 - 40
Seniority given equal weight with other factors	5 - 10
Seniority secondary, applied only if other factors equal	30 - 35
No reference to promotions	25 - 30

Table III - Role of Seniority in Layoff as Against Promotion

	% of Contact
Seniority rights same in layoff and promotion	45 - 50
Seniority governs in both	35 - 40
Seniority secondary in both	10 - 15
Seniority governs in layoff -	
but secondary in promotion	25 - 25
but given equal weight in promotion	5 - 10
but no reference to promotion	10 - 15
Seniority secondary in layoff, but no reference to promotion	5 - 10
No reference to either layoff or promotion	5 - 10

As can be seen from Table I above in nearly three-fourths of the trade agreements the seniority rule is the controlling factor in the matter of layoffs.

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Seniority Rule in Layoff

Seniority rule in layoffs means that in periods of slack work or poor business conditions when employers find it necessary to dismiss some of their employees because they have no work for them to do, they will lay off the workers in the inverse order of their employment, i.e., "these who were last hired will be the first to be laid off." This in effect is the simplest form of the rule of seniority in the matter of layoffs dur to slack work or poor business conditions. The rule, however, does not end here. The rule in further extended to provide the order in which employees will be rehired in case of a revival of business conditions, at which time, because of increased workloads, management finds itself too limited in its work force. In such a case, the rule will provide that when rehiring is to be done, the workers will be rehired in the inverse order of that in which they were laid off, i.e., "those who were last laid off will be the first to be rehired."

The rule of seniority as to layoffs, like any other rule of human conduct, has no set ironclad application. Its application varies in accordance with the exigencies or peculiar needs of the industry which seeks its adoption. The scope of the unit to which the rule may be made to apply is a matter requiring much consideration.

In some trade agreements, the rule may be made to apply on a plant-wide basis; in other agreements it may be made to apply on a divisional or departmental basis, or there may be a combination of units to which it may be made to apply. In still other trade agreements, the application of the seniority rule as to layoffs will depend on the nature of the layoff, i.e., whether it is temporary or permanent. If the layoff is one of a temporary nature, it may, under the circumstances, be wholly inadvisable to apply the rule on a plant-wide basis. This may be clearly appreciated by taken into consideration the following illustration: The average large size industrial plant is divided into various departments and/or workshops. In a particular workshop or department of a plant, there may be many work operations which require experienced, skilled, and deft hands. If a layoff were merely of a temporary nature and the general rule as to seniority on a plant wide basis were to be made applicable, it would perhaps, taking all the circumstances into consideration, work an undue hardship on management and unnecessarily impede the smooth running operations of the plant. A skilled worker or a man who has, through a long period of service in a certain department or workshop, acquired the necessary knowledge, experience, and skill in operating any given machine or in performing certain work operations would be difficult to supplant. The more fact that a workman has more plant seniority does not necessarily mean that he would have the requisite knowledge and experience to undertake the job of the fellow whom he supplants in another department or workshop. The chances are likely that he would have but little knowledge of the other man's work, let alone the necessary skill and experience. Such a man would have to undergo, in many instances, intensive instruction and guidance before he would be performing his job with the degree of efficiency which normal operations would require. In view of these considerations, it may easily be seen that when the layoff is to be one of a temporary nature, the application of departmental seniority as to layoffs would be a more prudent rule to follow. Conversely, where the layoff is expected to be one of a permanent nature, then the application of the rule on a plant-wide basis would be more apt to be just and apropos.

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There are several other considerations in the matter of layoffs. The question may be asked as to how long a period of time after the layoff are employers obligated to recall former employees. The period of time varies considerably, six months being most common. Thus, if an employee is not recalled within a period of six months after he has been laid off, he loses all seniority rights and the employer is under no further obligation in the matter of rehiring him.

Workers are usually given so many days in which to answer a recall notice by the employer. Failure to answer the employer's recall notice may result in the worker forfeiting his seniority and rehiring rights. The extent to which the worker will lose his seniority and rehiring rights again varies greatly.

Seniority in Promotion

As has been already shown in Table II, although seniority is often the governing factor in promotion, it is of secondary consideration in almost as many instances, skill and capacity being of primary importance. Thus, it must not be assumed that the rule of seniority has an inflexible application. For it is recognized that the mere accumulation of years in no way assures the accumulation of wisdom and experience, and the mere fact that a worker has many years of service is no sure indication that he is a man of sufficient competency and experience to warrant a promotion, and in the case of a transfer, to undertake new duties and responsibilities. Thus rule of seniority in regard to promotions and transfers is not to be taken as synonymous with superannuation. Clauses relative to seniority as to promotion may set forth that where there are two or more workers of equal competence and experience, then the senior man shall be entitled to the promotion. If it is deemed, however, that the senior man in service is incapable of holding the job because he does not possess the requisite competence and qualifications, then the promotion shall fall to the next man in line of service having such qualifications. In many contracts, the major judgment as to the general competence of the worker in matters of promotion rests in the hands of management. This, however, does not mean that the company can simply select one worker as against another by the mere imperative declaration that such and such a worker is capable of handling the job whereas another worker, senior in time of service, is not capable. The company must exercise good faith in its judgment. The general practice is to provide for a trial or probationary period of reasonable duration, in which the worker has an opportunity to demonstrate whether he is capable of handling the job.

Seniority Lists

In order to make the seniority standing of each employee clear to both management and union, seniority lists are prepared and made available. The man with the longest service is placed at the top of the list and newcomers are added to the list in the order of their employment. It is customary for seniority lists to be presented to the union and all changes in this list should be reported to the union at periodic intervals. Any employee may protest the length of his service as set forth on the list, and usually, such protests are handled through the grievance machinery.

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Superseniority as Applied to Union Officials

In more than twenty-five percent of the trade agreements in the United States, union representatives are given top seniority for layoff purposes and are placed at the top of the seniority list, thus insuring the stability and continuity of union leadership even during periods of slack work or poor business conditions. This extra preference, which is commonly known as superseniority, however, is lost at such time as the worker ceases to represent the union as a full time union official? It may be said that the general policy is for management to be liberal in granting leaves of absence to workers who are to engage in full time union business.

Conclusion

In conclusion, the primary seniority clause is that having to do with layoffs due to slack work or cuts in production. A clause of this nature usually sets forth that in such cases, those who were last hired shall be the first to be laid off and when rehiring takes place those who were last laid off are the first to be rehired.

Rules of seniority as to layoffs, promotions, transfers and other matters, assures the workers, on the one hand, of equitable standards of treatment in job security and job opportunity, and management, on the other hand, of a more stable and efficient work force.

The attached three sample seniority clauses, which have been taken from trade agreements actually concluded between management and union in the United States, should serve as a guide in preparing seniority clauses in Japanese trade agreements.

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EXAMPLE No. 1

EXTRACT FROM THE 1947 MASTER CONTRACT OF THE BAKERY AND CONFECTIONERY WORKERS' INTERNATIONAL UNION OF AMERICA, LOCAL 20, EMBRACING THE AREA OF GREATER BOSTON

ARTICLE XVI
SENIORITY

A. It is agreed that there shall be a system of departmental seniority as set up in the Schedule of Wage Rates and Classification, governing the lay-off and rehiring of employees; that is, the longer an employee has been in the service of the Company in said department, the later he shall be laid off and the sooner he shall be rehired.

B. It is agreed that there shall be a system of departmental seniority in the case of job openings. Vacant jobs shall be posted on the bulletin board by the Company and described as to shift, hours and type of work. The bidding period will be three (3) days. There shall be no changes of jobs except when jobs are open for bid.

C. In the event of an opening in any department, after all former employees of that department have been re-hired, laid-off employees shall be given preference to the opening in accordance with their seniority regardless of department, providing they report on notification.

D. When an employee has accepted a job temporarily in another department, he shall be transferred back to his former department when work in that department becomes available and regain his old department seniority.

E. Seniority shall terminate upon:

(1) Discharge
(2) Voluntary quitting of employment, except when absent on Union business or when attending a school for bakers.
(3) Laid off for period of six (6) months.
(4) Not available for call when needed, after a notice of ten (10) days.
(5) Obtaining withdrawal or retiring card from the Union, except to enter Armed Services.

F. At the close of each week the Company will give the Union a list of all employees laid off and hired during such week.

G. When an employee is requested to temporarily fill a job carrying a higher rate of pay, the supervisor or foreman shall request the filling of the job according to seniority, and he shall receive the higher rate of pay for all hours worked in the higher classification, provided he works one (1) hour or more at any one time in the higher classification.

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H. If an employee is required to temporarily take the place of any other employee receiving a lower rate of pay, or if for any other reason temporarily transferred to a job calling for a lower rate of pay, his own rate of pay shall be paid. However, if an employee is permanently transferred to a lower classification, he shall recive the rate of pay which applies to that classification.

I. The company is to be the sole judge in selecting non-working foremen, non-working foreladies and executives.

J. Employees who have a record of long and faithful service, and who have become unable to handle or engage in heavy work, will be, as far as practical, transferred to work more suitable and in keeping with their physical condition.

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EXAMPLE NO. TWO

Extract from trade agreement between the Sullivan Dry Dock & Repair Corporation and Industrial Union of Marine and Shipbuilding Workers of America, Local 13

ARTICLE IV

SENIORITY--SHOP STEWARDS--PROMOTIONS AND RECLASSIFICATION--SNAPPERS--SUBCONTRACTORS

SECTION 1. The following departments shall be recognized in the yard: Hull, Welding, Pipefitting, Rigging, Burning, Inside Machinist, Outside Machinist, Blacksmiths, Carpenters, Joiners, Wood Caulkers, Laborers, Fire Watchers, Guards, Timekeepers, Chippers, and Caulkers, Dock Hands and Water Tenders.

SECTION 2. The Company shall prepare and post for each such department a list showing the length of service of each employee according to his trade classification within the department. Such lists shall be arranged in order of length of service and copies shall be furnished the Union. The Company shall deliver to the Union from time to time a Termination List of employees who have terminated employment.

Any employee may protest in writing the length of his service as posted by the plant providing he does so within two weeks working time after his name is posted on the list. Such protest shall be handled as any other grievance.

SECTION 3. All seniority rights shall be lost by employees if:

(a) They terminate their services voluntarily, when needed.

(b) They are discharged for proper and sufficient cause.

(c) They do not report for work when notified unless within three days they present a reasonable excuse. In an emergency, however, the Company has the right to employ new help, but such help will be replaced if senior men report within three days after proper notification.

(d) They do not work for the plant for three (3) months consecutively, unless absence is due to ill-ness or injury (as evidenced by a proper medical certificate) or unless leave of absence has been granted.

SECTION 4. An employee in one classification (trade) when transferred temporarily to any other classification (trade) shall have his name placed at the bottom of that classification (trade) list, but shall retain his standing in his own classification (trade) when rehiring takes place.

No employee shall be transferred to a department when such transfer will prevent the return to work of an available and competent employee.

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SECTION 6. The Company agrees to grant reasonable leaves of absence or reasonable period of time off to any employee who shall be appointed or elected to office by the Union or who shall be assigned by the Union to do Union Work. Such employees shall retain their seniority standing, and leave of absence or period of time off, as the case may be, shall be counted toward the seniority of such employees as if they were actually and continuously employed by the Company. No leave of absence or period of time off, however, shall extend beyond one year and ten days, unless extended by mutual consent of the parties hereto. The Company shall be notified in advance of such leave.

SECTION 7. Promotions and reclassifications and increases or decreases in the working force shall be based upon length of service and ability to do the job. Wherever, between two or more men, ability is fairly equal, length of service shall be the controlling factor.

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EXTRACT FROM AGREEMENT BETWEEN THE INTERNATIONAL UNION, UNITED AUTOMOBILE, AIRCRAFT, AND AGRICULTURAL IMPLEMENT WORKERS OF AMERICA AND GENERAL MOTORS CORPORATION, March 19, 1946

55. Employees shall be regarded as temporary employees until their names have been placed on the seniority list. There shall be no responsibility for the re-employment of temporary employees if they are laid off or discharged during this period. However, any claim by a temporary employee made after 30 days of employment that his layoff or discharge is not for cause may be taken up as a grievance. Such claims must be stated in detail is writing at the time of the filing of the grievance.

56. Employees may acquire seniority by working six months during a period of twenty-four months, in which event the employee's seniority will date back six months from the date seniority is acquired. The foregoing may be modified by local plant agreement to provide that seniority may be acquired only by working six continuous months.

57. When an employee acquires seniority, his name shall be placed on the seniority list for his occupational group in the order of the date of hiring except as provided in the preceding paragraph. Men and women shall be divided into separate non-interchangeable occupational groups, * unless otherwise negotiated locally. If negotiations are requested by either party and are not concluded within sixty days from the date of such request, the matter will be reviewed between representatives of the Corporation and the international union.

58. Seniority shall be by non-interchangeable occupational groups within departments, group of departments or plant-wide, as may be negotiated locally in each plant and reduced to writing. If is mutually recognized by the parties that written local seniority agreements are necessary. The Corporation and the Union will review the status of local seniority agreements ninety days after the signing of this agreement.

When changes in methods, products or policies would otherwise require the permanent laying off of employees, the seniority of the displaced employees shall become plant-wide and they shall be transferred out of the group in line with their seniority to work they are capable of doing, as comparable to the work they have been doing as may be available, at the rate for the job to which they have been transferred.

59. Up-to-date seniority lists shall be made available to all employees for their inspection within the plant either by posting where practical or by a satisfactory equivalent method. The method of displaying seniority lists is a matter for local negotiation.

*Footnote: 1/ The term "non-interchangeable groups" means that all movement in lay-off and rehiring, etc., shall be by occupation, and that there shall not be "bumping," for example, of machinists by electrians. An occupational group may include one or more job classifications. These are similar enough in nature so that any worker in the group can do any other worker's job.

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60. Each six months the chairman of the shop committee shall be given an up-to-date copy of the complete seniority list of the plant containing only the names, seniority dates, and occupational group numbers of the employees. This will not require a change in any mutually satisfactory local practice now in effect.

a. Each two months the chairman of the shop committee shall be furnished a list of the names and seniority dates of employees who during the preceding period of two months have:

(1) Acquired seniority

(2) Lost seniority

(3) Been granted other types of leaves of absence of more than sixty days duration.

61. When an employee is transferred from one occupational group to another for any reason, there shall be no loss of seniority. However, in cases of transfers not exceeding sixty days an employee will retain his seniority in the occupational group from which he was transferred and not in the new occupational group, unless a longer period is specified for any plant or particular occupational group by written local agreement.

62. The transferring of employees is the sole responsibility of management subject to the following:

a. In the advancement of employees to higher paid jobs when ability, merit and capacity are equal, employees with the longest seniority will be given preference.

b. It is the policy of management to cooperate in every practical way with employees who desire transfers to new positions or vacancies in their department. Accordingly, such employees who make application to their foreman or the personnel department stating their desires, qualifications and experience, will be given preference for openings in their department provided they are capable of doing the job. However, employees who have made application as provided for above and who are capable of doing the job available shall be given preference for the openings in their department over new hires. Any secondary job openings resulting from filling jobs pursuant to this provision may be filled through promotion; or through transfer without regard to seniority standing, or by new hire.

Any claim of personal prejudice or any claim of discrimination for union activity in connection with transfers may be taken up as a grievance. Such claims must be supported by written evidence submitted within forty-eight hours from the time the grievance is filed.

63. Seniority shall be broken for the following reasons:

a. If the employee quits.

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b. If the employee is discharged.

c. If the employee is absent for three working days without properly notifying the management, unless a satisfactory reason is given.

d. If the employee fails to return to work within three working days after being notified to report for work, and does not give a satisfactory reason.

e. If he is laid off for twenty-four consecutive months. However, if his seniority exceeds twenty-four months, he shall not lose his seniority until he is laid off for a continuous period equal to the seniority he had acquired at the time of such lay-off period; However, employees with five or more years' seniority shall break seniority if they are laid off in excess of five continuous years.

64. For temporary reductions in production not exceeding four weeks, the work week may be reduced before any employees are laid off, unless otherwise extended by local plant agreement.

65. a. For extended periods of reduced production exceeding four weeks, temporary employees will be laid off, and thereafter the work week will be reduced and/or seniority employees will be laid off to comply with paragraph c below, unless otherwise extended by local plant agreement.

b. Omitted

c. Operation of a plant or any part thereof on a schedule of employment of less than an average of twenty-four hours per week for a period of more than two consecutive weeks or less than an average of thirty-two hours per week for a period of more than four consecutive weeks shall only be by local written agreement with the shop committee.

66. Employees will be laid off and rehired in accordance with local seniority agreements.

67. and 68 omitted.

69. Temporary employees will not be called back until all employees with seniority capable of doing the work have been called back.

70. omitted.

71. Any employee who has been incapacitated at his regular work by injury or compensable occupational disease while employed by the Corporation, any be employed in other work in the plant which he can do without regard to any seniority provisions of this agreement.

72. The employment of the following persons shall not be governed by seniority rules; indentured apprentices, exceptional employees as defined below, students and graduates of technical or professional schools and special employees receiving training as a part of a formal training course. Exceptional employees are employees who have a skill needed in facilitating the start of a new model or at

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times working forces are reduced. A separate list of such employees will be posted in the employement department and be available to the committeemen. Any employee whose name is removed from this will be subject to the rules regarding seniority. Any complaint by the Union in regard to the listing of any employee on the list shall be handled according to the grievance procedure.

73. To protect his seniority, it is the employee's responsibility to keep the plant management informed of his proper home address. The method of notification of change of address is to be established by the respective plant managements for their operations.

74. Provisions pertaining to shift preference may be negotiated locally as a part of local written seniority agreements subject to the approval of the Corporation and the International union. Any such agreements must have sufficient flexibility to give full protection to efficiency of operations under all circumstances and conditions.

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30 August 1949

LABOR EDUCATION FOR SEAMEN

L-110

Education Section
Seamen Bureau
Ministry of Transportation

To carry out labor education for seamen, a budget amounting to ¥5,861,000 (¥4,952,000 for the Ministry proper and ¥909,000 for local Maritime Bureaus)was passed and approved by the Diet for the 1949 fiscal year. Now labor education for seamen is being carried out positively under the 1949 labor education implementation program, and both sides of shipowners and labor unions are showing their deep concern about labor education. So we believe that such educational activities are now gaining good results.

The budget for the coming 1950 fiscal year was formulated taking into consideration the following points, viz. to economize Government expenditures as much as possible for the purpose of obtaining the maximum effects in line with the purport of the 9-point Economic Stabilization Program, to continue only the business for the current year completely handling the business and to facilitate the execution of labor education activities in local districts.

The objective of labor education for seamen rests mainly upon the following three points:

1. Acceleration of democratization of unions.
2. Exclusion of domination of union by a special political party.
3. Assistance to organization of labor unions.

The requested estimates and contents of the business for the budget for the 1950 fiscal year are as stated as follows:

Labor Education Program for 1950

Item	Amount Requested for 1950	Amount Approved for 1949
I. Publication of monthly magazine, "Marine Labor"	¥2,036,440	¥1,517,404
II. Publication of the "Friends on the Sea" every ten days	650,000	-
III. Printing of educational pamphlets and posters	1,316,563	1,135,000

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Item	Amount Requested for 1950	Amount Approved for 1949
IV. Enlargement of labor libraries for seamen	300,000	250,000
V. Lecture course for officials in charge of labor administration	575,076	304,900
VI. Implementation of visual education	611,970	434,701
VII. Seamen's labor education brief courses to be held under auspices of Ministry of Transportation	1,200,000	1,137,056
VIII. Increase of officials in charge of labor education	679,896	172,939
IX. Local seamen's labor education brief courses to be held by each Maritime Bureau	2,068,100	909,000
TOTAL	¥9,438,045	¥5,861,000

I. Publication of the Monthly Magazine "Marine Labor"

A. Objective: To compile fundamental knowledge on labor movement and items necessary for labor education, e.g., articles on labor whereby to contribute to the sound development of the labor union movement.

B. Distribution: Seamen on board steamships and fishing crafts, shipowners, organizations concerned with maritime affairs and Government offices concerned.

C. Circulation: 7,000 copies monthly, size B5, 32 pages each.

D. Method of Publication:

1. Printed monthly, not for sale.
2. Editor-publisher - Chief of the Education Section.

E. Contents:

1. Labor education.
2. Compilation of laws and regulations concerning labor with comments.
3. Labor situation, home and abroad.
4. Comment on current topics.
5. Cultural education.
6. Raising of dissertations and announcement thereof.
7. Statistical materials of various kinds.
8. Answers to questions.
9. Internal information.

F. Required Expenses: ¥2,036,440

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II. Publication of the Magazine "Friends on Sea" Printed Every Ten Days

A. Objective: To offer educational data to ordinary seamen and seamen of fishing crafts whose level of knowledge is comparatively low.

B. Distribution: Almost same as that of the "Marine Labor" but emphasis will be placed on ordinary seamen and seamen of fishing crafts.

C. Circulation: Tabloid size, 2 pages each. Published 20,000 copies every time, 60,000 copies monthly and 720,000 copies annually.

D. Method of Publication:

1. Not for sale.
2. Editor publisher - Chief of the Education Section.

E. Contents: General knowledge on labor and subjects of entertainment with simple contents easily understandable by ordinary seamen.

F. Required Expenses: ¥650,000

III. Publication of Educational Pamphlets and Posters

A. Pamphlets

1. Objective: To popularize systematic and special knowledge on labor union movement.

2. Distribution: Almost same as that of the "Marine Labor".

3. Circulation: Size B6, 32 pages each, published 6,000 copies each time; 10 kinds and 60,000 copies annually.

4. Method of Publication: Same as that of the "Marine Labor".

5. Contents:

a. Democratized labor unions.
b. Independence of labor unions.
c. Union contract.
d. Union contract and obligation of union members.
e. Union contract and employment regulations.
f. Public welfare and disputes.
g. Committee members on board and shop stewards.
h. Disposition of complaints.
i. Election of union officers.
j. Dispute disposition machinery and shop stewards.
k. Revised Trade Union Law.
l. Revised Labor Relations Adjustment Law.
m. Rules of trade unions in America.
n. Steering of union meetings.
o. What is democracy?

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p. Establishment of minimum wage system.
q. Union contracts in America.
r. Trade unions in the world.
s. History of trade unions.
t. Unemployment problems and its counter-measures.
u. Comment on the history of labor movements in America.
v. How to make collective bargaining.
w. Others.

B. Printing of Posters

1. Objective: To inform the public of major labor problems and to encourage general concern about labor.

2. Distribution: Vessels, seamen's lodging houses, unions, etc.

3. Circulation: Size B2, tricolor printing, 3,000 copies per kind; 12 kinds amounting to 36,000 copies printed annually.

4. Method of Publication: Same as I above.

5. Contents:

a. Comment on the Mariners Law.
b. Subjects on relief and welfare facilities for seamen.
c. List of training and educational institutions for seamen.
d. What are the obstacles to the democratization of unions?
e. Sanitation on board.
f. Functions of the committee on board.
g. Union contract.
h. Prevention of marine disasters.
i. Structure of the committee on board.
j. Organization of All-Japan Seamen's Union.
k. How to make collective bargaining.
l. Others.

6. Required Expenses: ¥1,316,563

IV. Enlargement of Labor Libraries for Seamen

A. Objective: To aim at contributing to the development and promotion of labor union movements in a democratic way by expanding cultural and educational facilities such as libraries in view of the fact that seamen are not so favorable as land workers in respect of the working conditions, etc.

B. Distribution: Each Maritime Bureau will be furnished with 200 books and the Bureau will lend them to vessels and lodging house, sanatorium and meeting establishments for seamen under its jurisdiction.

C. Circulation: 2,000 books

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D. Kind of Books:

	No. Copies
Labor	600
Economy	300
Politics and Society	300
Laws	100
Literature	300
Culture	200
Marine Transportation and Communications	100
History, Geography, Biography and Language	100
Total	2,000

E. Required Expenses (Expenses for Purchasing Books): ¥300,000

V. Lecture Course for Officials in Charge of Labor Administration

A. Objective: To give officials in charge of labor education in each Maritime Bureau correct knowledge, perfect common sense, positive enthusiasm for education and proper educational technique, for they are prerequisites for obtaining effective results in labor education. For this reason, the lecture course will be held twice a year in Tokyo for chiefs of the Seamen Department, Labor Section, Education Team, Labor Team, etc. of each local Maritime Bureau with a view to educating them repeatedly and making them propelling forces for labor education in local districts.

B. Period of Education: 2 times a year, 2 days each time.

C. Number of Persons to be Trained:

Chief of Seamen Department	1
Chief of Labor Section	1
Chief of Education Team or Labor Team	1

Totalling 3 persons for each Maritime Bureau
Total: 10 Bureaus; 30 Persons

D. Lecture Subjects:

1. Comment on the Revised Mariners Law.
2. Comment on labor laws and regulations.
3. Significance of the democratic labor union.
4. Steering of meetings.
5. History of labor movements in America.
6. History of labor movements in England.
7. History of labor movements in Japan.
8. Actual activities of Communist fraction.
9. Union contract.
10. Grievance machinery.
11. Shop stewards and committee on board.
12. Feudalism and democracy.
13. Significance and importance of labor education.

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14. Managing right and labor union.
15. Democracy and autocracy.

E. Required Expenses: ¥575,076

VI. Implementation of Visual Education

A. Objective: Education through sense of sight is more instructive, universal and many-sided than printed matter or lectures as well as requiring very little preliminary knowledge and culture. Such education, therefore, is expected to obtain better results in labor education. For this reason, in this fiscal year, our efforts will be made, in succession to the previous year, for the purchasing of the required items to be fully utilized.

B. Items to be Purchased:

16 mm talkie-projector	1 unit
New-type magic lantern	10 units
Educational talkie-film	10 reels
Educational magic-lantern slide	100 reels
Picture-drama set	50 sets

C. Preparation of Slides:

Magic lantern slides for education 4 reels
Contents:
(a) From the organization of a labor union till collective bargaining.
(b) Right union activities.
(c) Disposition of grievance.
(d) Union contract and collective bargaining.

D. Required Expenses: ¥611,970

VII. Seamen's Labor Education Brief Course to be Held Under the Ausnices of the Ministry of Transportation

A. Objective: Such courses are being held actively in the current year. In the 1950 fiscal year also it is expected that such education will be conducted more actively and widely than this year for the purpose of elevating quality and knowledge of seamen through labor problems and other subjects.

B. Period: 20 times a year.

C. Places Held: 20 places including Yokohama.

D. Persons Educated: Seamen, shipowners' associations and other related persons.

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E. Contents of the Course:

1. Lectures on democracy and feudalism.
2. Trade Union Law.
3. Collective bargaining.
4. Labor Standards Law.
5. Organization of a labor union.
6. Union activities.
7. Democratic character of a labor union.
8. Independence of a labor union.
9. Lectures on the Labor Relations Adjustment Law.
10. Others.

F. Required Expenses: ¥1,200,000

VIII. Increase of Officials in Charge of Labor Education

A. Objective: To carry out labor education for seamen, a budget amounting to ¥ 5,861,000 was passed and approved by the Diet for 1949 fiscal year. But as to officials in charge of such education, only one 2nd class official and one 3rd class official were appointed for the duty. However, in order to carry out such education more smoothly than it is now, it is necessary to increase the number of superior officials in charge of labor education.

B. Number of Persons Included in the Approved Budget:

2nd class officials	1
3rd class officials	1
Total	2

C. Number of Persons Required to be Newly Increased:

2nd class officials	1
3rd class officials	2
Clerks	2
Total	5

D. Required Officials in 1950 Fiscal Year:

2nd class officials	2
3rd class officials	3
Clerks	2
Total	7

E. Required Expenses: ¥674,896

IX. Local Seamen's Labor Education Brief Course by Each Maritime Bureau

A. Objective: To hold lectures on labor education for seamen under the jurisdiction of each local Maritime Bureau.

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B. Period:

68 times a year; one day each time.
2 times a year at the following 34 places.

C. Places Held:

Tokyo, Chiba, Yokosuka,
Hakodate, Muroran, Kushiro, Aumoi,
Fushiki, Nanao, Shimizu, Yokkaichi,
Tsuruga, Maizuru, Wakayama,
Onomichi, Kure, Sakai, Matsuyama,
Tokushima, Matsue, Kochi, Niihama,
Fukuoka, Miike, Kagoshima, Oita,
Kamaishi, Aomori, Ominato, Hachinohe,
Naoetsu, Kashiwazaki,
Akoo, Hirohata.

D. Persons to be Educated: Seamen, shipowners and other persons concerned with maritime affairs.

E. Contents of the Course:

1. Trade Union Law.
2. Labor Relations Adjustment Law.
3. Mariners Law.
4. Other problems.

F. Required Expenses: ¥1,650,000