

GHQ/SCAP Records(RG 331)
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EDITOR'S NOTE - Yomiuri, 8 May 1951

Does a labor movement exist in Japan? At least until the recent May Day incident, labor has been so quiet that the question seemed natural.

However, the quietness, or lack of it, is not the issue today. What we wish to probe is the apparently general idea that "labor movement" means strikes, demonstrations, battle with the police and nothing else. We Japanese, unused to the concept of legal labor actions, are too apt to think of labor in terms of the violent, militant and disorderly strikes and demonstrations of the Communists or the underground heroes of the era when the party was outlawed. That is immaturity.

Apparently the union leaders also cannot conceive of anything beyond the above and are enthralled by ideas of martyrdom and "heroism."

Democracy cannot thrive under these conditions.

Looking at the other side, however, we have even more contempt for the politicians and capitalists who, satisfied that the tide of Communism is receding, are beginning to throw their weight around. They are playing into enemy hands, for that is what they want - their leaders underground.

CIVIL SERVICE DIVISION
Government Section

19 April 1951

MEMORANDUM FOR : Mr. Frank Rizzo
Chief, Government Section

SUBJECT : Statement on Labor Policy

1. There is attached a copy of a statement concerning labor policy in the public service which I propose to make to the initial meeting of a proposed conference on labor management relations in the public service. This statement does not constitute any change of policy.

MNS:ger

MAYNARD N. SHIRVEN
Chief

hmf

CIVIL SERVICE DIVISION
Government Section

12 April 1951

MEMORANDUM FOR RECORD:

SUBJECT: Labor Relations

Following up on a Civil Service Division request for a schedule of major government employee organization conventions at which it might be suitable to make a statement on civil service labor relations, Mr. Maruo of NPA and an assistant, called on Mr. Shirven today. Mr. Shively and the undersigned were present.

It was learned that the major government unions have just completed their annual conventions, but that NPA has for some time been holding monthly discussion meetings with representatives of 24 large organizations, all moderate in viewpoint and registered with NPA. Mr. Maruo offered all possible assistance toward meeting with this group and was advised that it would be taken under consideration when and if a definite line of thought and a formal statement are prepared.

Mr. Maruo explained that the NPA-employee^{group} meetings are part of the policy of bettering relations with employee groups and that the regional offices have been directed to develop such discussion meetings locally.

It was incidentally added by Mr. Maruo, that two recent employee developments, almost unanimously supported by employee representatives, are:

- a. Reports of greater political activity freedom for local public service manual workers have stimulated desires for equal rights for national public service workers, particularly in the Postal and Telecommunications Ministries.
- b. Reports of a similar nature concerning^{labor relations of} local public enterprise employees have aroused demands that the postal and telecommunications work be handled by public corporations like the National Railways. This would not imply the right to strike but would permit collective agreements.

Mr. Maruo was informed that NPA's advice as to the statement and the timing of its announcement would be sought when a final decision as to the statement itself is made.

J. SATO
J. SATO

Civil Service Division

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Press Rel. Misc

CIVIL SERVICE DIVISION
Government Service

10 January 1950

MEMORANDUM FOR : The Record

SUBJECT : Soviet Representative's Statement before 178th
FEC Meeting, 5 January, Washington, D. C.

Under date of 10 January, a message from the Department of the Army, Washington, D. C., to SCAP, Tokyo, dated 6 January 1950, was received containing the full text of the Soviet Representative's statement on Labor Policy before the 178th FEC meeting of 5 January in Washington, D. C. The first part of the statement attacks SCAP's policy relative to the handling of mass demonstrations conducted by Japanese workers' trade unions and others where the Japanese police have intervened. It also included an attack on SCAP's method of handling Japanese newspapers.

The latter part of the statement is quoted in full, direct from the message:

"Besides that, as it was pointed out in the Soviet delegations statement of 27 Oct 49, and in other statements on labor ques, the Japanese authorities are openly utilizing mass discharges in govt enterprises and institutions in order to expel progressive trade union leaders and persons undesirable by management as well as in order to split up and destroy the trade union. The US representative in his statement of 17 Nov 49 attempted to challenge this fact, however, Gen Walker, CG of the Eighth Occupation Army, in his statement of 15 Sep 49 actually confirmed the fact that the Japanese Govt was utilizing mass discharges for political purposes.

"The US representative in his statement of 17 Nov 49 also attempted to justify the issuance by the Japanese National Pers Authority of a reg of 17 Sep 49 prohibiting the workers of govt institutions fr engaging in political activities. The US representative asserted that this reg was not 'a new decision' but merely implemented the revised National Public Service Law. The unfoundness of this argumentation is quite obvious for it is known that the revision of the National Public Service Law constituted a direct violation of the Potsdam Declaration and policy decisions of the FEC on democratization of Japan.

"The deprivation of govt workers of their elementary political rights constitutes and unprecedented reactionary measure which could have been carried out by the Japanese Govt only with the open spt on the part of the Occupation authorities. As is known, according

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to the above mentioned reg of the Japanese National Pers Authority all govt workers, who are trade union members, numbering over 1,000,000, are prohibited fr sptg and criticizing pol parties and orgns, participating in their leadership, criticizing the existing cabinet, demanding the dissolution of any orgn or the disch of any govt off, participating in pol campaigns, organizing demonstrations and meetings, publishing and distributing printed party publications, making speeches and statements of their political views, as well as fr writing books and articles on political subjects etc. Persons violating this regulation are subj to imprisonment for up to 3 years and to a fine of 100,000 yen.

"This reg is an entirely open and demonstrative violation of the Potsdam Declaration which provides that 'Freedom of speech, of religion and of thought, as well as respect for the fundamental human rights shall be established' in Japan and of Para 6 of the FEC Policy Decision 'Principles for Japanese Trade Unions' which provides that 'Trade unions should be allowed to take part in political activities and to spt political parties.'

"It has also been said in the above mentioned ltr of Gen Derevyanko that many Japanese trade unions have approached him with petitions in which this measure of the Japanese Govt is qualified as 'complete suppression of basic human rights and trade union activities' and as leading to 'the revival of military fascism'.

"Gen Derevyanko has pointed out that the measures of the Japanese Govt and of the US Occupation authorities, without whose knowledge they could not have been carried out, are at present directed not toward the democratization of Japan in accordance with the principles of the Potsdam Declaration and the policy decisions of the FEC but pursue the aim of suppressing the elementary democratic freedoms and political rights of the Japanese people, which leads directly to the reestablishment of the fascist order prevailing in Japan before the surr.

"The Soviet delegation is of the opinion that the Far Eastern Com cannot bypass these facts of direct violation of the decisions previously adopted by the Allied Powers.

"The Soviet delegation believes that the best solution of this problem would be the adoption of the Soviet proposals on labor ques, as shown in FED 318/22, which provides for the necessity of taking measures to abrogate the revised labor laws which are contrary to the Potsdam Declaration and the policy decisions of the FEC."

US member who was alerted of the probability that Soviet would raise this issue, referred the members to previous US statements made in reply to early Soviet allegations.

WPM:ger

CONFIDENTIAL

W. PIERCE MacCOY
Acting Chief

SECRET

00365

New Japan Communist Party Labor Strategy

G-2

Attn: ESS
Labor Div
GS
Attn: Civil Service Div

6 January 1950
CI Div/JPPB/JFF/mhb

1

1. Forwarded herewith is Summary of Information dated 30 December 1949, subject as above, outlining strategy to be used by the Japan Communist Party in the Japanese labor movement during the coming months. This information was compiled on the basis of statements made by Japan Communist Party leaders at secret Party meetings as reported by usually reliable sources, and of documents recently issued by the Party outlining certain phases of its future labor strategy.

2. This is for your information.

1 Incl:

Copy of S/I, subj as above,
dtd 30 Dec 49

[Handwritten Signature]
C.A.W.

100438

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CI Div/JPPB/JFF

30 December 1949

SUMMARY OF INFORMATION

SUBJECT: New Japan Communist Party Labor Strategy

1. A brief review of recent changes within the Japanese labor movement will clarify the reasons for the formulation of the new JCP labor strategy outlined in succeeding paragraphs. It will be recalled that the Party suffered heavy reverses in the labor field during the summer and fall of 1949, due primarily to the following factors:

a. The discharge from Government employ of a large majority of the key Party members and sympathizers in Government workers' unions, (most of whom devoted their full time to union activities and agitation of fellow workers) as a result of the personnel retrenchment program carried out by the Government during the summer of 1949; also similar losses in unions in strategically important private industries which have been conducting personnel cutbacks in the interests of economy.

b. The sharp turn of public opinion against the JCP as a result of the series of Communist-inspired strikes, violent incidents and sabotage which took place between June and September 1949.

c. The rapid increase in strength of moderate anti-Communist labor union factions such as the Democratization League (Mindō) and Reconstruction League (Saikō), and the acquisition of control by such factions over some of the nation's largest unions, formerly dominated by Communist elements.

d. The "separationist" tactics employed by Mindō factions, whereby some unions were completely split into Mindō-controlled and Communist-controlled factions, and through such isolation of the Communist factions prevent their exercising further influence upon the Mindō factions.

Of these four factors, the last two were largely made possible by the first two, and it is with the last two (i.e., increase of Mindō strength and separationist tactics used by Mindō) that the JCP is reported to be most concerned at the present time. Mindō represents the moderate segment of the Japanese labor movement, opposing the policies and strategies of the JCP as well as most of its objectives; it is largely an antithesis of what the JCP stands for in organized labor. At the same time, the separationist tactics employed by the Mindō factions are highly dangerous to the JCP, since the entire system of JCP influence and control in labor requires large well unified unions which can be effectively controlled by a strategically placed JCP minority.

As a result of these events of the past few months, the JCP now finds its influence in the Japanese labor movement at the lowest point since the early 1946. A recent estimate made on the basis of G-2 information revealed that at the present time probably not more than 1,500,000 of Japan's 6,800,000 organized workers belong to unions dominated or heavily influenced by elements of the JCP, as compared to a figure of approximately 4,000,000 at the beginning of 1949.

2. Following the train of circumstances noted in the preceding paragraph, the JCP was thrown into complete confusion as to its labor policy. By the early part of September 1949 it was reliably reported that the Party had no definite labor policy whatsoever and was at a loss as to what course to take. However, by the end of October 1949, reports indicate that definite new strategies were being formulated to cope with the new situation. Information recently received from various reliable sources permits a reasonably accurate outline of the strategy which the JCP will probably employ

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during the coming months in an effort to regain its former influence in the Japanese labor movement. This outline, as presented below, has been compiled almost exclusively from recent statements of prominent JCP members at labor union "group" (fraction) meetings, and from recently published JCP documents pertaining to its future labor activities:

a. General Strategy:

- (1) Refrain from the use of violent or illegal tactics in labor disputes.
- (2) Refrain from agitating for general strikes or simultaneous nationwide strikes by single industries or services.
- (3) Place emphasis on development of cells in individual workshops, and on individual local struggles.
- (4) Refrain from attempting to control unions through "fractions" in national, regional or prefectural leadership ranks.
- (5) Base demands on practical economic and social needs of workers, with less emphasis on abstract political demands.

b. Strategy for Coping With Minde:

- (1) Infiltrate secret JCP members into Minde wherever possible.
- (2) Promote and publicize the lack of unity within the ranks of Minde leaders.
- (3) Give no support to the dispute tactics of Minde-led unions; wherever practicable, openly oppose and denounce such tactics as being ineffective.
- (4) If the demands of Minde-led unions are rejected, propagandize such failures of Minde leaders to the utmost.
- (5) Through denunciation of Minde failures, endeavor to win over "neutral" elements of the unions, opportunistic elements who supported Minde only through desire for personal gain, and "weaklings" who supported Minde out of fear of being discharged.

c. Strategy for Coping with Minde "Separationist" Tactics:

- (1) Launch a great unification drive, with reunification of split unions to be stressed above all factional differences.
- (2) The unification drive must involve establishment of "unification committees" within all major labor unions and federations of unions. Such committees will initiate and direct unification activities of all kinds.
- (3) Proposals of unification will be made to "neutral" and Minde-led unions, stressing the necessity of a unified labor front despite factional differences.
- (4) If the unification drive is successful, even unions under "neutral" or Minde leadership can be directed along JCP lines through increased JCP power at local levels, by taking advantage of the general dissatisfaction with the Yoshida Government and with current economic hardships.

d. Strategy for the National Congress of Industrial Unions:

- (1) The NCIU will be dissolved, if necessary, to promote the unification movement.
- (2) Subsequent to such dissolution, NCIU member unions will constitute a nucleus of JCP strength in new "neutral" organizations to be formed as a result of the unification drive.
- (3) The ultimate objective of the unification drive and NCIU dissolution will be the formation of a new NCIU-like labor organization in the guise of a "neutral" body, with JCP strength at rank-and-file level rather than in higher echelon leadership.

3. A careful examination of this strategy reveals that its most important points are those of (a) placing increased emphasis upon cell activities at local levels, (b) assumption of a "wait-and-see" attitude in anticipation of the failure of Minde leaders, and (c) launching of a unification drive designed to re-unite split unions and ultimately to create a new labor organization wherein JCP influence can be subtly exercised from lower levels.

Numerous reports have been received substantiating the Party's new policy of de-emphasizing high-level fraction activities, and the change-over to strengthened and highly-coordinated cell activities among rank-and-file labor union members. This appears to have resulted from various recent instances where Communist and pro-Communist leaders effectively controlled unions at the top, but received little active support from the ranks of union members due to weak and poorly-coordinated cell activities. At the same time, the occupation of important labor union leadership positions by JCP members and sympathizers has in the past served to draw much public criticism to the Party and the unions it controlled.

It will be noted that to a large extent the success of the Communist strategy depends upon failure of Minde leaders in their current campaign to gain wage increases and year-end bonuses for their unions. Especially is the proposed unification drive dependent upon the anticipated downfall of Minde, inasmuch as if Minde maintains its present control of numerous major labor unions, it will be able to forestall any attempts by Communist labor strategists at large-scale unification moves. Reliable sources report that Communist labor leaders feel sure of the eventual downfall of the Minde leaders who now dominate such unions as the National Railway Workers' Union (Kokutetsu), the orthodox All Communications Workers' Union (Zentei), the All Japan Electric Industry Workers' Union (Densan) and many others.

CIVIL SERVICE DIVISION
Government Section

1) Mr. MacCoy
2) ~~Salter~~
Files.
First Salter Rel.
2-27-50

22 November 1949

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Acting Chief, Civil Service Division
SUBJECT : Dissemination of Labor-Management Relations Policy

It is now planned that the dissemination of the labor-management relations policy by action of this office will be initiated in the field during January. It is expected that Mr. Tindale will travel in the northern half of Japan, visiting the regional offices of NPA, and Mr. Salter will travel in the southern part of Japan, visiting the regional offices in that area.

MacDonald Salter

MacDONALD SALTER
Chief, Classification &
Compensation Branch

MS:rj

*O.K. and
good hunting !!*

WBr

11/28/49

C O N F I D E N T I A L

*Files
Govt Labor Rel*

CIVIL SERVICE DIVISION
Government Section

27 September 1949

MS

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Acting Chief, Civil Service
Division

SUBJECT : Request Made by the Mindo Faction to NPA on
Pay Level

It was reported in the evening edition of September 26
(dated September 27, 1949) of the Tokyo Shimbun, and also in
the Nippon Times of September 27, copies of which are attached,
that representation had been made by the conservative factions
of certain government unions to the Prime Minister, Minister of
Labor, and the President of NPA, to accept the ¥9700 wage base
for railway workers.

While NPA is not involved in the determination of pay for
railway employees, this action nevertheless is indicative that
representation may be made by the unions to NPA on behalf of
the regular service.

Should such action be taken it immediately raises the question
as to whether it would constitute "a request for administrative
action" under Article 87 of the NPSL. If it is such an action
then NPA is required to "conduct such investigation....as it
deems necessary....." It actually would put NPA in the position
of controlling the situation until they were ready to announce
any decision concerning the pay level.

I think we should be prepared for this situation and advise
NPA as soon as possible.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd
Att. 1

C O N F I D E N T I A L

If request comes from unions then as you suggest in a position stating that art. 25. registered unions should be returned with such an organization and cite art. 4 of the 2nd Sep. of NPSL and Rule 14-2.

MS

WPR
9/25

Tokyo Shimbun 9/27/49 (actually evening edition of 9/26)

In connection with the new pay base of ¥9700 and the year-end bonus of one month pay proposed and submitted by the KOKUTETSU Workers Union to the KOKUTETSU Mediation Committee, the representatives of the MINDO FACTION of various unions (NIKKYOSO, ZENTEI, SAIDO, TOROKEN, JICHIROREN, etc.) visited the Minister of Labor SUZUKI and the President of the NPA, ASAI on the 26th and expressed their intention to support the KOKUTETSU labor unions' demands and requested the government to approve said demands.

Nippon Times 9/27/49

Representatives of five labor unions yesterday mad a cricuit call on Prime Minister Shigeru Yoshida, Labor Minister Masabumi Suzuki and President Koyoshi Asai of the National Personnel Authority to ask them to accept a ¥9,700 wage basis for the railway workers.

The five unions were the Democratization League of the Japan Teachers' Union, the Reconstruction League of the National Communications Workers Union, the Metropolitan Workers' Unions Federation, the National Printers' Union and the Federation of Autonomous Government Workers' Unions.

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CIVIL SERVICE DIVISION
Government Section

26 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Labor-Management Policy

1. As the result of a conference held early in the week among Mr. Steward, Salter and Dr. Asai, Mr. Mizuno, Chief of the Equity Bureau reported this afternoon.

2. It was evident that Dr. Asai did not appreciate the concept of a labor-management policy nor the request that was made of him as to how to implement a program for the furtherance of a good labor-management policy. Mr. Mizuno had invited representatives of Zentei, Ministry of Public Welfare Employees' Association, Commerce & Industry Employees' Association and Zen Norin to place before him their claim that management is unlawfully suppressing unions in the retrenchment program. The results of these representations by the unions clearly pointed out that all their claims were related to actions taken under the provision of the retrenchment program. This law expressly excludes NPA's participation in such a program and therefore NPA has no basis for conducting such an investigation. Furthermore, the persons who represented the unions did not present any credentials. NPA, in essence, did not determine whether these persons could be held accountable for their statements concerning the activities of the union. Mr. Mizuno merely stated that the persons who did come were persons who had on previous occasions contacted NPA and his office. It would appear that perhaps there is an effort being made to try and involve the Equity Bureau in some statements or bad publicity similar to the efforts that were directed against the Investigation Bureau. NPA has endangered its position as a neutral agency interested in protecting the rights of employees and in furthering efficient management by talking specifically with these representatives and entertaining their discussions. Needless to say, it has been a substantial waste of NPA's time.

3. The whole matter will have to be reevaluated with Dr. Asai both as to his understanding and as to the activities of his staff.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mvb
1 Attachment

WT-~~II~~ VI

CIVIL SERVICE DIVISION
Government Section

H.W. Steward
J. S. [unclear]
[unclear]
[unclear]

24 August 1949

MEMORANDUM FOR: The Record

SUBJECT : Japan League of Employers Association Recommendation
on Labor Relations

A program has been proposed dealing with certain phases of labor relations by the Japan League of Employers Association and distributed throughout the country. The program is pointed at the elimination of disturbing elements within companies and strengthening of the position of management. It is predicated upon the example set by the government and specifically carried out under the retrenchment program in Kokutetsu. The expression is made that Communists and their activities were protected under Article 11 of the Labor Union Law. However, the latest mass discharge of state railway employees including many disturbing elements has furnished a decisive precedent regarding this point. Recognizing the disturbed situation and the potential element of further and more intensive disturbing activities, the report states "if the situation is left as it is, management will be continually menaced by their actions, and there will be little hope of establishing a sound labor-management relationship".

Specific measures which are recommended are as follows:

1. Those who have committed acts interfering with the normal management of enterprises or who have assisted others in the commission of such acts, should be dismissed.
2. Any act violating work rules, contracts, operational regulations, etc. should be punished promptly and adequately.
3. Employers should recognize a second union particularly if it is organized for the purpose of improving the condition of the enterprise by means of adequate labor-management collaboration.
4. Since employers will no longer be criticized as undemocratic if they undertake anti-Communist education for their employees, it is logical that such training should be encouraged. This is particularly true since the Communist takes every possible opportunity to inculcate Communism in the employee.

Employers are urged to cooperate with autonomous labor unions who are properly recognized under labor laws. Employers should endeavor to call the attention of the public to cultivating respect for law and to the necessity of democratizing labor unions. On the other hand employers should urge the labor committees to establish

24 August 1949

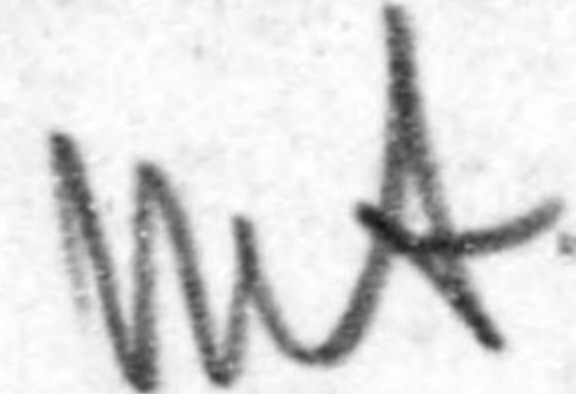
good customs and assist the courts in formulating favorable precedents.

In revising labor contracts employers have an opportunity to facilitate labor-management collaboration and are urged to make the most of this opportunity. The following points should be taken into consideration:

1. Matters concerning autonomy, democracy, and responsibility of labor unions must, as far as possible, be stipulated unequivocally in the contracts.
2. While attention should be paid to the protection of labor rights, it is necessary to define the limits beyond which the union cannot interfere in management.
3. A clear statement should be made to adequately define the line of demarcation between union members and those who cannot be union members, giving due consideration to the requirements of management as well as to the autonomy and independence of the union.

Retirement allowances have become an important matter in the face of the rationalization of industry and subsequent mass discharges. The following principles are suggested:

1. Retirement allowances which might normally be absorbed in a social insurance system should still be considered and paid to insure employees some livelihood after discharge.
2. Discharge allowances, which have been paid in addition to retirement allowances, are incompatible with the present unemployment compensation insurance system and any such allowance therefore should be part of the retirement allowance.
3. Retirement allowances should be determined within the financial ability of the enterprise.
4. Care should be followed in determining the amount of retirement allowance for an enterprise to be sure that it reflects the general standards in the industry and area and does not set an undue precedent.
5. No permanent stipulation should be provided with respect to retirement allowance in view of the economic instability of currency. All provisions should be applicable to present cases or cases arising in the immediate future.



MACDONALD SALTER,
Chief, Classification-Compensation Branch.

1. ~~Mr. Hoover~~
2. Mr. Hoover
3. File

BH

CIVIL SERVICE DIVISION
Government Section

4 August 1949

File
WBN

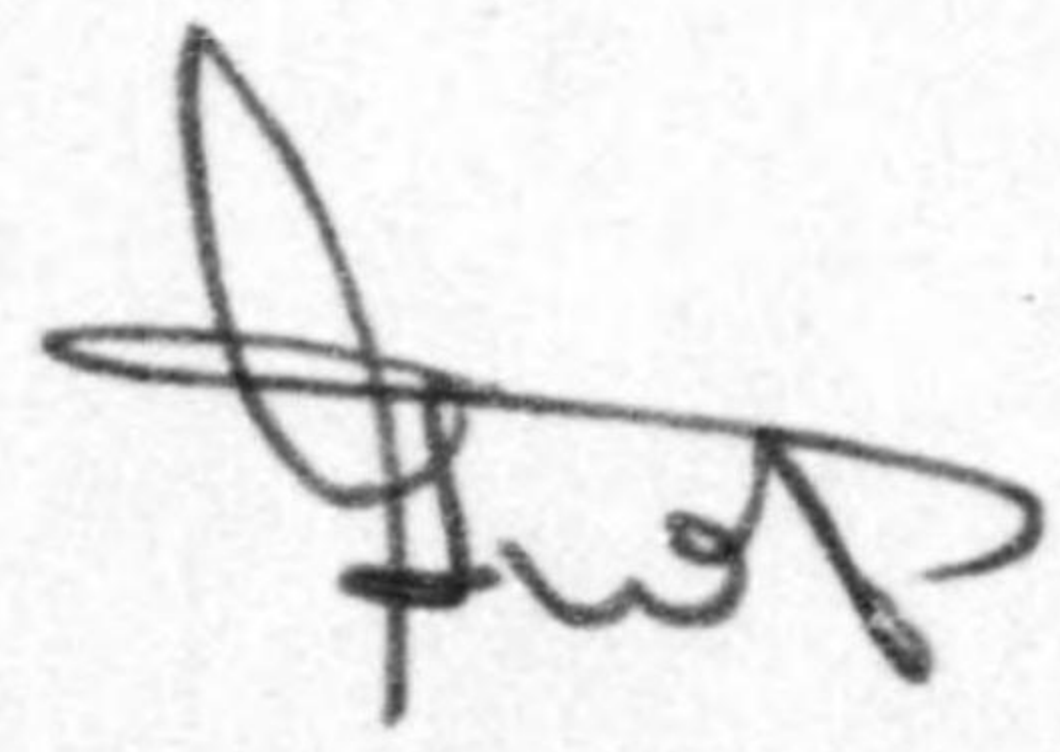
MEMORANDUM FOR: The Record

SUBJECT : Proposed Educators Labor Relations Law

1. Mr. Amis of ESS Labor Division telephoned today to report that all agencies of the Japanese Government concerned have agreed that local governments and their personnel are subject to the Trade Union Law and similar laws, subject to the limitation imposed by Potsdam Cabinet Order 201 of 1948. He added that Labor Division had no objection to such decision if Civil Service Division also had no objection. I reported that such decision was entirely in accord with the beliefs which have for many months been expressed by both Civil Service Division and NPA.

2. Mr. Amis reported also that the government is planning to go ahead with the drafting of legislation to place all educational personnel—national, local, and private in a separate category in respect to labor relations. His understanding is that such personnel would be subject to the Trade Union Law but they would be prohibited from engaging in strikes. He added that Labor Division will make no recommendations nor give advice with respect to such a program in-as-much as Civil Service Division will undoubtedly have opinions on the matter.

3. Yesterday Mr. Suzuki of the Local Autonomy Agency reported the same thing mentioned in the foregoing paragraph and asked whether Civil Service Division had initiated recommendations for such new legislation. I told Mr. Suzuki that we did not make such recommendations and would not recommend the type of labor relations program for educational personnel which is a compromise between the industrial type and that established by the National Public Service Law. Mr. Suzuki appeared relieved and indicated that he will oppose attempts to introduce such legislation. I am afraid, however, that he may prove to be in the minority among the Japanese.



GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb

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CIVIL SERVICE DIVISION
Government Section

20 July 1949

MEMORANDUM FOR: ~~Mr. W. Pierce MacCoy, Deputy Chief, Civil Service
Division~~

SUBJECT : Report by Mr. KAWASAKI in re NPA Cell

1. Mr. Eliot and myself met with Mr. KAWASAKI this morning and received the news that signs of highly stepped up communist activities at NPA have been increasingly noticeable in the past five or six days. The activities have mainly taken the form of attempts to recruit new members for the Party from the NPA and, in Mr. KAWASAKI'S opinion, are partially the result of the new availability of workers in this cause; namely, the recently discharged SAKOGUCHI, NISHIUCHI, FUJII (Yutaka), YOSHIDA and, to a certain extent, MYORYU. Mr. Eliot's questions revealed that the recruiting activities are so far confined to after-work hours in the dormitories, on the street, etc.

2. To the best of Mr. KAWASAKI'S knowledge, KAWAMOTO is not taking a direct part in these activities, but KAWAMOTO and KANAI, an NPA employee, are respectively in close touch with SAKOGUCHI, NISHIUCHI, FUJII (Y) and YOSHIDA through the union, and it is thought that KANAI is taking the leading part.

3. The four men named in a group above have joined the Party (apparently since their discharge) and are currently exerting all the pressure they can on the NPA union executive committee to raise funds to support their activities, their need for funds being especially acute since the deal between YOSHIDA and TAKAHASHI to sell shoes has not been going well.

4. As a result of the pressure described above, the executive committee has been meeting daily for the past three or four days in the basement dining room at NPA. The discussion has apparently been mainly on the line of getting committee member ITO, who once had his own business, to start a new enterprise, thus providing funds. ITO and the executive committee as a whole, however, have been reluctant to commit themselves to full backing of the four and the meeting Tuesday (19 July) was adjourned in a fairly unfruitful atmosphere.

5. Mr. KAWASAKI stressed the fact that the four men have been trying to utilize the executive committee. Mr. KAWASAKI believes that the prospect of losing their jobs has made the committee backpedal in the matter of financing the four. The executive committee members are being watched closely but as yet there is nothing which makes it

20 July 1949

possible to label individual committee members as communist or non-communist.

6. SAKOGUCHI has not attempted to see NPA personnel or other officials. He and NISHIUCHI spend a great deal of time at the NPA union office, and FUJII (Y) and YOSHIDA are frequently there also.

7. TOKUNO, one of the 10 men currently under investigation (TAKAHASHI, KUWAHARA, NISHIMURA, KANAI, et al) has been advised through the Personnel Division of NPA to resign as the result of the discovery of false statements (on former experience as a government employee, former pay grade) in his application form. The information in his application form has been checked and re-checked and his resignation is expected in the next day or two.

7. A renewed request for daily reports on the NPA cell was made.

8. Mr. Eliot requested a copy of the 71 demands presented to Telecommunications and Postal Minister OZAWA and, if possible, Mr. OZAWA's answers to the demands.

JOHN SATO
Language Specialist.

JS:mvb

CIVIL SERVICE DIVISION
Government Section

14 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT: Labor Relations

In reviewing the current situation the following actions would be helpful in clarifying and sharpening the administration of certain phases of the NPSL:

1. Implement the equity process. *Wachin + Peterson*
2. Adoption of a rule on political activity. *Peterson*
3. Adoption of a rule dealing with duress and coercion. *Peterson*
4. Revisions of rules to place limitations on the amount of time personnel may devote to negotiation. *Sefton, Steward
Peterson*
5. Rule covering a limitation on number of persons who would be permitted to negotiate union matters with authorities. *Peterson*
6. Adoption of rule requiring payment of salaries directly to employees. *Peterson*

The above items 2-6 are being handled by Mr. Peterson

7. Adoption of a rule clarifying the administration of leave *Peterson +
Pettis*

Copy of this is attached. This does not disturb the existing Imperial Ordinances, Cabinet Orders, and other issuances relating to the authorization of leave, but specifically sharpens up the administration of leave and tightens the responsibility of management for correct administration.

8. Development of any violations of the NPSL. *Eliot*

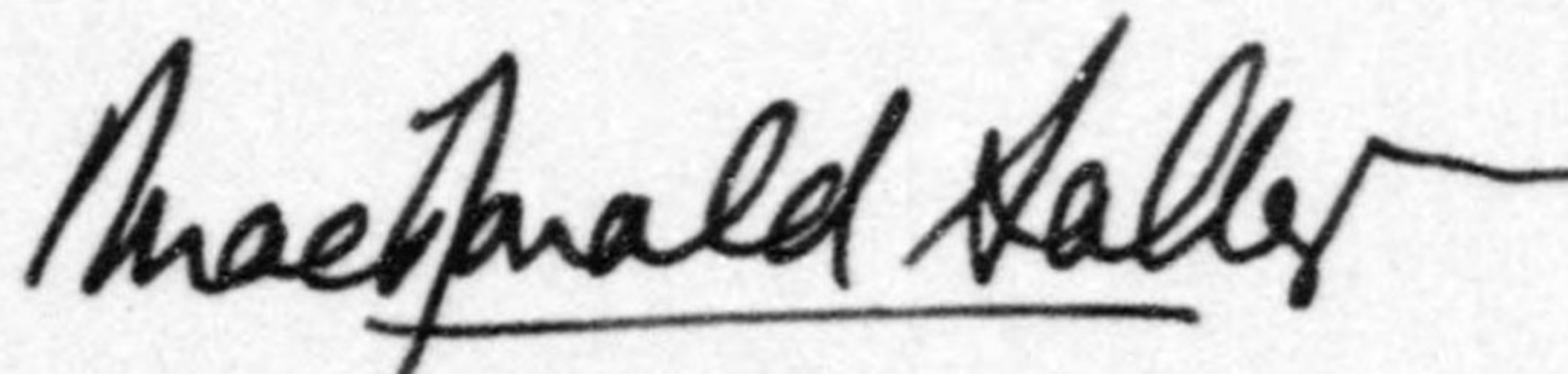
Messrs. Eliot and DeAngelis are constantly investigating this matter. To date we have one possible violation of NPA 48 hour rule and two other related instances, one a violation of policy with respect to the deduction from an employees pay which probably should be adjusted by further rule action concerning pay administration by NPA (see item 6 above), and a possible violation of the New Pay Law with respect to the permissible pay now being received by union officials on full-time leave basis.

BH "6-2-48 NPA"

14 July 1949

9. Innumerable instances have occurred both within the thinking of the Commission itself and among the technicians of NPA of desiring to follow a policy of placating opposition or potential opposition despite the provisions of the NPSL. There is no question that a stiffening of administrative determination must be encouraged throughout NPA from the top down.

In exploring the possibility of other types of action which might encourage cooperative and constructive thinking among government employees there seem to be three significant points; (1) need for a recognition by management of its responsibilities to the employees and the application of equity procedures, (2) adjustment of working hours, and (3) adjustment of pay base. All of these items have policy implication. The first item will require action through the Personnel Council as a means of acquainting the administration throughout the government and of securing information in the application both to content and quality. The second item may be supported by some factual information from surveys now being conducted by NPA. The recent announcement of the potential tax reduction may be of advantage as a preliminary action to an adjustment in working hours if it is found that private employment working hours are below those of comparable work in government. The third item may require adjustment based on the findings now being prepared by the NPA as a result of the cost of living survey. In such a case recommendations will be made to the Cabinet and the Diet affecting the pay level of government employees.



MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

Att. 1

Pursuant to the National Public Service Law, the National Personnel Authority hereby establishes the following rule concerning Leaves of Absence.

1949 President of National Personnel Authority
ASAI Kiyoshi

Rule No. 15-5 of the National Personnel Authority
(Effective date:)

Leaves of Absence

1. Leave of absence may be granted to an employee at his request and in accordance with existing laws, Cabinet Orders, and regulations. Leave granted shall be on an individual basis and subject to the superior right of the appointing authority to plan the work under his control and, except as set forth in Item 2, to authorize absence only at such time as the employee can be spared from his official duties.
2. All leaves of absence shall be granted in advance of the taking thereof with the following exceptions: sick leave, excluding maternity leave; leave necessitated by emergencies resulting from catastrophe or other similar causes making it impossible for the employee to reach his place of official business.
3. Where leaves of absence are taken without the granting of prior authority the employee shall report to his supervisor at the earliest possible time, and not later than three working days from the beginning of such leave, the reason and possible duration of his absence. Justification for leaves of absence so taken (in excess of three days) shall be supported by medical certificate or other acceptable evidence that it was impossible for the employee to return to his official duties.
4. Employees failing to comply with the provisions of Item 3 above, or whose absence is deemed unjustifiable and disapproved, shall be considered to be absent without authorization and shall be subject to the provisions of Article 20 of Law 46 of 1948.

CIVIL SERVICE DIVISION
Government Section

~~John Steward~~
~~Satter~~ 7-18-49
Siles
13 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Labor Relations--Conference with Commissioners

In a conference this morning among certain staff members of CSD and the Commissioners to determine their appraisal of the present employment relations situation, Dr. Asai stated that he felt the present situation to be in a "very delicate state". He did not define this but predicated it upon the apparent increase in activities of the Communist Party against law and order as demonstrated by many recent incidents. In addition thereto, the Government, through the National Rural Police, has supplied him with one personal body guard.

Dr. Asai said that there was general evidence of a strong movement among unions, particularly within the government unions, of the moderate elements seceding from the control of radical elements. This is particularly true in the railways and communications workers unions. Dr. Asai feels that some action might be taken by NPA that might cause a serious disturbance and he is quite anxious therefore to weigh very carefully any proposed actions by NPA. However, he admits that nothing legitimate can be done to convince the radicals that they should stay within the law.

A suggestion was made as to one or two things that might be done which would help the conservative elements, particularly those of the Democratization League. This League had the support of the Social Democrats who have consistently advocated a forty-two hour week. Dr. Asai feels that immediate consideration should be given to an adjustment of the forty-eight hour week to a lower standard. Secondly he would like to see NPA take up the question of an adjustment in the pay base upward.

Mr. Hoover explained rather carefully that the confusion of the present situation, after all, was an advantage to NPA and every effort should be made to make use of this situation:

1. The development of trade unionism in Japan has upset many traditions which otherwise might have to be imposed upon in the implementation and administration of the National Public Service Law.

13 July 1949

2. The general union leadership seems to have a much saner approach to the trade union movement at present than it did a year ago. There seems to be support for a saner approach to labor relations. Since NPA has the responsibility for handling such relations for the government, the situation is much more to their advantage today.

3. The occupation is still here in full force and as one of its objectives it wants a strong civil service in which collective bargaining or the right to strike have no place. This has been supported repeatedly by SCAP and implemented in the National Public Service Law.

4. In contrast to earlier governments which have demonstrated weakness, (the government a year ago remained in power only because of a coalition arrangement) the present government is a strong party government interested, like NPA, in the maintenance and preservation of law and order.

Emphasis was placed on the fact that clear cut and effective administration of the National Public Service Law rests solely with NPA and in no wise is the responsibility of the Prime Minister or the Diet. Failure to properly implement the National Public Service Law and to establish a strong and effective civil service in Japan will be blamed solely upon the NPA who has the authority and power equivalent almost to that held by the Prime Minister during war time to enforce and establish good employee relations. Failure to do this will not only result in personal loss of face but will in essence be equivalent to treachery to Japan. Respect for and cooperation with the National Personnel Authority will not be born out of weakness and will only be born out of demonstrated strength and sincerity of administration.

Macdonald
MACDONALD SALTER,

Chief, Classification-Compensation Branch.

MS:mvb

CIVIL SERVICE DIVISION
Government Section

July 12, 1949

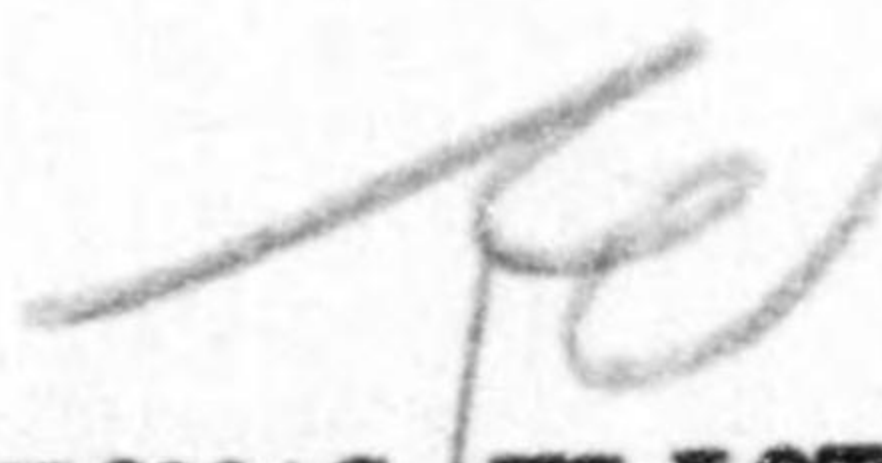
1) ~~Mr. [unclear]~~ W.P.
2) ~~Mr. [unclear]~~ BH 7/13
2) Salter. Ms 7-18-49
Files
Salt Labor Unions

MEMORANDUM FOR: Mr. MacDonald Salter, Chief, Classification and Compensation Section

SUBJECT : Summer Labor Offensive -- Kokutetsu

1. Reference is made to the alleged determinations arrived at by the Young Communist League meeting of July 6, which was forwarded to CCS by the Tokyo Shibaura Electric Company. This document was discussed with Mr. Rollinson, official of CIS this morning, who is of the opinion that while this particular disclosure will bear looking into, it represents one in a series of many and varied items and types of information flowing to SCAP and Japanese officials from sources which are generally suspect. In his conversation with me this morning, Mr. Rollinson brought out information which has come to him as a rumor that the Japan State Railway may postpone the second stage of its personnel retrenchment (67,000, approximately) until some time next week in order to give a chance to the disintegrating forces and trend within Kokutetsu to take effect. This "rumor" was partially confirmed later on this morning by a statement made to me by Mr. Kawasake of NPA ^{State} Investigation Bureau and a newspaper article. Mr. Kawasake believes that the ^{State} Railway Corporation will postpone certain of its large scale personnel transfer programs in order to avoid disturbing railway service during the return of repatriates to Japan. He also believes that some "notice" and other considerations will be given to the next group of Kokutetsu employees to be laid off. (In the case of the first group which has been laid off, no notice whatever was given and the persons involved were given twenty-four hours to remove their belongings from the work premises. This may be due to the fact that a substantial number of the first discharges were JCP agitators and unioners who spent more time away from than on their legitimate work--newspaper this morning states that the State Railway Corporation may consider holding discussions with Kokutetsu Union before the second phase of the personnel retrenchment goes into effect).

2. After lunch today, Mr. Rollinson came to this office and among other things, indicated receipt by CIS of information to the effect that Kokutetsu will not engage in any major all-out struggles until October, when they will support the "October offensive". (This is the first time this year that I have heard October offensive mentioned.)


THOMAS ELIOT
Personnel Specialist

TE:vr

EVALUATION OF CURRENT LABOR SITUATION

7/12/49

During the past several months the following sequence of annual meetings or emergency meetings have been held: KOKUTETSU, ZENTEI, ZENKANRO, ZENKANKO and ZENROREN. Each of these meetings, starting back in the latter part of April, have progressively exhibited a more militant attitude against the Yoshida Cabinet and the policies for which it stood. This attitude has included decisions by these organizations in these meetings to resort to illegal actions if necessary and to use force if necessary.

Concurrent with this series of meetings have been a series of labor outbreaks of one kind and another. These were first evident in the steel industry in Hiroshima which subsequently was picked up in Osaka. ZENTEI or KOKUTETSU members participated in these labor decisions.

The return of repatriates resulted in certain peculiar and rather pathetic demonstrations. Among the local labor unions were evidences of planned programs to investigate the activities of supervisors and to attempt thereby to blackmail or intimidate. Recently a cable was cut near Hemeiji which was obviously not an accidental matter. Certain rail strikes occurred in the Yokohama Chuo area. Sabotage of rail facilities has been seriously apparent. Instances of disturbances and flare-ups have occurred among local unions and management.

Some of the above listed activities have been unquestionably and admittedly Communist instigated or dominated. The above listed union organizations are all known to be Communist dominated. The conclusion is therefore rather self-evident of an effort on the part of a very small fraction of the union membership in Japan to deliberately cause confusion of the economy and misunderstanding of the labor movement.

The recent statement by General MacArthur on July 4 seemed to indicate that GHQ was somewhat disturbed about the development and the fact that perhaps one of the political parties in Japan may have gone beyond the bounds of reason and would necessitate serious action. This statement was followed by a visit on the part of the Emperor and the Prime Minister with General MacArthur. Perhaps the above matter was the subject of discussion. At any rate a statement on the part of either of these persons supporting General MacArthur's point of view would be of inestimable value in bringing up short the thinking of the Japanese—particularly

those who are being partially influenced to participate in somewhat ridiculous activities.

There are some actions by NPA which would further complicate the activities of these union members who seem set in their determination to cause confusion. It would further limit their ability to participate in such activities. These actions would be the promulgation of the rule on political activities and the rule on intimidation. Furthermore, the tightening up of the administration of annual leave would have a serious affect on the amount of time that could be spent on union activities.

There is need for some affirmative action, suggestions for which as yet are not developed. The aim of this action should be to encourage and support to the greatest extent possible those forces within the union which are anti-Communist and generally regarded as represented by the Democratization League members.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mvb

CIVIL SERVICE DIVISION
Government Section

29 June 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Procedure for the Preparation of Report on Labor Relations in the Japanese Government

It is proposed that the labor relations study take the following steps:

1. Prepare a brief review of the background and present situation of labor relations in the Japanese government.
 - a. Union activity during the pre-war and war years
 - b. Union activity within government and within private employment during the post hostilities period
 - c. Federations of unions and major Leftist government unions
 - d. Current government union strength
2. Prepare an analysis of labor relations (see attached outline for analysis of labor relations) based on the following:
 - a. Status of employee organizations in government
 - b. The employee member
 - c. Leadership in government unions
 - d. Structural organization of government unions
 - e. Objective of government unions
 - f. Relationship of government union operations
 - g. Practices of government unions
3. Determine the method and program to validate the analysis of the current labor relations situation in government.
 - a. The use of NPA
 - b. Field trips
 - c. Conferences
 - d. Special investigations
4. Plan a constructive labor relation policy for the government of Japan and program for its implementation.
 - a. Specific recommendations
 - b. Means of implementation (including personnel)

MacDonald Salter

Prepared by: MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd
Att.

*LCS. 6/29/49, Mr. Steward
Mr. Hoover*

*Files
First Labor Rel*

OUTLINE FOR ANALYSIS OF LABOR RELATIONS

- I. The status of Employee Organizations in Government
 - a. Interpretation of free labor movement
 - b. Interpretation of the right to organize under the constitution and laws
 - c. Employee organizations in government vs. those in private employment
 - d. Recognition of the government employee's relation to the whole working population
 - e. Employee acceptance of discipline as a public servant
 - f. Managements role in union relationships
- II. The Employee Member
 - a. Understanding of basic principles
 - b. Responsibility of membership
 - c. Outside affiliation of the individual
- III. Leadership in Government Unions
 - a. Selection and development
 - b. Duties and responsibilities
- IV. Structural Organization of Government Unions
 - a. The small individual union
 - b. Central union and its field organization
 - c. Outside affiliations of the union
- V. Objective of Government Unions
 - a. The independent union
 - b. The federation of unions
- VI. Relationship of Government Union Operations among:
 - a. The citizen body
 - b. The employees of government
 - c. Management of government
- VII. Practices of government unions
 - a. Toward management
 - b. Toward their membership
 - c. Objectives

CIVIL SERVICE DIVISION
Government Section

29 June 1949

Files.
6-30-49

Labor Relations

MEMORANDUM FOR: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT : Employee Relations

As a result of my visit last Saturday to a main post office in Tokyo, and discussions with the postmaster and his staff concerning employee relations, it is quite apparent that management is completely unequipped to handle the employee relations problem.

Management fears for its position from those above them and fears the union will interfere in their operations. Apparently they are not getting the proper topside support from the higher echelons, and secondly they are not taking any particular interest in working conditions. Interest was exhibited in the urgent need for the establishment of grievance machinery.

Those causing disturbances are well trained and disciplined in their activities and are not listening to reasoning, procedures, etc. A strong stand is needed by management. The need for supervisory training is evident everywhere.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

~~1) Better~~
note item 3 of
last attachment
2) Files. 6-30-49
Govt Labor Union
Zenkanro
27 June 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : An Open Letter of Inquiry to Dr. Asai, President, NPA

1. A copy is attached of the translation together with the Japanese of a letter of inquiry directed to NPA by ZENKANRO. This was submitted on 16 June, 1949, late in the afternoon personally to Dr. Asai by a delegation from ZENKANRO's National Convention which was in session in Tokyo. The document is written rather bluntly and in a somewhat impolite form. It is designed primarily for popular consumption. The last sentence requests a reply in writing by noon 17 June 1949.

2. Dr. Asai met with the delegation and orally replied to all the questions raised in this letter of inquiry. He stated that his replies were similar to those he had given to the Diet touching upon the same questions. Mr. Mizuno, who is handling employee relations, was present and took notes. Since ZENKANRO'S convention was still in session, a very brief reply was given by Dr. Asai in writing consisting of a memorandum summarizing very briefly the statements which he had made orally. Dr. Asai felt such a reply was needed by ZENKANRO in order to report back to their convention.

3. Dr. Asai noted the marked difference in tone and in politeness of the inquiries made by the delegation in contrast to the statements made in the open letter of inquiry. A copy is attached of Dr. Asai's reply to ZENKANRO.

4. No further action appears necessary with respect to this letter of inquiry. However, ZENKANRO apparently continues to contact Dr. Asai who continues to spar with them.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mrb
Attachments (2)

Translation

June 16, 1949

To: Mr. Kiyoshi Asai
The President, NPA

From: National Council of the Government Workers' Union, The Second
National Convention

An Open Letter of Inquiry

Last winter in spite of our opposition, the Revised (revised for the worse) National Public Service Law was passed and NPA was established. We will continue to press (lit. demand) to the utmost for the abolition of NPSL. By this Law the NPA has been charged with a duty of exerting all possible efforts for the guarantee of livelihood for government workers.

However, the achievement of NPA since its inauguration is as follows. The administrative adjustment is just around the corner and we are faced with the dangers of low pay, additional work (longer working hours) and unemployment. At this time, the NPA should clarify where the responsibility lies and also clarify concrete measures for the realization of lofty ideal of guaranteeing livelihood of government workers. As a result of decisions reached at the convention, we are going to press (lit. demand) the NPA to provide answers for the following items, and at the same time will make appeals to the outside. (lit. home and abroad; interior and exterior)

1. Recomputation of pay and reduction in step grade (in-grade)

Because of reduction in step grade (in-grade) and year-end

adjustments, the Y6,300(6307) base was not completely put into force. What is the reason for not exerting effort to protect the Y6300 base? We think that the responsibility for reduction lies with NPA. Will this(fact) be recognized by NPA? Why was it that the members of unions who tried to attend the public hearing which officially accepted application of complaints, were subjected to brute force?

2. Recommendations regarding the revision of pay base

We have reached a stage where we must take urgent procedures for revision of pay base by firmly taking into consideration the rise in prices of commodities since July, 1948, when the original draft was drawn up for the Y6300 base, to the present. Even though this was the case, why was it that no recommendation was made to the Fifth Session of the Diet? Is the NPA determined to speedily carry out revision of pay base? (If so) how much progress has been made in the way of preparations?

3. 48-hour working system

Under present conditions in Japan, the 48 hour working system places an extremely heavy burden in work. Together with low pay, it is presenting a miserable situation. To cope with this situation, simultaneous increase of at least 5 steps(for all employees) must be carried out. What happened to the simultaneous increase of 5 steps(for all employees) which was firmly promised to take place by the end of February? Was higher efficiency attained by the 48 hour system? In connection with these problems the NPA(it) has expressed its intention of improving the situation. Is the NPA devising concrete measure?

4. Area allowances and cold area allowances

As for the revision of area allowances, the conclusion reached by the Temporary Wage Committee has already been reported. Just how much effort has been exerted in connection with its enforcement? Cold area allowances and coal allowances were put into Law by the Fifth Session of the Diet. Just how much preparation has been made in connection with their materialization? When will the cold area allowances and the coal allowances actually be disbursed?

5. Unconditional cooperation for administrative adjustment and suppression of union activities

a) Reviewing appeals

Because of non-existence of the(NPA) Rule, an official investigation is not being carried out in connection with appeals covering unjustified dismissal of members of the Ministry of Finance Office Workers' Union and the Paper Allocation Board Workers' Union. How far has the NPA progressed in connection with the preparation of (establishing) procedures for appeals? When will the review be started?

b) Establishment of principle regarding the "unrestricted personnel slash"

The NPA announced the establishment of ~~XXXXXXXXXXXXXXXXXXXX~~ "rules concerning dismissal of employees against the will of employees" and "criteria for ^{EXEMPTION FROM} ~~eliminating~~ administrative adjustment". What are the reasons for NPA's assertion that the members of union(association) will be protected by these? The "criteria for ^{EXEMPTION FROM} ~~eliminating~~ administrative adjustment" ties in very closely with the "criteria for adjustment", which was announced immediately before the NPA's "criteria". ^{FIX}

This attitude indicates that the NPA is fully cooperating with the Government's personnel slash program. Where can one find the (so called) unique characteristics of NPA? The Rule 8-9(conditional appointment) makes our position precarious.(lit. vacillateⁱⁿ) The scope of application of this Rule should be clearly shown.

c) Suppression of union activities

Prior to the materialization of "personnel slashing" administrative adjustment, it(the NPA) has established Rules in rapid succession and carried out the following:

- 1)- cessation of pay to full-time union workers
- 2)- requiring unions to register
- 3)- ~~fixing~~ placed limitation on union activities during working hours

This is suppressing the existence of a union by carrying out unjustified intervention into internal affairs of a union. A recent intervention in the method of collecting union(association) fees was indeed an irrational act. Rights of labor have been distorted by NPSL, and now the rights are about to be denied dogmatically by Rules of the NPA. Produce evidences, if these acts are not contrary to the spirit of the Constitution.

d) Lack of fixed principle(policy) towards the Maximum Personnel Law and the Organization Law

Although it(the NPA) speaks of (cries for) scientific personnel administration, when the Maximum Personnel Law and the Organization Law were discussed at the Diet,

it (the NPA) did not make any concrete and positive proposals as a guardian of public servants and remained as a spectator when the (public servants') "right of appeal" was deprived. Will such attitude increase administrative efficiency? If so, produce the evidence. If studies are being made to cope with the situation regarding the question of retirement ^{ALLOWANCES} fund(separation ^{ALLOWANCES} fund) they should be made clear.

6. Negligence towards promotion of welfare(for public servants)

With regards to enforcement of "Revised Accident Compensation Law", "Revised Mutual-Aid Association Law", "Housing Law" etc., which were passed by the Fifth Session of the Diet for the promotion of ~~the~~ welfare for the public servants, what are the preparations being made? And just how much interest does it(the NPA) possess? The Government has been encroaching our vested rights by ~~making~~ ~~ex~~ making deductions for being absent for a day or for engaging in union activities. The NPA has simply left these matters alone. Explain the reasons for such attitudes.

7. Oppression against NPA employees

The employees of the NPA also have their own association. They too are placed in the depth of poverty and privation. The association was prohibited from participating in "May Day" (demonstration). It was prohibited from expressing its thought regarding the vote of confidence of Commissioners. Why? In connection with unjustified dismissals of twelve employees, they (the employees) decided to

engage in a mutual struggle with ZENKANRO (National Council of the Government Workers' Union) by resolutions adopted in two general meetings but due to an improper intervention of authorities this resolution to engage in a mutual struggle was ~~kill~~ "killed" at the third general meeting of the association. Herein, we feel the undemocratic and obscure nature of the NPA. Clarify the reasons for unjustified dismissals and the circumstances surrounding the "killing" of mutual struggle.

8. "Secret Police-like" attitude of NPA

(T.N. An expression "TOKKŌ" is used in the original. "TOKKŌ" is an abbreviation of "TOKKŌ KEISATSU", which means a secret police(system). This system was abolished in October 1945)

Recently the NPA established Violations Investigation Section in its Investigation Division. The nature of this organ(Section) was shown by the appearance of two administrative officials(JIMUKAN) in spectators seats during our Convention. Why is it necessary to investigate our democratic convention? The targets of investigation were leaders of the Ministry of Commerce and Industry Office Workers' Union, Ministry of Agriculture and Forestry Office Workers' Union, Audit Bureau Workers' Union etc. and also leaders of ZENKANRO (National council of the Government Workers' Union) Clarify the reasons for such action.

Summing up the above, the NPA has completely cooperated with the Government in all matters pertaining to low pay, placing additional burden on labor(longer working hours) and personnel slash, and is completely ignoring the outrageous measures of the Government.

Not a thing has been done by the Commissioners to guarantee our livelihood. Our right to live is being steadily decreased and we can no longer believe the promises made by the NPA to protect us at the beginning. This fact is very clear, in the light of 200,000 votes of non-confidence cast by the members of the unions. The NPA will answer the above questions with sincerity and at the same time, clearly indicate whether it will be possible to hereafter protect the welfare and interest of public servants. We would like to have you submit your reply to us in writing by noon of the 17th.

C O N F I D E N T I A L

CIVIL SERVICE DIVISION
Government Section

24 May 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Tokyo District Public Procurators Office Secret Cell,
Control Committee, JCP

The below listed items represent some of the decisions reached 4 May '49 at a meeting of subject cell:

- a. Intend to expose social partying of procurator's office officials at a signal from the Central Committee of JCP.
- b. Intend to place a cell member at the head of the Legal Office Workers Union's Youth Department and have other cell members become officials of the Youth Department.
- c. Commencing on May 11 it has been decided that a research in reference to NPSL will be conducted. The research will be conducted to decide what measures will be taken in regard to the degree of oppression applied.

The following is quoted from a verbal order released to all members of subject cell pursuant to a directive issued by the Central Committee of JCP on 3 May:

"The general plan of the Central Committee, JCP, is that it is determined to execute a struggle greater than a general strike sometime in July of this year. Method to be used will be the 'piecemeal tactics'. Therefore we will carry out a research program on the National Public Service Law for that moment. Also since the importance of our cell will be extremely great, it is important that we prepare plans for that occasion now."

T.E.
THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

Mr. Salter ^{1/18}
Files
Just known
4-21-49

19 April 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT: Labor Relations Adviser in NPA

Reference is made to Mr. Salter's memorandum of 18 April to you on the above subject.

I concur with Mr. Salter in the need for the appointment of a Labor Relations Adviser in NPA since it will be necessary to have some individual well versed in all current labor legislation and completely conversant with union trends; however, I disagree with Mr. Salter's suggestion that the individual be assigned to a position in the Office of the Director General.

I am definitely opposed to adding specialists, advisers, etc. as adjuncts to the Director General's Office since this invariably results in the building of a super staff group and ends in confusion and a welter of conflicting instructions to an operating staff. I have seen this super staff installed and in operation in too many agencies in Washington to have any use for it.

I would suggest that the Labor Relations Adviser be assigned as a staff adviser to the chief of the Bureau of Efficiency. The component parts of this Bureau cover most of the areas of operation in which union activities would be involved under the National Public Service Law and, therefore, the Adviser's field of activities would fall more logically, I believe, in this area. He could be assigned as an adviser to the Bureau of Equity; however, this does not appear too wise to me in view of the fact that very possibly he will have to refer many cases to the Bureau of Equity either for a decision or as an adviser to that Bureau, and I feel that it would have the appearance of a more equitable approach if he were not a constituent member of the Bureau.

W. PIERCE MacCOY
Deputy Chief
Civil Service Division

WPM:jb
cc. Mr. Salter

C O N F I D E N T I A L

CIVIL SERVICE DIVISION
Government Section

April 26, 1949

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Deputy Chief
~~Mr. MacDonald Salter, Chief, Classification and~~
MS Compensation Branch

SUBJECT : Labor Relations Investigations

1. At yesterday afternoon's staff meeting, Dr. Asai's bland reference to the fact that CIC had furnished the National Personnel Authority information regarding Communist influences at work in the National Personnel Authority (with respect particularly to the NPA Employees Association), causes me to suspect the quality of investigatory techniques employed by CIC investigators. It shows clearly that the operations of CIC investigators are apparently not capable of being conducted confidentially or discretely.

2. As you are aware, this office has from time to time requested G-2 to make personal investigations of Japanese individuals whose backgrounds and connections were of importance to the Civil Service program in one way or another. The investigation involved in Dr. Asai's comments, concerns five officers of the NPA Employees Association, and any possible connections or influences which may exist between them as individuals and other unions, governmental or private, or radical or communist groups and organizations.

3. In connection with the above mentioned investigation, which was requested by Check Sheet dated March 25, 1949, the CIC investigator assigned to the job visited me in this office approximately four weeks later and picked up certain personal history data, the preparation of which had been previously requested by CIC. This information had been secured confidentially from National Personnel Authority personnel files by Mr. Sato, Director General, at my request. In concluding his interview with me, the CIC investigator asked if I had any suggestions as to whom should be contacted for information concerning the individuals under investigation. He seemed to be at a loss as to where to start or how to proceed. I suggested to him that his organization had doubtless had previous experience in conducting investigations of this type and should have their own methods of approach worked out; that, however, I would suppose that the immediate supervisors of the individuals concerned would be interviewed discretely as a starting point of the inquiry. I asked the investigator how they were accustomed to approach persons for such interviews. He replied that they usually walk into the office concerned and introduce themselves as being "from GHQ" and then proceed to make their inquiry. (They apparently did not hesitate to reveal their CIC identity in this particular investigation.) The investigator estimated that we would receive the report on this particular investigation by the end of May.

C O N F I D E N T I A L

X I think that has
a good idea, if
we could work
it out. MS
4/27

file
WRB
4/25/49

C O N F I D E N T I A L

MEMO FOR: Messrs. MacCoy and Salter

-2-

April 26, 1949

4. In view of the obviously slow and not entirely admirable service provided on routine personal investigations through G-2 facilities, I have, on more than one occasion, utilized the facilities of NPA Investigation Division. Generally speaking, NPA Investigations staff has furnished prompt and quite efficient service in response to such requests.

5. Although, as just mentioned, the services of the NPA Investigations staff have been generally speaking, prompt and efficient, my experience has been that they have perhaps three or four older and smarter investigators and quite a number of "leg men" who are scarcely more than boys. On the two or three occasions when the "boys" ^{were} assigned to carry out inquiries requested by me, I have found them lacking in judgment and perceptivity to the extent in one case, that the investigator stumbled on the answer to the inquiry through sheer luck, utterly unbeknownst to himself, until I pointed it out to him. On the other hand, inquiries assigned directly by Mr. Sato, Director General, to Mr. Tonomi, the prospective Chief of the Investigation Division, and other senior individuals have been handled with capability, dispatch and understanding.

6. It goes without saying that investigations conducted in the area of employee relations and employee organizational activity, always require considerable delicacy and discretion in their handling, particularly so under present circumstances. Clumsy investigation techniques which show the heavy hand of GHQ cannot be tolerated in such a situation, nor is a callow approach by NPA personnel any more to be desired.

7. In view of the foregoing, I recommend that two or three persons, not necessarily current members of the NPA Investigation Division staff, be selected by Mr. Sato, Director General, assigned to positions in the Investigation Division and given special indoctrination and training to fit them for labor relations investigation. Subsequently, these persons could be either retained for assignment within the Investigation Division or, for purposes of security, detailed to Mr. Sato's immediate office.

*or mixing
of individuals
employees.*

TE
THOMAS ELIOT
Personnel Specialist

TE:vr

C O N F I D E N T I A L

CIVIL SERVICE DIVISION
Government Section

18 April 1949

~~17~~
Files
Labor Rel - Suit
4-21-49

MEMORANDUM FOR: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT : Labor Relations Adviser in NPA

Last Fall when we were organizing the Compensation Bureau of the NPA, one of the detailed funds to be performed by that bureau was the establishment of at least one position which would be responsible for inventorying union activities and for developing information concerning labor relations problems as might be required. During the ensuing period no action has been taken in recognizing even this relatively low grade function.

Within a short period of time rules will be issued placing NPA in the position of asserting certain controls over employee associations. Needless to say this will also involve many labor relations problems.

It is recommended that a Labor Relations Adviser be established at the earliest possible time within the organization of the NPA. Because of the importance of this particular function it would seem well to place this position in the Office of the Director-General. I believe a decision on this matter should be arrived at as soon as possible.

burroffice

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

cc: Mr. MacCoy

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Y

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

CHECK SHEET

(Do not remove from attached sheets)

Maj J P Napier
26-6062

File No.:

Subject: Attached Memorandum

Note No.:

From: General Whitney

To: General Marquat

Date: 9 March 1949

1

1. Attention is invited to the attached Memorandum.

2. Mr. Amis, Chief of the Labor Relations and Education Branch of the Labor Division, ESS, obviously must have been misquoted, and subject to your agreement it might be well for him to issue a clarifying statement.

1 Inc. (note: No signature or initials on original)

From: ESS

To: GS

WFM/WTR/bd

16 March 1949

2

1. Investigation has revealed that the following circumstances were attendant with the above reported incident:

a. At the request of Mr. Dobashi, Mr. Amis met with him and some of his associates to hear their proposals for administrative readjustments of the Labor Ministry.

b. During the course of conversation Mr. Dobashi did mention his personal opposition to the National Public Service Law, and during the conversation Mr. Amis told Mr. Dobashi that he or any other Japanese had the right to oppose politically any legislation for which he considered improvement could be accomplished. However, Mr. Amis stressed that the normal channels of Government must be used in political endeavor and that the strike should not be used as a political weapon. He did not in any way link his remarks regarding political action to any efforts for revision of the National Public Service Law.

c. The subject release was made without knowledge or prior concurrence of Mr. Amis and apparently reflects Mr. Dobashi's efforts to slant Mr. Amis' comment toward the Public Service Law rather than any actual statements made by Mr. Amis.

2. The Labor Division will issue a press release in the near future covering the general subject of political activity by trade unions, and care will be taken to insure that such release clearly indicates that the SCAP Labor Division does not sponsor political activity by any particular Japanese union members to oppose any particular legislation now existing.

----- W.F.M. -----

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(original sent to Gov Sec file)

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

Press

file

8 March 1949

MEMORANDUM FOR : Brigadier General Courtney Whitney
Chief, Government Section

SUBJECT : Press Translation.

1. I direct your attention to the following press translation, Asahi, 8 March 1949, under caption, "Amis Tells Dobashi, etc.":

" * * Communist Diet member Dobashi, Director Terai of the National Congress of Industrial Unions, and Vice-chairman Yamaguchi of the All Japan Communication Workers Union, called on Chief Amis of the Labor Relations and Education Branch of the Labor Division, GHQ, at 1100 hours yesterday, and conferred with him about current labor problems.

After the conference, Terai and Yamaguchi said that Amis told them the following:

'If the labor laws have defects, they should be revised. The revision should be made for the workers. I do not think that the labor laws should be revised promptly and at any cost. The Labor Ministry's revision draft of labor legislation includes too many restrictive provisions. I believe that enlightenment is preferable to legal restrictions.

'In the light of the experience with the Taft-Hartley Act in the United States, Japanese workers have the right to fight for the withdrawal of the National Public Service Law. They also have the right to wage a political struggle against the contraction of the Labor Ministry because such diminution will prove disadvantageous to labor. But political struggle has its limits. I am not in favor of the workers utilizing the political struggle to overthrow the Yoshida Cabinet by means of a general strike.' "

2. Assuming the accuracy of reporting and referring to the first sentence of the last paragraph: We make no reference to the theoretical accuracy of this statement in general, and under normal conditions in a stabilized democracy, however, the statement (1) comes very close to taking exception, if indeed it does not take exception, to SCAP expressions on the National Public Service Law, and (2) at this time, delivered to Dobashi by a SCAP source, supplies fuel for the flames in further

confusing the civil service situation and building up resistance to the construction of a proper civil service system.

3. I was under the impression that the Civil Service Division, Government Section, was to refrain from comments on labor problems in the field of private enterprise and that Labor Division ESS was to refrain from comments on the problems of government employment.

BLAINE HOOVER
Chief, Civil Service Division

BH:mw

CIVIL SERVICE DIVISION
Government Section

File
TE 3-4-49

March 4, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division
SUBJECT : "The True Facts"

The following is a translation of a handbill distributed last evening in front of the Attorney General's office at quitting time.

OPEN HEARING WITH PISTOLS AND CLUBS EXPOSES
THE TRUE ATTITUDE OF THE
NATIONAL PERSONNEL AUTHORITY

All-Attorney-General Office Workers' Union

1. Because of the earnest pressure by 2,600,000 government employees, an open hearing on the reduced wages was grudgingly begun by the NPA at 10:00 A.M., March 3, 1949 but the meeting was open in name only, admitting scarcely seventy persons into one room. In the midst of negotiations for the purpose of installing a microphone provided by the Construction Ministry Union for several hundred listeners overflowing into the corridor, a unit of armed police was summoned who with brute force seized them; threw them down the steps, and chased and scattered them as one would chase dogs.

2. There were even some women weeping and wailing at this frightful Fascist violence of the astounding NPA.

3. We wish to report far and wide to you all, this outrage which completely disregards human rights and which shows the true attitude of the Fascist police who have dismissed from their thoughts the Constitution and the new Code of Criminal Procedure. Please consider, for whom is the NPA? for whom are the armed police?

4. Equity Section Chief Mizuno said "Only eight representatives will be admitted to the room, so the rest of you please leave. The microphone will not be permitted to be installed."

"Why won't it be installed? Why have you called the police?"

He paid no attention to the questioners but went inside and locked the door.

"Charge!" ordered the Chief of the First Section of Police Guards. Armed police filled the corridor and started pushing us out. Honda of the All Ag - For Ministry Workers Union said, "Can't you see we are in the midst of

March 4, 1949

of negotiation? Stop this rowdiness!", but immediately they yanked him out and led him away. Then picking out four or five at a time, in a manner of interfering with government officials in the performance of their public duties, they thrust and shoved us to the front entrance and pushed us down the stairs.

5. Hardly were we outside when they said, "This is assembly without notice. Break it up", and started swinging their clubs.

6. Our representative protested saying: "Those who have come here are all government officials --- cultured people. You are resorting to violence as if they were animals. Why have you trampled down our rights and chased us out? If you can make a reasonable explanation we will leave obediently."

The reply of the Chief of the Police Guard was as follows: "The reason doesn't matter. No argument is needed. Disperse!!"

7. No matter how it is reported in the newspapers, the true facts are as above.

JOHN SHIVELY
TRAINING SPECIALIST

CIVIL SERVICE DIVISION
Government Section

26 January 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT: Labor Standards Bureau

In pursuance of a conversation between this office and the Labor Division of ESS, further inquiry was made as to the particular problem that the Labor Standards Bureau was having with the Office of New Pay Administration.

A conference was held with Mr. Teramoto, Director, Labor Standards Bureau, Ministry of Labor; Miss Sander, Labor Division of ESS; and Messrs. Bettis and Salter of this Division. A meeting was also held between Mr. Salter and Mr. Hatoyama of the ONPA. It was found that the ONPA in reviewing the allocation of the top prefectural labor inspector positions last August authorized five grade 13 positions for Nagoya, Hokkaido, Tokyo, Osaka and Fukuoka respectively, and denied grade 13 positions for Yokohama, Kyoto and Kobe respectively.

An analysis of the work-load and responsibility of the 46 prefectural offices showed that these 8 offices are the prime offices. It was upon this basis that a request for 8 grade 13 positions was made by the Labor Standards Bureau. The ONPA did not feel that the 3 places named above warranted grade 13 positions, their reasoning being based upon organizational relationship with other government offices. No others carried grade 13.

It appears now that the Ministry of Labor continued to treat the 3 offices as grade 13 and with the passage and enforcement of the New Pay Law provisions the incumbents of these positions find themselves no longer on an equivalent pay basis to the other 5 offices. It would appear further that one of the offices detrimentally affected is occupied by an ex-prefectural governor.

Mr. Hatoyama of the ONPA stated that he would review the situation further early in the month of February. He was advised that this office would suggest that the director of the Labor Standards Bureau re-submit his case requesting a grade 13 for all 8 of his key prefectures. At that time all the facts could be reviewed by the ONPA and a decision made.

MS

MacDONALD SALTER
Chief, Classification &
Compensation Branch

MS:jd

Bettis.
* Please see that
Mr. Teramoto is
informed a
Miss Sander.

*

Mr. Loomis 26-5679

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
APC 500

AG 000.2 (22 Oct 45)CIE
SCAPIN 1944

29 November 1948

MEMORANDUM FOR: JAPANIST GOVERNMENT

SUBJECT: Misuse of Public Educational Facilities

1. Reference is made to Memorandum for the Japanese Government, AG 350 (22 Oct 45)CIE, subject, "Administration of the Educational System of Japan," 22 October 1945, SCAPIN 178.

2. Public school premises will not be occupied by private individuals, Japanese Government agencies other than schools, or juridical persons if facilities are required for school educational programs. For purposes of this Memorandum, the term "public school facilities" shall include all facilities owned or operated by the national, prefectural, city, town and village governments.

3. Regardless of existing contract, tenants now occupying public school facilities will vacate such facilities and return them to the proper school officials of the Japanese Government, except as provided for in paragraph 4 below.

4. The provisions of this Memorandum do not apply to public school facilities now on procurement demand and utilized by the occupation forces or to those which are procured in the future because of extreme military necessity.

5. Exceptions will be made to the provisions of paragraphs 2 and 3 above if it can be shown that the person occupying living space in the building cannot with the assistance of the government find living quarters in buildings which have already been constructed. Exceptions may be made in the case of Governmental agencies if it can be shown that no other facilities are available. All individuals and enterprises whose purpose is to operate for profit will be dispossessed. In case of excessive hardship resulting from a too rigid interpretation of the Memorandum the injured party may make a final appeal to the Attorney General whose decision shall be final.

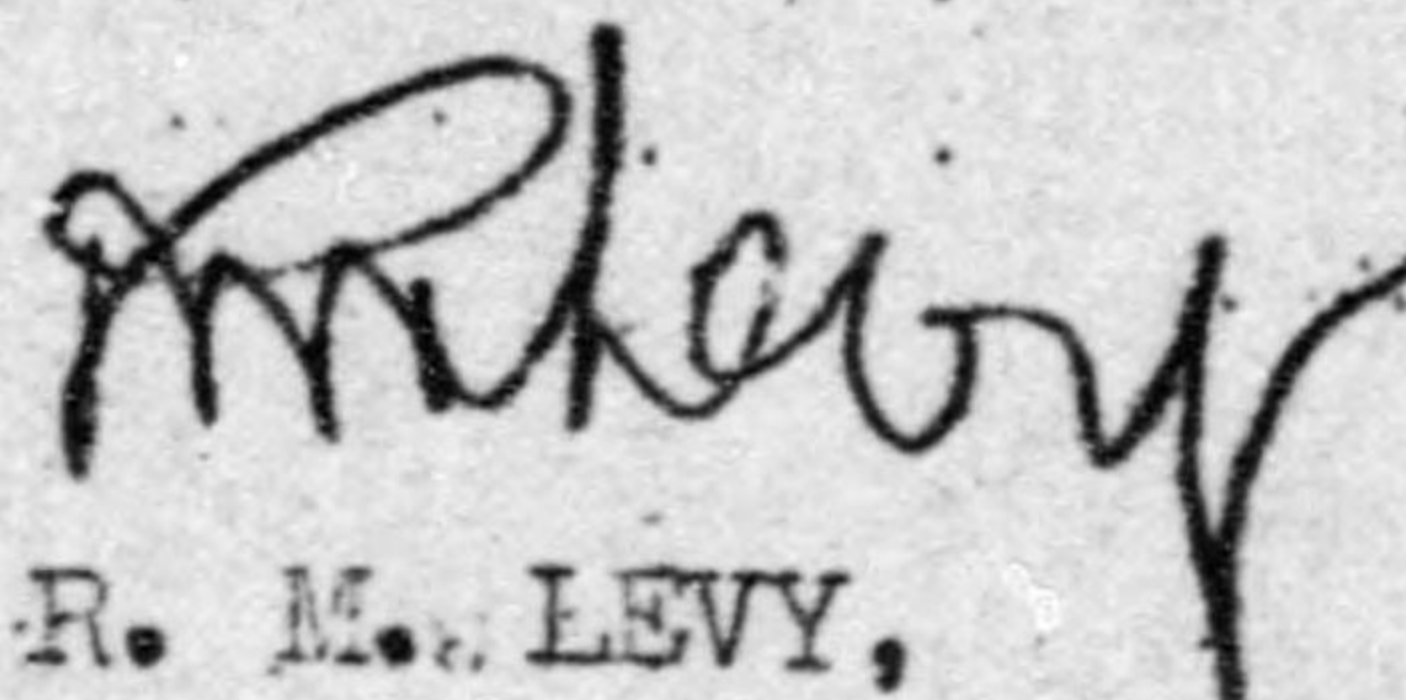
6. The Japanese Government will submit a monthly progress report and a comprehensive final report to this General Headquarters not later than 28 February 1949 of actions taken in compliance with this Memorandum.

7. All officials, subordinates, and employees of the Japanese national, prefectural and local government, all teachers and education

AG 000.8 (22 Oct 45)CIE
SCAPIN 1944

officials, and all citizens and residents of Japan affected by the terms of this directive will be held personally accountable for compliance with the spirit as well as the letter of all provisions contained therein.

FOR THE SUPREME COMMANDER:



R. M. LEVY,
Colonel, AGF,
Adjutant General.

CIVIL SERVICE DIVISION
Government Section

Hoover
Labor
Relations

17 September 1948

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division
SUBJECT : Chronological Summary of Russian Reaction to Labor
Policy Announced in SCAP Letter of 22 July 1948.

11 August

Major General A. P. Kislenko, in a letter addressed to General MacArthur, insisted that General MacArthur rescind his ban on striking by Japanese Government employees on the grounds that such a ban was counter to the Potsdam Declaration and the policy decisions of the Far Eastern Commission.

13 August

"A high American authority on occupation policy flatly denied the Soviet charge made by" Kislenko. "The authority said FEC policy gives General MacArthur 'wide' latitude of interpretation."

15 August

A woman official of the Soviet Mission to Japan addressed 2,000 left wing Japanese women at a rally in Hibiya Park assuring them of the support of Soviet women and democratic forces all over the world.

27 August

Major General A. P. Kislenko, by letter, requested the Chairman of the Allied Council for Japan to call a meeting for discussion of the labor policy announced by SCAP for Japanese government personnel.

28 August

Meeting of the Allied Council for Japan. Major General A. P. Kislenko charged SCAP policy with infringement on freedom and democracy of Japanese labor and with illegality in view of FEC labor policy and the Potsdam Declaration. Chairman, Sebald, refuted

17 September 1948

all Russian charges and made counter-charges with respect to the treatment of labor in Russia. Specifically he cited the title of the FEC document which is "Principles for Japanese Trade Unions" interpreting that meaning to exclude unions of government employees.

2 September and 8 September

Under Washington date lines Russia is "expected by informed officials" to carry its fight against SCAP labor policy to the Far Eastern Commission at its September meeting.

3 September

Secretary of the Army, Royall, backed up Gen. MacArthur's no strike

7 September

Lt General Kuzma Derevyanko, the Soviet member of the Allied Council, issued a statement to the press reiterating the Russian attitude already expressed by Kislenko toward SCAP labor policy. The AP correspondent conjectured that the Derevyanko statement had two purposes: First to encourage the defiant stand of the Japanese unions and second, to answer the counter-charges against Russian treatment of labor unions made at the Allied Council meeting.

16 September

Generalov, Political Adviser to Soviet Representatives in Japan, received representatives of the Democracy Protection League (Japanese left wing organization composed of leading "radical" unions and individuals). He received a petition protesting the "illrevision" of the National Public Service Law and the callers also solicited the good offices of the Soviet representative to see that this issue is taken up by the Far Eastern Commission. Generalov assured them that Russia has been taking an "unshakeable stand for the fulfillment of all resolutions made jointly by the Allied Powers and that in the future as well every effort will be made towards that end" and promised to send the petition to the Soviet Government. He also stated: "To enable us to do so I would ask you to furnish us with necessary data. I also desire that democratic Japanese representatives will fight in the Diet against the passage of the anti-people NPSL Revision Bill".

TE.
THOMAS ELIOT
Personnel Specialist.

TE:mvb

Nippon Times - 11 August 1948

KISLENKO INSISTS THAT SCAP CANCEL NO STRIKE POLICY

USSR Envoy Holds Cabinet Ordinance is Violation of Potsdam Declaration

By the United Press - William J. Sebald, the chief of SCAP's diplomatic section, said yesterday he did not know whether the protest to General MacArthur from Soviet Maj.-Gen. A. P. Kislenko would be placed on the agenda of the next four-power Allied Council meeting.

By The United Press

The Soviet member to the Allied Council for Japan, in a letter to General Douglas MacArthur, demanded that the Supreme Commander cancel his "no strike, no collective bargaining" policy for Japanese Government employes.

Maj.-Gen. A. P. Kislenko said that General MacArthur's new policy as applied by the Japanese Government in its recent Cabinet ordinance was a violation of the "Potsdam Declaration and the policy decisions of the Far Eastern Commission on 'fundamental policy toward Japan after the surrender' and on the 'principles of organization of the Japanese labor union'."

Kislenko's Letter

Following is the text of General Kislenko's letter to General MacArthur dated August 11:

"Dear General,

"The Potsdam Declaration of July 26, 1945 and Policy Decision of the Far Eastern Commission on 'Fundamental Policy Towards Japan After Surrender' provide that in Japan all obstacles in the way of the revival and strengthening of democratic tendencies among the Japanese people should be eliminated; freedom of assemblies, associations as well as freedom of the press and speech should be guaranteed and the Japanese people should be encouraged to form democratic organizations and labor unions.

"The Policy Decision of the FEC on 'Principles of Organization of Japanese Labor Unions' points out specially the right of the Japanese labor unions to participate in political activities, in the democratization of the country as well as in activities aimed at insuring and improving the conditions of life and labor of the Japanese workers.

"This decision also points out the right to the Japanese workers to strike and bans the use of police or other Government bodies for spying upon workers, breaking strikes or suppressing legal labor union activities.

Are 'Impending Revival'

"In spite of all this, measures which are being taken by the American Occupation authorities and the Japanese Government are creating obstacles impend-

ing the revival and strengthening of democratic tendencies among the Japanese people and, in some cases, these measures are aiming at suppressing the activities of democratic organizations in general and the activities of labor unions in particular. In the utilization of their legitimate rights, labor unions and other democratic organizations in Japan are encountering all kinds of obstructions and restrictions.

"It has become a common occurrence in Japan to violate the freedom of labor union activities, to resort on a large-scale to reprisals against labor union members and their leaders for participation in labor union activities and carry these reprisals so far as wholesale discharges, arrests and hard labor sentences.

"Prime Minister Ashida in his statement of July 10, 1948, bluntly threatened to jail all strikers.

"Steps have been taken of late to legalize the established practice of suppressing the activities of labor unions and other democratic organizations by respective legislations, ordinances and instructions.

"On July 22, 1948, you sent Prime Minister Ashida a letter directing him to undertake immediately an amendment of the National Public Service Law and prohibit Government workers to take part in strikes and bargain collectively with the Government. In this connection, the Japanese Government has already issued a special ordinance banning strikes and collective bargaining by Government and public service employees.

"Local occupation authorities are acting in the same way. Thus, for example, in compliance with the directive received from the Provost Marshal of 25th Infantry Division, the Police Department in Osaka issued on July 13, 1948, a set of regulations concerning a new procedure for meetings and demonstrations which, in its essence, grants the police the right to prohibit any meeting or demonstration and arrest any participants in these activities and their leaders.

"In view of the fact that these measures taken by the American Occupation authorities and the Japanese Government run counter to the above-mentioned policy decisions of the Far Eastern Commission, I insist that your direction of July 22, 1948, concerning the amendment of the National Public Service Law, the actions of the Japanese Government in pursuance of these directions as well as the above-mentioned regulations issued by Osaka Police Department be cancelled as contradicting to the Potsdam Declaration and the Policy Decisions of the Far Eastern Commission as 'Fundamental Policy Towards Japan After Surrender' and on 'Principles of Organization of Japanese Labor Unions.' Respectfully yours, A. P. Kislenko, Major General, Acting Soviet Member, Allied Council for Japan."

In Osaka last week 25th Division officers denied that they had ever instructed Japanese police to issue public meeting restrictions. They said the restrictions were issued by the municipal police on the police department's own initiative and said Japanese press reports to the contrary were false.

Nippon Times - 13 August 1948

M'ARTHUR'S STAND IN BANNING STRIKE STRONGLY BACKED

Kislenko Charge is Flatly Denied by High Official in Washington

International News Service

WASHINGTON, Aug. 12 -- Initial Washington reaction Wednesday to the Soviet charge that Gen. Douglas MacArthur violated FEC policy by forbidding strikes among Japanese Government workers was that General MacArthur acted completely within his authority.

A high American authority on occupation policy flatly denied the Soviet charge, made by Ma. Gen. A. P. Kislenko, Soviet member of the Allied Council for Japan, in a letter to General MacArthur.

The authority said FEC policy gives General MacArthur "wide" latitude of interpretation.

He pointed out the document on labor permits General MacArthur to forbid strikes when stoppages "would directly prejudice the objectives or needs of the occupation."

It was also pointed out that the FEC has not received any official Soviet protest.

Any member of the FEC can demand a review of SCAP policy, the authority said, but SCAP policy could not be changed without a majority vote of FEC members, and concurrence by the United States.

Nippon Times - 17 August 1948

SOVIET MISSION WOMAN ADDRESSES LABOR RALLY

Says USSR Backs Leftists in Fight Against Warmongers

By Robert Y. Horiguchi INS Staff Correspondent

A Soviet woman official assured 2,000 left-wing Japanese women Sunday that Russia is backing Japan's left in "the fight against warmongers." It was the first time a Soviet official has publicly addressed a Japanese labor rally.

Marie Kasparove, employe of the Soviet Mission, Tokyo, told a leftist gathering at Hibiya Park they could "count on Soviet women as well as all democratic forces in the world in the struggle for peace and democracy."

The women's meeting preceded an anti-Fascist rally held on the Imperial Palace plaza.

Women Hold Rally

Some 2,000 women members of the Japan Communist Party, Communications Workers Unions and other labor unions held a rally Sunday to express strong opposition against the proposed revision of the National Public Service Law and other political and economic measures of the Ashida Cabinet.

Vice Chairman Haruko Hiroe of the Japan Democratic Women's Council presided over the mass meeting held in Hibiya Park.

Among the resolutions adopted at the rally were opposition to low wages, opposition to suppression of labor union activities and opposition to skipped and delayed delivery of food rations.

Stars and Stripes - 29 August 1948

ALLIED COUNCIL TO HEAR LABOR CHARGE

Kislenko Expected to Hit SCAP Union Policy

By United Press

A major Russian-American clash over occupation policy is expected to take place at the special session of the Allied Council which has been called for 4 p.m. today at the request of the acting Soviet member of that four power body.

Maj. Gen. A. P. Kislenko probably will launch an attack against Supreme Commander Gen. Douglas MacArthur for MacArthur's July 22 letter to Premier Ashida which has resulted in a new labor policy prohibiting government workers from striking. Kislenko said the purpose of the meeting is to discuss the Japanese Government's attitude toward labor unions.

This will be the first time the council has discussed anything since April 28, when the Russians accused the Americans of helping Japan rearm by permitting the establishment of a limited coast guard organization.

Soviet Member K. N. Derevyanko, who has been in Moscow some time, is expected to return to Tokyo today, but a spokesman for the Russians told the United Press that it is not known if he will arrive in time for the special meeting.

The special meeting was called by the American member and chairman of the council, William Sebald.

An official Allied headquarters announcement this morning said:

"There will be a special meeting of the Allied Council for Japan in the Council Chamber of the Meiji building at 4 p.m. Saturday, August 28, for the purpose of discussing matters contained in the Soviet member's letter of August 27, to the chairman."

A representative of General Kislenko told the United Press that Kislenko had requested the "extraordinary meeting" of the council to discuss the attitude of the Japanese Government toward labor unions and said the request had been made in the form of a letter to Sebald.

Kislenko, it was understood, accused SCAP of "influencing" the Japanese Government to take a stand against the trade union movement in this country.

Nippon Times - August 29, 1948

AMERICA REJECTS RUSSIAN DEMAND ON NO-STRIKE LAW

Kislenko Accuses U.S. of Violating Potsdam Pact and FEC Policy

By Earnest Hobericht, UP Manager for Japan

The Russian representative at the Allied Council accused United States officials in Japan and the Japanese Government of violating the Potsdam Declaration and also Far Eastern Commission policy rulings by the restriction of labor rights.

Maj.-Gen A. P. Kislenko, at a special session, proposed that the Council ask General MacArthur to withdraw his July 22 letter to Prime Minister Hitoshi Ashida and also to have the Japanese Government cancel its ordinance implementing General MacArthur's letter.

The American representative and chairman of the Council, William J. Sebald, flatly rejected the Soviet challenge.

Mr. Sebald said it was significant in evaluating the Russian claims to note that the freedoms General Kislenko pretended to espouse were "ruthlessly denied in his own country."

Gen. Kislenko charged that American officials in Japan were encouraging the Japanese to "take reprisals" against striking Government workers.

Mr. Sebald said the Soviet accusation that General MacArthur had violated the Far Eastern Commission's policies was inadmissible since the FEC ruling mentioned the organization of trade unions in Japan and said nothing about public services.

Mr. Sebald said that since the beginning of the Occupation SCAP had tried to apply the same principles to public services and workers in private industry, but that the "experiment failed" because radical elements infiltrated into public service organizations.

The American spokesman declared that it appeared to him the Russian representative was not anxious to obtain the true facts on the labor situation in Japan.

"I am thoroughly convinced," Mr. Sebald said, that Kislenko's "chief interest is to distort the issues to serve his own ends."

What those ends are is clear on the record, Mr. Sebald said, not only in Japan but also in "those unhappy countries" where Communist infiltration into labor unions has resulted in the destruction of Democracy.

Mr. Sebald said it was his hope that responsible Japanese labor leaders would not be "misguided" by the Soviet member's "double talk."

Gen. Kislenko retorted that Mr. Sebald's remarks about the suppression of freedoms in Russia were "slanderous."

Mr. Sebald said the Occupation is "friendly" toward Japanese labor and that, although Japan is still an enemy country, Japanese workers were enjoying more freedom than workers could obtain in the United States.

The American member emphasized that General MacArthur decided to send his letter to Prime Minister Ashida only after it had been established that the objectives of the Occupation were being threatened by excessive labor action.

Mr. Sebald said that Japanese labor, with the exception of the Communists, was cooperating with General MacArthur's policy. He said it was necessary clearly to designate the rights of labor and of the Government so that no minority would be able to overthrow the Japanese Government by force after the Occupation forces have left.

STATEMENT BY WILLIAM J. SEBALD, CHAIRMAN
at Special Session of Allied Council for Japan

The Acting Soviet Member rests his challenge upon Allied policy providing as he states it "that in Japan all obstacles in the way of the revival and strengthening of democratic tendencies among the Japanese people should be eliminated; freedom of assemblies, associations as well as freedom of the press and speech should be guaranteed and the Japanese people should be encouraged to form democratic organizations and labor unions" and he points out that the "right of Japanese workers to strike" is indispensable to the fulfillment of this general policy.

He is silent however upon that fundamental allied objective in the occupation of Japan to see established "a freely inclined and responsible government" which is precisely the objective the Supreme Commander has sought to serve by substituting order for chaos, a government by law for a government controlled by the coercion, intimidation and threat of minority pressure groups which seek, not to elevate the standards and dignity of public employment, but to use the organizations of public servants as pawns in the seizure of political power, preliminary to labor's complete suppression. It is indeed significant in evaluating his purpose that the very freedoms which the Soviet Member pretends to espouse for labor in Japan are so ruthlessly denied labor in the land which he here represented on the Council.

He has challenged the Supreme Commander's action designed to see established in Japan a "freely inclined and responsible government" as in conflict with the Far Eastern Commission policy decision on, as he put it, "Principles of Organization of Japanese Labor Unions" ^{which} he should well know that the only policy decision of the said Commission was expressly limited by its very terms as stated in its title to "Principles for Japanese Trade Unions" and had not bearing whatsoever, as the entire record of the corresponding commission proceedings cleverly disclose, upon the organization or principles governing the employment of public servants. Were the contrary true, all processes and services of government, including the maintenance of public order and protection against fire, would be subject to the normal interruptions incident to labor's constant and legitimate struggle to improve its conditions of employment in private enterprise and the abnormal interruptions incident to the self-serving violence of irresponsible leaders seeking to usurp the people's sovereign power. The Supreme Commander has, since the beginning of the occupation, endeavored as far as possible to apply the identical principles, rights, and procedures to public servants as have applied to workers in private enterprises; but the experiment has failed due to the advantage taken thereof by radicals who have infiltrated into the government union leadership.

The Supreme Commander has been gravely concerned for many months over the trend of the labor movement in Japan. It long ago ceased to be a movement of workers as contemplated under the American concept, concerning itself very

little with legitimate trade union problems and becoming instead predominately political. With no background of experience and with insufficient time to develop as yet a mature and responsible leadership from its own ranks, it has proved itself easy prey to exploitation. Its control and direction due to these inherent weaknesses was seized by self-appointed radical leaders with the paramount purpose of developing personal political power, and in the pattern of the conventional tactic, using it as the spring-board to ultimate political control of Japan. The opportunity for the ascendancy of this type of irresponsible leadership has been enormously advanced by the complete austerity of living which war and defeat has brought to all classes of Japanese society, none to a more desperate extent than to the laboring class. Spearheading this mis-direction of the labor movement have been the two large unions of government workers which radicals concentrated upon because of the two vital arteries to Japanese life, transportation and communications. As is well known, all of the communications and most of the railroads in Japan are government-owned and operated, and the stoppage of these vital functions with its attendant paralysis of food distribution and other services essential to the preservation of life at once threatens starvation and disaster to large sections of the Japanese population. Twice during the past year and one-half the Supreme Commander was forced to stop a general strike spear-headed by these government unions, which if permitted to proceed would beyond doubt have resulted in a complete collapse of the Japanese structure. A tragedy of major proportions almost certainly would have resulted. The letter of July 22nd to the Prime Minister was written in the face of another such threatened general strike projected for the following August 7th, within the period of most pronounced food scarcity during the year, as a means of restoring some semblance of balance to a rapidly deteriorating situation.

I have given you the foregoing general background as I believe there is a lack of understanding of the situation existing here and the need and pattern of corrective measures being undertaken. The general purpose of the Supreme Commander's letter was to bring into the Public Service of Japan some degree of the responsibility and stability such as that existing in our own Federal Government and the governments of our several states, thereby permitting the Japanese people some measure of benefit from our own long experience in such matters. The Supreme Commander confined himself to a broad statement of the basic principles involved and intentionally phrased the letter as a suggestion rather than directive, in order to encourage the Japanese Government to exercise its own initiative and thought in developing and implementing details, and leave it entirely free to question provisions deemed unacceptable to it. The Japanese ordinance is an interim measure designed to maintain the status quo until the Diet meets next month to consider and act upon implementing legislation, subject of course to scrutiny to insure against the distortion of any of the principles enunciated in the letter.

The occupation is entirely friendly to labor and in fact restored the free trade union movement in Japan, having instituted its development long before receipt of any detailed directives from the United States Government or the Far Eastern Commission. None therefore could be more reluctant to see a tightening of controls upon government workers, even though they had been permitted much greater latitude than in the United States. Indeed, as before stated, the Supreme Commander did not move toward such end until the situation brought about by government union excesses had deteriorated to so marked a degree that both the objectives and security of the occupation had become directly threatened and the advances made by labor in private enterprise toward achievement of its legitimate aims so compromised as to face ultimate destruction.

There appears to be much confused thought concerning the meaning of "collective bargaining". As used by the Supreme Commander in his letter to the Prime Minister and by the government in its ordinance, it carries with it the connotation as commonly understood with its coercive character supported by the strike threat -- as referred to in the doctrine enunciated with such clarity by the late President Franklin D. Roosevelt reading as follows:

"All government employees should realize that the process of collective bargaining, as usually understood, cannot be transplanted into the public service. It has its distinct and insurmountable limitations when applied to public personnel management. The very nature and purposes of government makes it impossible for administrative officials to represent fully or to bind the employer in mutual discussions with government employee organizations. The employer is the whole people, who speak by means of laws enacted by their representatives in Congress. Accordingly, administrative officials and employees alike are governed and guided, and in many instances restricted, by laws which establish policies, procedures, or rules in personnel matters.

"Upon employees in the Federal service rests the obligation to serve the whole people, whose interests and welfare require orderliness and continuity in the conduct of Government activities. This obligation is paramount. Since their own services have to do with the functioning of the Government, a strike of public employees manifests nothing less than an intent on their part to prevent or obstruct the operations of Government until their demands are satisfied. Such action, looking toward the paralysis of Government by those who have sworn to support it, is unthinkable and intolerable."

The letter contemplated, in lieu of this form of collective bargaining, provisions for individual or collective negotiation by employees within the framework of the Civil Service System before the National Personnel Authority, an agency responsible to the Diet -- something along the lines of our own procedural practice before the Civil Service Commission in Washington. I understand this is the intent of the Japanese Government's ordinance and complete grievance machinery is now being evolved by the Government in anticipation that permanent legislation will embody this principle. As to the employees of Government, outside of the framework of the Civil Service System, a different form of procedure will of course be necessary and the Supreme Commander is waiting with considerable interest to see just what form this takes in Japanese thinking. He will of course closely scrutinize such provisions as are developed to ensure that adequate protection is provided for every employee in the public service and so far as he can guide the action taken without positive direction will see that it closely follows American or other democratic practice.

.....

I know of no conflict in the measures taken with Far Eastern Commission labor policies. The freedom accorded labor in Japan is still greater than in the United States and most democracies, despite Japan's peculiar position as an enemy country under military occupation. Furthermore, the action being taken to adjust the employee relationships to government has no direct bearing upon the Japanese labor movement in private enterprise to which the Far Eastern Commission's labor policy was directed. But even were the contrary true, the said policy specifically reserved to the Supreme Commander the right to prohibit strikes and other work stoppage when he considered that they would directly prejudice "the objectives or needs of the Occupation." Such prejudice was critically present when he was forced to intervene.

There are of course many systems relating to public employment quite as efficient and as democratic as in the United States, and it is not only possible, but in my opinion probable, that the Japanese Diet will carefully consider and perhaps adopt such concepts.

As an example, present American law provides:

"It shall be unlawful for any individual employed by the United States or any agency thereof including wholly owned Government corporations to participate in any strike. Any individual employed by the United States or by any such agency who strikes shall be discharged immediately from his employment, and shall forfeit his civil service status, if any, and shall not be eligible for reemployment for three years by the United States or any such agency."

No two democratic countries, so far as I know, have established the same criteria of public employment, and it is the Supreme Commander's hope that Japan will evolve for herself, within the basic principles enunciated, her own minutiae in handling these problems.

The Japanese in all walks of life other than the Communist party have been practically unanimous in support of the principles laid down in the Supreme Commander's letter to the Prime Minister and the Government's subsequent action thereon, and have shown manifest relief at the prospect of some semblance of order and stability being restored in a situation which so long has threatened Japanese life. The Japanese press other than the Communist Akahata (Red Flag) has given it most complete editorial support, and even large sections of organized labor have voiced their approval and moved to oust entrenched radical leadership. It is reported that even among the railroad workers there is a growing movement to bring them within the framework of the Civil Service System, rather than under a government-owned corporation such as was proposed in the Supreme Commander's letter to the Prime Minister. The Supreme Commander is watching developments without further direct intervention, as he regards it as most healthy for the Japanese themselves to resolve the issues involved and work out the implementing details, subject only to close scrutiny to see that occupation policy or the inherent rights of the workers are not violated.

The recovery phase of the occupation is currently being stressed and I know of nothing more calculated to impede recovery and to destroy occupation gains already made through painstaking effort and heavy United States expenses and I repeat, U. S. expenses, than to permit this trend toward disaster and destruction to continue.

In evaluating the situation, it must further be clearly understood that with the renunciation of armed forces by Japan and the future withdrawal of our own occupation force, a leadership capable of dominating the presently existing unions of communications and transportation workers would control those two vital arteries of Japanese life, communications and transportation, and would be in position almost at will to take over control of the Japanese Government. Unless steps are now taken clearly to define the authority of the government of Japan and to preserve its integrity and dignity in the interest of all of the Japanese people, a minority pressure group could easily take over the reins of the Japanese Government. The action taken has dealt a severe blow to a radical concentration infiltrated into the leadership of the government employee unions, by removing its power over and threat to government. Any measures much short of those taken would be tolerant of the forces agitating confusion and unrest, would decidedly hamper the efforts at recovery, and would in due course tend to nullify all gains made toward a free trade union movement in Japan.

Nippon Times - September 2, 1948

USSR HELD OUT TO PUSH FIGHT OVER LABOR ISSUE

U. S. Quarters Say Soviets May Put Strike Ban Controversy Before FEC

By Russell Brines, Chief of Associated Press Tokyo Bureau

The next Soviet step in opposing General MacArthur's new labor policy may be a pronounced effort to embarrass the now dominant American control over Japan.

Informed American quarters here do not believe the Russians or their Communist allies intend to abandon their fight against the prohibition of strikes and collective bargaining by Government employes. The issue is too fundamental for their purposes because politically inspired strikes of Government unions have given communism its most effective weapon in Japan.

Now it is considered likely the Soviets may push the issue before the Far Eastern Commission when it reconvenes next month. Major General A. P. Kislenko, acting Soviet member of the Allied Council, carefully based his case on a contention that the strike ban violated the FEC policy on labor. Even the United States State and Army Departments felt obliged to ask General MacArthur whether he was conforming to this policy.

American officials here quickly answered that the FEC labor directive of December 18, 1946, specifically referred to "trade unions." They interpreted this as meaning the directive applied only to those in private industry and was not concerned with Government unions -- a view disputed by the British member of the Allied Council.

American sources here feel that if the Soviets turned to the FEC, the extent of their success might depend on two forces which cannot be fully calculated now. One is the reaction of American labor unions. The second is the attitude of the British Commonwealth, whose representatives are largely responsible to labor or Socialist governments.

At present, there are three dominant views of the controversy:

1--The contention--supported only by the Communists and fellow travelers--that all Government employes should be allowed to strike. Their reasoning is obvious.

2--A belief that the right of strike by Government workers should be curtailed under various circumstances but collective bargaining should be permitted. This was voiced by Patrick Shaw, British member of the Allied Council.

3--The current SCAP and Japanese Government policy that all Government employes should be denied the right to strike and "collective bargaining backed by the coercive threat to strike." Employee relationships should be handled by a civil service authority now being groomed to make wages dependent upon need and ability rather than group pressure.

Stars & Stripes - September 8, 1948

RUSSIA MAY HIT SCAP STRIKE BAN

WASHINGTON, Sept. 8 (UP)--Russia is expected by informed officials here to carry its fight against General MacArthur's ban on strikes by government workers to the Far Eastern Commission, which meets tomorrow after a two-months summer holiday.

The commission's Steering Committee met today, but officials were silent on its actions.

Sources close to the British member, however, said the commission also will discuss Japanese reparations and the level of industry to be allowed Japan--subjects over which the commission has been deadlocked for six months.

The Russians are expected to follow the same line of attack on SCAP's labor policy that they used in Tokyo at the Allied Council meeting. There, they contended that General MacArthur's ban on strikes and collective bargaining by government employes violated the Potsdam Declaration and Far Eastern Commission policy.

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Stars & Stripes - 3 September 1948

ROYALL BACKS SCAP ON LABOR POLICY

No Conflict With FEC He Says; Cites Gov't Peril

Washington, Sept. 3 (AP) -- Secretary of the Army Kenneth Royall today backed up General MacArthur's no strike policy for Japanese Government workers. The policy has been under Russian attack.

Royall said MacArthur's suggestions which led to a temporary ban on such strikes were not--as the Soviets charge--contrary to Allied occupation policy.

MacArthur wrote Premier Hitoshi Ashida, July 22, that he was in "full accord" with a statement by the late President Roosevelt, that strikes by government workers were "unthinkable and intolerable."

The Japanese Cabinet promptly issued a decree against such strikes and also denied government workers collective bargaining rights.

The action stirred up labor unrest in Japan and brought from Russia a complaint that the "measures being taken by the American occupation authorities and the Japanese Government" are "suppressing activities of democratic organizations."

Royall said in a statement that the Japanese Government at the time was faced "with widespread strike threats" by government employes in the transportation and communication fields. There was a possibility, he said, of a general strike against the government.

Royall said the Supreme Allied Commander's suggestions to Ashida, "as we understand them, do not in any way traverse or conflict with any labor or other policy adopted by the Far Eastern Commission or of any directive of the government of the United States."

The Far Eastern Commission of which Russia is a member, sets general policies for the occupation of Japan.

Royall said the Army and other interested government agencies are currently reviewing the temporary no strike ban from the point of view of Allied policy. Along with MacArthur, he said, they "will closely scrutinize" proposed Japanese labor legislation.

He added that this scrutiny is to insure that legislation adopted by the Diet "does not impair the basic objectives of occupation policy for the emergence of a democratic, stable and peace-loving Japanese nation and the development and operation of democratic trade unions."

Stars & Stripes - 7 September 1948

SCAP PROGRAM ON LABOR HIT BY DEREVYANKO

By Russell Brines, AP Correspondent

Soviet authorities here renewed their attack on MacArthur's new labor policy and warned "a large wave" of protest strikes would be "natural."

A statement issued in the name of Lt. Gen. Kuzma Derevyanko, the Soviet member of the Allied Council again demanded the cancellation of the current ban on strikes and collective bargaining by government employes. It was distributed at a rare and hastily summoned press conference for Allied and Japanese correspondents at the Soviet Embassy.

Derevyanko, who returned recently from one year's stay in Moscow, did not appear. His Press Officer Konstantin Popov conducted the news conference and said he was speaking for the bluff general.

The Soviet attitude on the question remains "unchanged" in opposition to the SCAP policy which the Russians have attacked in two statements and a special meeting of the Allied Council. Popov said he could not tell what the future steps would be taken locally or whether--as widely believed--the Soviets would take the issue to the Far Eastern Commission.

Derevyanko's statement said "A large wave of strikes by Japanese workers and employes and their labor union organizations against arbitrary curtailment of rights to strike and bargain collectively as well as the sympathetic response to their demands on the part of public opinion in Japan proper and abroad appear to be natural."

This sentence was sufficiently vague to leave some doubt whether it was intended as a threat. The unions which stand most to lose by MacArthur's policy and which are fighting it hardest are under strong Communist influence. Observers considered one purpose of today's press conference was to give encouragement for this fight--which SCAP officials consider vital for Soviet policy of strengthening their labor spearhead.

Another purpose of the Soviet press conference appeared to be the attempt to answer--primarily for Japanese benefit--charges raised by American Chairman W. J. Sebald at the special Allied Council meeting of August 28, on labor policy.

Sebald's remarks that labor was not free in the Soviet Union brought charges of "slandorous assertions" for "selfish political ends" in Derevyanko's statement.

NEWS

ITEM 1 Russians Promise to Aid Japanese Labor Unions - Akahata, Tokyo Mimpo -
16 Sep 48. Translator: K. Higashikawa. (UG & WM)

Full Translation:

Declaring that the present civil service workers dispute does not impede the objectives of the Allied occupation, GENERALOV, political adviser to Soviet representatives in JAPAN, asserted that the struggle of Japanese workers is enlisting deep the sympathies of all the democratic nations of the world, especially those of the Soviet Union.

The declaration was made on Tuesday before a gathering of some 40 representatives of the Democracy Protection League, including HOSOKAWA Kaoru, Communist member of the House of Councillors, who visited Lt. Gen DEREVIANKO, Soviet representative to the Allied Council for Japan, and Generalov, political adviser.

The visitors handed to the Soviet representative a petition asking him to lodge a strong protest with the authorities concerned against the measures taken by the Japanese Government in connection with the revision of the National Public Service Law. The callers also solicited the good offices of the Soviet representative to see that this issue is taken up by the Far Eastern Commission.

GENERALOV, who interviewed the visitors on behalf of Lt Gen KISLENKO, stated that the Soviet representative has been taking an unshakable stand for the fulfillment of all resolutions made jointly by the Allied Powers and that in the future as well every effort will be made towards that end. GENERALOV promised the callers that he would sent the petition to the Soviet Government.

The representatives of the Democracy Protection League called on SIEH Nan-Kuang, Chinese representative, and CHU Lo-shen in the afternoon and handed them an identical petition.

Owing to pressure of business, Lt Gen DEREVIANKO had to leave the callers, and GENERALOV, political adviser, interviewed the visitors. In reply to the appeals made by HIRANO Yoshitaro, Chairman of the Democratic Scientists Association, representing the Democracy Protection League. DOBASHI Kazuyoshi, Chairman of the All Japan Communications Workers Union, and TSURUOKA, Chairman of the National Liaison Council of Government and Public Office Employees Unions, GENERALOV stated:

"Japanese newspapers printed no reports on the statement made by the Soviet representative at the Allied Council, but the opinion of the Soviet representative is gradually spreading to the people. Even before 28 August, the Soviet representative demanded the recall of the MacArthur letter and of the Japanese Government's Potsdam administrative ordinance, both of which are calculated to impair democracy, but the Japanese Government and others failed to take any responsive measures. Accordingly, the Soviet representative on 28 August again demanded the repeal of these documents. In a press conference held on 6 September, the Soviet representative once again asserted that the MacArthur letter, the administrative ordinance banning strikes, and the pressure exercised by the Japanese Government were violations of the Potsdam Declaration, of the decisions of the Far Eastern Commission and of the Japanese Constitution, and demanded their repeal.

"The claim of the Soviet representative was based on two grounds. First, according to the decisions of the Far Eastern Commission and the Potsdam Declaration, Japanese workers are guaranteed the right to participate in the democratization of JAPAN. Further, they are also guaranteed the right to strike and other rights for the betterment of working conditions. Therefore, I consider the present action of Japanese workers is fully justified. We declared that the statement of SEBALD, Chairman of the Allied Council for JAPAN, to the effect that public service workers are not vested with the right to strike, was entirely groundless in the light of the decisions of the Allied Powers.

"Second, we, the Soviet representatives, strongly object to oppression, prohibition of strikes and deprivation of the right to bargain collectively because of the fact that the work of democratizing JAPAN is still in a very lukewarm state. We consider the measures taken by the Occupation authorities and the Japanese Government unlawful. ~~These policies and actions of the Japanese Government unlawful.~~ These policies and actions of the Japanese Government do not serve any other purpose than to stymie democracy and revive reactionary forces.

"The Soviet representative will in the future continue to assume a strong stand for the fulfillment of the resolutions of the Allied Powers. To enable us to do so I would ask you to furnish us with necessary data. I also desire that democratic Japanese representatives will fight in the Diet against the passage of the anti-people NPSL Revision Bill."

HAMA, Chief of the Information and Publicity Division of the All Japan Communications Workers Union, questioned GENERALOV on the warning made by KADES deputy chief of Government Section of GHQ, to DOBASHI on 10 September to the effect that those who violate administrative ordinance No 311 relative to infractions of the objectives of the Occupation would in the future be arrested and detained, because the administrative ordinance is based upon the spirit of the MacArthur statement of 1 Feb 47, and of the memorandum of Major General MARQUAT of 28 Mar 48.

GENERALOV replied,

"Whether or not the MacArthur statement of 1 February and the Marquat memorandum are of a temporary nature is not the moot point. Whether or not strikes should be banned should be decided according to whether or not they impede the objectives of the occupation. I do not think the dispute of the Japanese civil service workers infringes upon the objectives of the occupation."

SIEH Nan-kuang and CHU Lo-shen, Chinese representatives in JAPAN, yesterday accepted a petition of the Democracy Protection League identical to the one addressed to the Far Eastern Commission from HOSOKAWA, Communist Upper House member, DOBASHI, chairman of the All Japan Communications Workers Union and TSURUOKA, chairman of the National Liaison Council of Government and Public Office Employees Unions, who visited the Chinese representatives yesterday afternoon.

The Chinese representatives clarified the basic policy of CHINA as follows:

"As her basic policy towards JAPAN, CHINA attaches first importance to the protection of individual rights. As for the recovery of JAPAN, it is absolutely necessary to democratize JAPAN both economically and politically. But, the work of democratization is still very incomplete. Unless this is rectified, the relationships between JAPAN and the various powers will not be satisfactory.

"We unstintingly support complete democratization of JAPAN. If there is any fact which conflicts with the security of individual rights and democratization of JAPAN, please show us complete data. We want you to furnish us with factual data which run counter to the democratization of JAPAN, such as the survival of the corrupt feudalistic imperial institution, bureaucracy and zaibatsu." (AKAHATA)

CIVIL SERVICE DIVISION
GOVERNMENT SECTION

11 August 1948

MEMORANDUM FOR: Mr. Blaine Hoover

SUBJECT : Proposed Cabinet Order Regarding Labor
Relations Committees

1. Military Government representatives have asked the following questions: Can government employees continue to serve on Labor Relations Committees? Will the presence on a Labor Relations Committee of a representative of a union of government employees render the decisions of such committee invalid?

2. A review of the Trade Union Law and the enforcement ordinance leads the undersigned to believe that the representatives of government employee unions who are already serving on such committees can lawfully continue to serve, and there is no machinery in the above legal instruments whereby they can be removed. It would appear, however, that such appointments would be prevented in the future unless the prefectural Governor arbitrarily chooses to appoint someone other than those recommended by the unions concerned, which is unlikely but which, technically, he is allowed to do if union nominees "are not suitable".

3. Pertinent legislation on the point follows:

Article 26 of Law No. 51 - 1945 (The Trade Union Law).

"The administrative authorities shall appoint the representatives of the employers in accordance with the recommendations of the employers organization, those of workers with the recommendation of the workers trade unions and the central members with the agreement of the representatives of employers and of workers."

Paragraphs 3 and 4 of Article 37 of Imperial Ordinance No. 108, 27 February 1946 (The Enforcement Ordinance of the Trade Union Law).

"Six weeks prior to their date of appointment, the Welfare Minister or the prefectural governor shall invite recommendations for the labor members of the Labor Relations Committee from all registered labor unions concerned registered in accordance with Article 5, paragraph 1 of the Law and recommendations for the employer members of the labor relations Committee from the employer organizations concerned. Three weeks thereafter the Administrative Authority shall make public the recommendations received. Provided however, that in the selection of the Labor Relations Committee for the first time, in cases where labor organizations and employer organizations are considered by the Administrative Authority inadequate to represent labor and employer opinion, and in the selection of temporary labor Relations Committees, this procedure need not be followed.

For appointing the members of Labor Relations Committees, in case the recommendation of either the employer's organization or trade union, or the agreement of the representatives of the employers and workers cannot be obtained, in case the persons recommended in accordance with the preceding paragraph are not suitable, the Welfare Minister or the prefectural governor may appoint the members using his official powers."

4. There seems to be no provision for disqualification or removal of members after appointment except for disclosing secret information, conviction of violation of certain laws, frequent violation of the "rules concerning the procedure or other matters decided by the Labor Relations Committee", or for incapacitation from attending meetings of the Committee.

5. It is suggested that a Cabinet Order be promulgated to amend Imperial Ordinance 108 to exclude representatives of unions of government employees from membership in Labor Relations Committees.

Gordon W. Peterson

NOTE:

The N.P.A. recommended to the Cabinet that the new Cabinet Order (#201 of 1948) now in process of being further amended thru an explanatory memo being issued to both the Unions & the Ministers clear this point by having a 7 added to the explanatory memos which will state, in effect, that Nat. Govt. employees can not serve on Labor Relations Committees. These memos were being considered at 1600 on Wednesday 11 Aug. 1948 by the Cabinet. WRP 8/12/48

GOVERNMENT SECTION
Civil Service Division

*Mr. Coy
Gov't Labor
Policy*

28 June 1948

MEMORANDUM FOR : Mr. Blaine Hoover
Chief, Civil Service Division

SUBJECT : Report from Mr. Fukushima's Office Relative to
Collective Bargaining Meeting Between the Govern-
ment and Unions on Government Employee's Salaries.

1. On Friday, 25 June 1948, Mr. Kato of the C.L.C.O. called to represent Mr. Fukushima and to report on the conferences being held between the government and the government workers unions on the subject of the new wage scale.

2. Mr. Kato stated that the unions were demanding ¥5200 while the government was offering ¥3791. There have been three meetings held to date and the fourth was to be held on the morning of Saturday, 26 June. The unions had demanded a six-point program in addition to an increase in salary; however, Mr. Tomabechi had agreed to discuss only three of these points at Saturday's meeting. The three points that the government had agreed to discuss were:

1. No grievance machinery to be established
2. That no reduction of personnel was to be occasioned by the increase in salary
3. The new wage was to be retroactive to 1 April 1948.

3. In a general conference held on Tuesday, 22 June, Mr. Tomabechi had stated that if the government approved the new wage increase, it would be retroactive only until 1 June 1948 rather than the date requested by the unions and he further pointed out that any such increase must be accompanied by reduction in personnel to assist the government in meeting the increase. He stated that the government was prepared to request a 15% reduction; however, he called the union's attention to the fact that 10% of this would be the elimination of unfilled positions for which funds had been provided to cover salaries while the remaining 5% would be taken care of by normal attrition, i.e. in filling vacancies as they occur and by shifting personnel from agencies which would be over-staffed in view of the 15% reduction, to agencies which would be under-staffed.

4. The union demanded to know whether, if the government agreed to a raise in salary, they would be willing to submit a supplementary budget to the Diet to cover the increase in cost of operation. Mr. Tomabechi ignored this question and refused to give any answer.

WPM/hm

W. PIERCE MacCOY
Deputy Chief, Civil Service Division

C O N F I D E N T I A L

CIVIL SERVICE DIVISION
GOVERNMENT SECTION

*file refer to my attention
with report on developments
to June 10, '48. Bly*

19 May 1948

MEMORANDUM FOR: Mr. Blaine Hoover

SUBJECT : Confidential Civil Censorship Report 11 May 1948
Re Rodo Sensen (Labor Front)

I trust that I am not becoming unduly alarmed by the many newspaper blurbs which are very evidently Communist-inspired nor commencing to see boogie-men under my bed where none actually exist; however, I sense in this confidential report an undertone which disturbs me. Assuming that the English translation of the Japanese article is correct, I sense an implied threat which is not directed solely at the Japanese or the Japanese government in this article. If we connect this article with one or two others which have appeared recently in Japanese papers relative to the intent of the Communists to fan the cooling embers of the old Greater East Asia Society and its infamous off-springing "hatred of the Occidental," the particular article referred to in this confidential report takes a slightly ominous twist.

With these thoughts in mind, it takes little imagination to see how the Communist-controlled unions could attempt to whip up the feelings of the Japanese Labor to the point where he would be willing to lay the blame for most of his difficulties on the doorstep of the Occidental population which now mans the Occupation Forces. Given completely free rein in his statements and publications, it will not be hard for the Communist through the Communist-controlled papers to incite a sufficient movement of irresponsible Japanese to the point where they may create serious incidents. Up to this point the Occupation has been extremely successful in guiding the Japanese in their thinking. Unfortunately, some groups of Americans have probably not been too wise nor well-guided themselves in directing this Japanese thinking. SCAP has been particularly proud of itself in operation of one of the most enlightened occupations of history. It would be extremely tragic if, at this point, even a small number of irresponsible Japanese were whipped up into an anti-Occidental frenzy to the point where the lives of any of the American personnel engaged in the administration of the Occupation, or their dependents, were actually endangered. Particularly would this be extremely unfortunate if the cause for such an out-break could be laid at the door of any individual or group of individuals directing the Occupation.

An unbridled labor movement which is more idealistic than ideal can and apparently has gotten completely out of hand to the point where it has

C O N F I D E N T I A L

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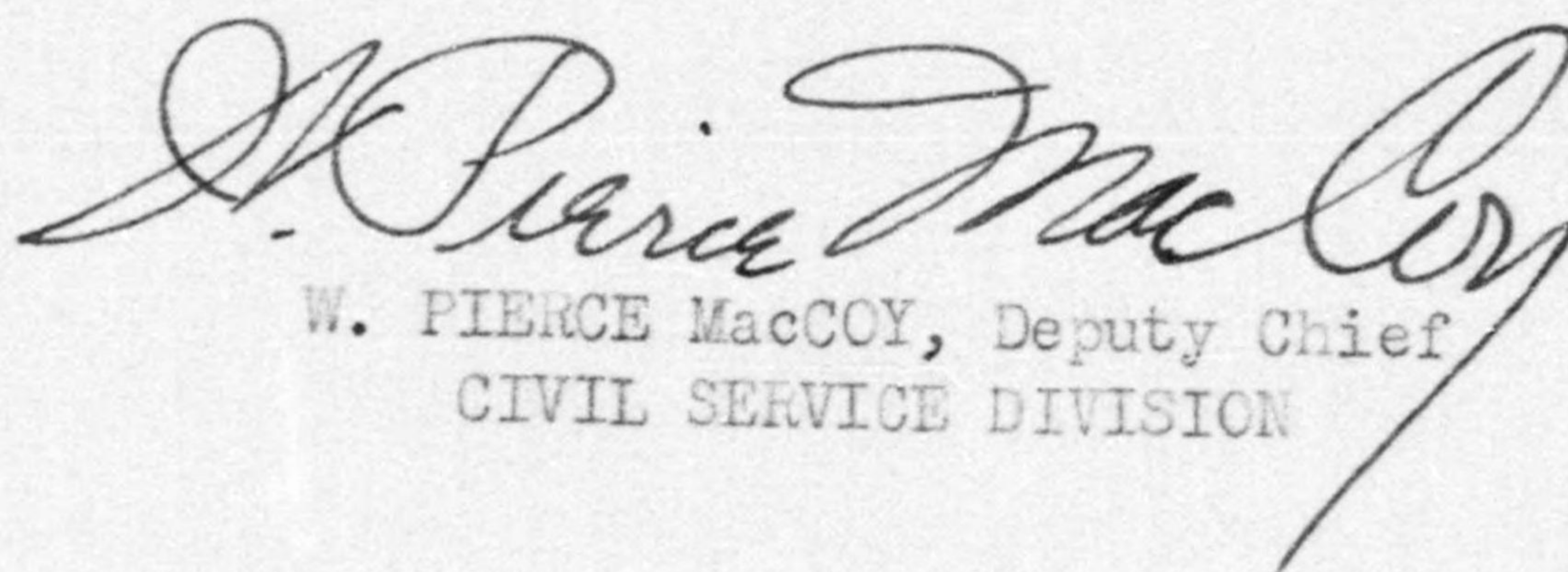
C O N F I D E N T I A L

Memorandum for Mr. Hoover

-2-

May 19, 1948

become the crack in the wall that permitted the Communists to pour through and gain a strong controlling hand in a governmental administrative situation. Having this first taste of a small victory has merely whetted the Communists' appetite for more and bigger victories. Experience and history have shown that men with appetites so whetted will allow nothing to stand in the way to gain their personal ends, not even the well-being of their own country. To me this article quoted in the confidential report sounds the tocsin of serious dangers to the well-being of the new democratic Japan as well as to the administration of the Occupation itself. I am calmly and deadly in earnest when I say that I believe it is high time that SCAP with a firm hand pulls the checkrein to prevent a complete run-away which will scatter all authority to the four winds and cause endless embarrassment and hard work to say nothing of danger to gather again the pieces and attempt to rebuild the structure of a democratic government on a new and firmer foundation. The horse represented by Japanese Labor is at that peculiar temperamental moment when it has just about made up its mind to take the bit in its teeth and bolt. A firm and quickly applied checkrein in a strong hand at this moment will decide the issue. A wavering or indecisive delay will allow it to take frightened initiative on its own responsibility and once upon its run-away course it is twice as hard to stop it or turn it. Threat is implied in this article. I sincerely hope we will not allow it to become an actuality by having the threat activated.


W. PIERCE MacCOY, Deputy Chief
CIVIL SERVICE DIVISION

C O N F I D E N T I A L

GOVERNMENT SECTION
Civil Service Division

file
ORGANIZED LABOR
(J.P.)

MEMORANDUM

26 April 1948

TO : Mr. Blaine Hoover, Chief
Civil Service Division

FROM : Mr. W. Pierce MacCoy, Deputy Chief *WPM*
Civil Service Division

SUBJECT : Evidence of How Communist Groups Utilize Valid Labor Problems to Cause Confusion.

Attached is an article clipped from the Nippon Times of 25 April 1948 under the headline, "300 Workers Force Way Into Typewriter Plant."

It is noted by this article that non-communist employees of the Mita plant of the Nippon Typewriter Company state that the present dispute techniques carried on at the plant are conducted both by communist-inspired workers of the company as well as communist workers of surrounding plants. It is interesting to note that the representative of the anti-communist group stated that the dispute was amicably settled in October, 1947, and actually only involved 50 unionists; however, he flatly states that the communist leaders in the union rejected the agreement and entered into "production control" at that time and that now, the breaking and entering of the plant, contrary to a court-order and engaging in a fight with the police was actually conducted by communist workers gathered from neighboring factories.

This merely confirms the statement you made in your recent presentation to General Whitney in which you indicated that the present ill-directed techniques of the labor groups would eventually gain such a head-way that normal, honest and honorable activities of a labor union would and could be otherwise destroyed in the eyes of the public. This will undoubtedly cause the pendulum to swing in the opposite direction and wipe out, not only the unlawful activities of unions but also the necessary labor reforms that had been gained to date.

This is, of course, an excellent example of what happens when naive theorists attempt to apply principle without either a well-grounded knowledge of the history of a people or

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the mores of its society and will criminally and wilfully neglect to include such thinking in the construction of their plans. Under the present circumstances this has permitted necessary labor reforms to fall into the hands of a radical element which has wilfully and viciously gone berserk with uncontrolled power.

WPM/hm
Attachment

300 Workers Force Way Into Typewriter Plant

Some 300 workers of the Mita Plant of the Nippon Typewriter Company Friday afternoon forcibly reoccupied the plant's workshop and warehouses from which they were driven out by the police on the previous day following a bloody battle.

The workers defied a tentative court order freeing the company's plants from production control by labor and drove out 20 company officials.

The reoccupation was carried out, according to Kyodo, with the assistance and encouragement of sympathizing members of NCIU affiliated unions, such as the All Japan Machine Tool Workers Union.

Their action in seizing the Plant came after approximately 1,000 ousted workers and sympathizing union members held a mass rally in Hibiya Park.

At the rally, participants drew up a resolution vigorously protesting against what they termed "unjust suppression" of labor rights. The demonstrators, on the conclusion of the meeting, paraded through the streets to the Procurator's Office and the Tokyo District Court, where they presented their protest.

A part of the angry demonstrators then made their way to the Mita Plant, where throngs of other workers and sympathizers were milling about in front of the plant in an angry mood.

Mounting tension among the demonstrators finally led some 300 of the workers to band together under the leadership of their union leader and storm the plant.

The men tore off the court order plastered on the front entrance and smashed their way inside, quickly occupying the workshop and warehouses, amid wild cheering and the singing of labor front songs.

The workers then decided to go to the assistance of their fellow workers now under police custody at the Mita Police Station and other police stations.

They staged two demonstrations at the Mita Police Station, which they completely enveloped. They called out to the arrested men and encouraged them to keep on fighting.

Meanwhile, non-Communist employes at the Mita Plant of the company said yesterday that Communist-inspired workers in the Japan Typewriter Company have been resorting to threats, intimidation and even force in their negotiations with the management.

Non-Communist workers revealed that Shozo Shiromori, 70-year-old president of the company, was humiliated and threatened by the Communist-supported employes in October, last year. They cited one instance in which Mr. Shiromori and other executive officers were surrounded by 800 workers who were made to remain in their office continually for more than 36 hours.

Every attempt of the executives to speak was drowned out by the angry shouts of the workers, they said. Mr. Shiromori was taken ill by this "inhuman and harsh" treatment, these workers pointed out.

Eiji Morita, representative of the anti-Communist group, declared that the dispute was amicably settled in October, last year, but Communist leaders rejected the agreement and entered into "production control."

Mr. Morita disclosed that only 50 unionists are actually involved as far as the Mita Plant is concerned, but about 300 Communist workers in neighboring factories joined the fight against the policemen.

"We cannot condone the tactics of violence and force adopted by the Communists," he said.

GOVERNMENT SECTION
CIVIL SERVICE DIVISION

C O N F I D E N T I A L

MEMORANDUM

25 March 1948

TO: Brigadier General Courtney Whitney, Chief
Government Section

FROM: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT: Labor Situation - National Government of Japan

1. Government Section, GHQ, SCAP, initiated the National Public Servants Law (Law 120) and is chiefly charged with responsibility for its appropriate extension and implementation as well as the conduct of personnel administration in the government of Japan generally.

2. There exists in the Government of Japan a critical labor situation involving disputes relative to wage scales and other conditions of employment. In this situation various groups of government workers are employing strikes, "holidays", leave of absence strikes" and other forms of departure from assigned duties.

3. The Cabinet is negotiating the various demands of the government workers under terrific pressure.

4. There are within GHQ, SCAP unresolved questions of jurisdiction with respect to the regulation of government employees.

5. Pending decision on such questions of jurisdiction it has been the policy of Civil Service Division to make no statements and take no actions external to SCAP which would embarrass SCAP by revealing sharp difference of opinion within GHQ, SCAP relative to the regulation of government employees.

6. During this period there is indication that the labor union groups are consolidating their positions and determining the pattern of personnel administration within the Government of Japan.

7. We have knowledge of no notification to the Japanese authorities that the doctrines and practices being advocated by "labor" is other than SCAP's official position in the matter. Japanese officials on occasion inform us that the attitude of Labor Division, ESS, are assumed to represent SCAP policy in such matters.

FILE

8. Such a combination of circumstances may result in the Cabinet or other agencies of government making commitments which will make a democratic American-type civil service inoperable. We are dangerously close to that situation today.

RECOMMENDATION

1. That Government Section, GHQ, SCAP at the earliest possible hour today notify the Japanese Government that any labor adjustments or agreements or understandings applying to employees of the national government shall be referred to Government Section for review in advance of confirmation.

2. That in review of such matters Government Section confine its objections to those elements which put the situation out of control for purposes of ultimate sound personnel administration and pass other elements without approval or disapproval.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

12 November 1947

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Social Democratic Party Principles and Implication of Current Labor Policy

1. The current labor policy as outlined in The Labor Adjustment Law, is based upon two fundamental principles which in theory and practice are incompatible with, and dangerous to, the orderly development of practical democracy as originally envisaged by the founders of our constitution and by all believers in the system of democratic government by elected representatives of the people.

2. These two incompatible principles are in fact a dual and inseparable entity since neither can exist without the other. They are, namely, the guarantee and use of collective bargaining by government employees and the exercise of the right to strike by various categories of government employees.

3. These principles are fundamentally incompatible with two basic concepts of American governmental philosophy and practice, namely:

- a. The concept that government employees are servants of the people and therefore cannot strike.
- b. That the elected representatives of the people are responsible for exercising their judgment and discretion in the solution of public problems subject to the approval or disapproval of their constituents in the succeeding election or removal by impeachment, and are therefore above the necessity of yielding to the demand of special pressure groups against the dictates of their conscience and judgment in order to avert serious disruption of governmental functions.

4. The present Labor Adjustment Law provides for the use of collective bargaining by government unions and also authorizes the use of the strike weapon by certain categories of government employees.

5. Certain officials in this headquarters have stated that government employees should definitely have the right of collective bargaining guaranteed while at the same time inconsistently stating that they did not believe, however, that all government employees should be allowed to strike. This position is untenable and inconsistent inasmuch as collective bargaining implies not only the power on the part of government officials to make terms but also implies the right of government employees to strike to enforce their demands.

6. To date there has been no recognition in those quarters, or among Japanese union leaders, of the necessity for the development of a sense of public responsibility on the part of union leaders and members of government employee unions.

7. The danger and basic ridiculousness of this situation is well illustrated in the recent history of the Communications Ministry where hundreds of government employees, members of the Communications Union, disliking the result of arbitration by the Central Labor Committee, walked off the job in protest. The situation is duplicated in other Ministries and will continue to grow until the issue is taken resolutely in hand.

8. A superficial review and analysis of "The General Principles of the Japan Social Democratic Party", submitted officially to this headquarters on 26 October 1947, discloses some disturbing and potentially dangerous concepts, e.g.

- a. Nationalization and socialization of Iron and Steel Industry, Coal Mining, Artificial Fertilizer Industry, Electric Industry, Maritime Shipping and other important industries.
- b. nationalization and socialization of Banking, Trust and Insurance Business, etc.
- c. Socialization of managements of National and Monopoly enterprises such as Railway, Mail service, Telegraph or Telephone, etc.
- d. Improvement of the Labor Adjustment Law, and strengthening the right of effecting strikes.
- e. Participation of laborers and employees in control of industries.

9. There is nothing inherently wrong with the advocacy of nationalization and socialization of industries provided that such action is adopted after discriminate analysis of the requirements of the situation and not as an end in itself. The basic principle to be observed in determining the necessity for socialization would be that "such action is necessary in order to maintain a required level of production or service in a given key industry at an optimum level of employment."

10. The advocacy of the principle "Improvement of the Labor Adjustment Law, and strengthening the right of effecting strikes", implies full scale political backing of labor unions in perpetuating the anomaly referred to above and the advocacy of cooperative control and administration by labor and management, violates and would destroy the principle of professional responsibility and retard the exercise of individual initiative by management.

11. However regardless of the above opinions, the extent of advocated nationalization, § a, b, and c, considered in conjunction with the last two principles, § d, and e, indicates the existence of a highly hazardous situation and trend.

12. The verdict of history concerning the degree to which the occupation of Japan was successful will hinge on the establishment and subsequent development of sound and democratic employee-management relations and the recognition and protection of the full responsibility of the elected representatives of the people to decide issues on the basis of their best judgment in accordance with the dictates of their conscience without intimidation from any special interest group.

13. Labor relations, both industrial and governmental, are the "Achilles heel" of the occupation program to date.

14. A laissez faire, or a neutral policy, on the part of SCAP on this issue will result, and in fact would probably guarantee, the creation of internal chaos and governmental ineffectiveness in Japan similar to that existing in contemporary France.

15. It is recommended that appropriate action be taken to amend the National Public Service Law to incorporate the principles of employee-management relations which are basic to American policy and practice in the field of public administration and which were basically incorporated in the recommendations of the U. S. Personnel Advisory Mission to Japan; and that the Labor Adjustment Law be modified accordingly.

CARLOS P. MARCUM
Chief, Political Affairs Division

PRESS COMMENTS

Monday, December 29

SECURITY OF RIGHT TO LIVE IS PREREQUISITE

MAINICHI—Taking cognizance of the gravity of the responsibility devolving on Government officials as public servants, the Government is reported to have decided to announce its renewed determination to eliminate acts of sabotage or strike among non-field workers in the civil service. Government officials have been guilty of "wildcat strikes," collectively absenting themselves from offices, leaving them on the exact minute, or resorting to other virtual strike tactics, in order to induce the Government authorities to grant them living allowances and the like.

The Government had already warned them against such maneuvers and this time it apparently will invoke Article 38 of the Labor Arbitration Act in order to put a stop to them. Under this article, policemen, firemen, prison officials and other administrative and judicial personnel except field workers are prohibited from taking part in labor disputes.

Article 7 of the same law provides that by acts of labor dispute are to be understood strike, sabotage, closure of places of work and other acts calculated to force the will of workers on their employers which are prejudicial to the normal fulfilment of their duties. Thus all acts that tend to impair normal Government functions for the sake of securing aims of a labor struggle must be considered acts of labor dispute.

That administrative and judicial officials other than field workers should resort to such tactics to gain their ends, regardless of its cause, can only be condemned as violation of the law. Government railways and communications workers, unlike the non-field workers in Government service, are differently placed but even in their case they are not justified in resorting to such tactics as local disputes disowned by the central union headquarters or conducted by local union headquarters against the instructions of central headquarters, which harm public interests and are vicious and underhanded.

Right criticisms of such conduct are demanded of the people but, on the other hand, the Government should take note of the fact that non-field workers in the civil service are barred from resorting to strikes and other labor tactics to gain their ends so that the authorities should see to it that causes of dispute should be removed by providing adequately for the security of their living right with proper zeal and effort.

VI DEC 26

CABINET TO ADOPT STRONGER POLICY AGAINST WORKERS

Will Avoid Recurrence of Recent
Dispute Tactics of Gov't.
Employees

A strong stand is expected to be taken by the Government in its relationship with labor as a result of Wednesday's Cabinet meeting where State Ministers agreed that the present "lenient" attitude should be replaced by stronger measures.

Welfare Minister Sadayoshi Hitotsumatsu opined that the Government should control its workers more strictly in the future to avoid recurrence of the recent dispute tactics employed by the communications and railway workers. All State Ministers concurred with this opinion.

The Katayama Cabinet, meeting daily in a whirlwind effort to iron out all outstanding differences among the three Government parties, decided to discuss the labor policy today as the second of the six major subjects on the Cabinet agenda before the year's end. Labor Minister Mitsusuke Yonekubo is scheduled to introduce concrete proposals for a clear-cut labor policy.

The administrative reform program was presented at Tuesday's session by State Minister Takao Saito. At Wednesday's meeting, Cabinet Ministers made suggestions in the drafting of the basic plan which will be prepared in time for today's session. Following the adoption of the basic plan, each Ministry will map out its own proposals.

largely erased at the close.

Transfers were 1,180,000.

Dow Jones averages: stocks 65.01, industrials 180.84, rails 52.45, utilities 33.37. Closing stock quotations: Anaconda 34%, Baldwin 24%, Bethlehem 104, Canadian Pacific 11%, Chrysler 63½, Dupont 186½, General Motors 58, Kennecott 48½, Montgomery 55%, Shell 34½, Socony 16%, United States Steel 79½.

Government bonds dropped sharply.

Foreign exchange was unchanged.

Cotton closed 25 to 60 cents higher in quiet pre-holiday trading. March 35.73-74, May 35.52-53, July 34.36, October 31.38 bid, December 30.78 bid, middling spot 36.55 nominal.

In New Orleans, cotton closed 35 to 55 cents higher.

In Chicago, grains dropped under persistent liquidation.

Czechs Sign Trade Pacts With Rumania, Holland

Kyodo-UP

PRAGUE, Dec. 25—Czechoslovakia, Tuesday, signed 1948 trade agreements with Rumania and Holland for 1948. The accord with Holland, signed at the Ministry of Foreign Trade in Prague, provides for trade totalling 5,000,000 crowns (\$100,000,000) during 1948.

The Rumania treaty, signed in Bucharest, provides for Czechoslovakia to receive 250,000 tons of maize, 5,000 tons of oilsels, 6,000 tons of wine, 15 tons of fruits and vegetables, breeding cattle and petroleum products from Rumania. Czechoslovakia will export 45,000 tons of coke, 7,000 tons of steel pipes, 300,000 plows and other agricultural implements, tractors, textiles and medicines.

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Heart Album; 11:15—Lullaby Of Broadway; 11:30—GI Jive; 11:45—Morning Melodies; 12—News; 12:15—Recruiting Rhapsody; 12:30—Band Aid; 1—Symphonette; 2—At Your Request; 3—News; 3:05—At Your Request; 3:30—Concert Hall; 4—Spotlight Bands; 4:15—Wastebasket Review; 4:20—Dinner Musicale; 5:15—Sportscope; 5:25—Later Tonight; 5:30—One Night Stand; 6—News; 6:15—Foreign Correspondent; 6:30—This Is The Story; 7—To The Rear March; 7:30—Evening With Romberg; 8—Dennis Day; 8:30—Radio Theater (Dragonwyck); 9—Music We Love; 9:30—FEAF Enlisted Club; 10 and 11—News.

JOAK National (59¢ Kcs.)

NEWS—6, 6:30 (Local), 7 a.m. 12, 3, 8 (Local), 7, 9 p.m. 8:30—Famous Artists; 9:30, 10:30, 11:30—Music; 12:30—Man On The Street; 1—Women's Hour; 2:15—Your Health; 2:30—Songs; 3:30—Book Review; 5—Students' Hour; 5:30—Children's Hour; 6—Music; 8—Nippon Philharmonic Orchestra; 9:30—Folk Songs. Local (108¢ Kcs.) 5, 7:30—Music; 8—Forum; 9—Trial Reports; 5:30—Music.

Two Assaulters Sentenced

Ten years imprisonment was handed down by the Tokyo District Procurators' Court last week to Hiroo Otsuka and Ryutaro Sakuma, both members of the now defunct rightist Vanguard Mass Party, who assaulted Katsumi Kikumami, former chairman of the National Congress of Industrial Organizations.

Woman Held as Murderer

As a result of quarrels between her and her mother-in-law over daily rations, Mrs. Yukiko Kamitani, 22, wife of a banker residing in Edogawa Ward, killed her mother-in-law with a brazier, the police reported Saturday.

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On Enforcement of Official Discipline
upon Government Employees.

The government has recently accepted the mediation plan of the Central Labor Relations Board by overcoming great difficulties and decided to improve labor conditions of government employees. Accordingly, it is expected that they will henceforth live up to the official discipline and attend to their duties with diligence, but should there be anyone who breaches the official discipline, the government would take the following firm measures to enforce the official discipline.

1. On non-operative personnel.

Leaving on regular closing time, leave, job site assembly, job site cleaning, business control, business recovery or under whatever name it may be, any person who does not perform duties against the business order of his superiors or any person who neglects his duties intentionally during office hours shall be punished in accordance with the government service discipline regulation, and deduction from salaries or other

measures

measures will be taken for those who are absent without official leave.

Even in case the said negligence of duties as described above may be recognized under the circumstances as a dispute measure, let alone when it is not a dispute measure, Article 40 of the Labor Adjustment Law shall not be applied, since the non-operative personnel have no right of dispute to begin with, and, therefore, the consent of the Labor Relations Board is not required.

2. On operative personnel.

- (1) The same measure as applied to the non-operative personnel in the preceding paragraph shall be taken in case negligence of duties is not a measure of dispute.
- (2) Even when it is done legally as a measure of dispute, deduction from salaries shall be effected.

Furthermore, when the source of responsibility for the said negligence of duties can not be identified, or when it is an improper measure of dispute such as business control, punishment shall be inflicted in

accordance

accordance with the Government Service Discipline Regulation and Article 40 of the Labor Adjustment Law.

3. On strengthening the formation for strict enforcement of official discipline.

(1) Immediate superiors or persons in a position of supervision and control shall take a firm attitude toward the enforcement of official discipline and shall take care not to fall into lax attitude of compromise.

(2) Efforts shall be made for the operation with greatly increased effectiveness of the present administrative supervision system.

arg. labor

file

SCAP Officials Will Assist Labor Groups

As part of a program to reach labor groups in every prefecture of Japan, SCAP labor officials will participate in eight Labor Education Meetings this month in eight prefectural capitals, it was announced today.

Labor Division officials of SCAP's Economic and Scientific Section who made the announcement said the Labor rallies, whose theme will be collective bargaining, will be the first of their kind in the outlying prefectures.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Government Section

10 May 1947

MEMORANDUM FOR: Brig. Gen. Courtney Whitney, Chief, Government Section

SUBJECT : Labor Disputes in Government and Private Enterprise

In passing, I direct your attention to the following item, "Press Translations and Summaries, Japan, No. 608", and in particular to the following item from Tokyo Shimbun:

"According to statistics released by the Labor Ministry, 390,000, or 88 percent, of all the workers who participated in walkouts during the three months since the beginning of this year were government and public employees and only 50,000 were in non-government enterprises. While strikes in private enterprises are notably decreasing in number, those in government and public offices are steadily on the increase since the planned 1 February general strike last year. The recent trend is that it usually takes considerable time before a solution is attained for any strike.

"Inasmuch as strikes are motivated by political aims and are considered as a means to revolution, it may be preferred by strikers that strikes be resorted to very often and that settlements, delayed as long as possible. However, it goes without saying that they are thus tremendously hampering the economic rehabilitation of this country."

BLAINE HOOVER
Chief, Civil Service Division