	Basic allow-ance.	Family allow-ance.	Price allow-ance.	Local allow-ance.	Total.	Duty allow-ance.	Incentive allow-ance.	Over-time allowance.	Special service allowance	Others.	Total	Grand Total.
Grand Total.	38.5	9.3	26.0	3.0	76.8	2.8	15.3	4.6	0.5	0	23.2	100.0%
Mining & quarries.	39.7	7.8	7.2	8.2	54.9	4.9	32.2	7.6	0.3	0.1	45.1	100.0%
Mfg.	38.9	8.6	25.4	2.2	75.1	2.5	17.2	4.8	0.4	0	24.9	100.0%
Gas, electric, water works.	42.6	12.3	24.9	6.3	86.1	3.7	2.5	6.2	1.5	0	13.9	100.0%
Land trans-portation.	47.8	13.7	7.9	0.9	69.7	6.2	16.2	6.9	1.2	0	30.3	100.0%

Note: The table is based on a survey of wage structure made by Labour Statistics Research Bureau, Ministry of Labour in March, 1948.

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(16) Since the latter half of 1948, the demand for the modern form of wage based on minimum wage system and efficiency instead of subsistence wage as seen in the past is mounting high in parallel with slowing-down of inflation and relative stabilization of economy. It is expected that this tendency will be accentuated in the course of implementation of the Nine-Point Program.

(17) The future outlook of wage-level is that the sharp up-ward trend of nominal wage as seen up to 1948 will be gradually arrested. Because it is expected that the labourers' life will be stabilized by limitation on wage-paying capacity caused by (1) maintenance of balanced budget (2) discontemuation of deficit financing and curtailment of subsidies and (3) temporary decline in production on one hand and by powerful execution of low-price policy on the other, all accompanying the implementation of the Nine-Point Program.

The rise of nominal wage in the future, therefore, depends solely on efforts of enterprises and improvement of labour productivity. If nominal wage is increased in this manner and real wage rises in parallel with it, it must be said to be the most desirable tendency in the process of economic recovery and stabilization.

D. Extent of recovery of workers living standard.

(18) The workers' standard of living after the war is extremely low compared with that before the war. A study of the workers family expenditure indices in 1947 is little less than 42 times of the pre-war (1935) level and that in 1948 97 times, whereas the real family expenditure indices reflecting standard of living was restored by only 42% in the end (November) of 1948.

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Table 24. Trend of real expenditure compared with the pre-war level.

	Expenditure of worker's family with five mem. in Tokyo (a).	Index of (A)	Consumers' Price Index.	Index of real family expenditure of workers in Tokyo
	Yen			
Average 1934-35	109,99	100	100	100
Average Jul-Dec. 1947.	6,353,00	5,776	19,137	30
Average 1948	11,007,00	10,007	25,148	40
Jul. 1947	5,745,00	5,223	18,079	29
Oct. 1947	6,186,00	5,624	20,705	27
Jan. 1948	6,887,00	6,261	20,780	30
Apr. 1948	9,232,00	8,393	23,121	36
Jul. 1948	12,068,00	10,972	26,767	41
Oct. 1948	12,722,00	11,567	26,541	44
Dec. 1948	19,180,00	17,438	29,410	59

Note: (1) Consumers price index is based on the pre-war weight of items.

(2) Pre-war Family expenditure is taken from the Cabinet Statistics Bureau survey. Post-war family expenditure is taken from the Labour Ministry survey up to March, 1948 and from the Tokyo Metropolitan Government survey thereafter.

(19) As is shown above, the workers' standard of living is still extremely bow. It rose, however, by 50% in the recent two years up to November last year. This is due to (1) increase in purcha sing power resulting from rise of real wages, (2) increased rationing of rationed goods, (3) checked rise of black-market prices, etc. which are accounted for by successful collection of staple food, increased production of perishable foods, adequate food import etc.

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(20) As a result of sharp rise of living standard, the workers' living standard which had always been below the general living standard since the end of the war was brought abreast of the general standard of living in 1948.

The family expenditure survey of the Tokyo Metropolitan Government reveals that the ratio of workers' family expemditure to that of ordinary inhabitants (excluding payment in kind) was 80 to 100 on the average 1946 and 81 to 100 on the average 1947 but rose to 98 to 100 in 1948. As the expenditure of ordinary inhabitants excludes payment in kind, the actual ratio should be somewhat more in favour of the ordinary inhabitants. But, since payments in kind are small in Tokyo, the expenditures of both can be said to be almost on the same level.

Table 25. Comparison of family expenditure level of ordinary people with that of workers.

	A Expenditure per family (with 5 members)-C.P.S. (Tokyo)	B Expenditure per worker's family (with 5 members) in Tokyo*to	B as % of A
	Yen	Yen	
Average 1946	2,603	2,096	80
" 1947	5,821	4,734	81
" 1948	11,256	11,007	98
Jan. 1948	8,398	6,887	82
Apr. 1948	9,364	9,232	99
Jul. 1948	11,479	12,063	104
Oct. 1948	12,476	12,722	102
Dec. 1948	19,307	19,180	99

Note: (1) A and B are computed in terms of families with 5 members.

(2) A excludes payment in kind.

(3) Average 1946 is the average Aug-Dec. 1946.

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E. Post-war life of workers.

(21) The comparison of the pre-war with the post-war life of workers shows the doubled percentage of foods expenditure and noticeable fall in expenditure on housing, clothing, and culture and recreation.

The post-war trend is gradual decrease in percentage of expenditure on foods and slight increase in expednditure on clothing, culture and recreation, and thousing. But food is still by far the biggest item. The percentage occupied by expenditure on food in the total expdnditure which was 36% before the war rose to 72% in 1946 but grandually fall to 67% in 1947 and 62% in 1948.

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Table 26. Per cent break-down of family expenditure.

	Total expenditure	Food	Housing	Lighting and Fuel	Clothing	Others.
Average 1934-35	100%	36.2%	16.9%	4.9%	12.0%	29.9
Average 1947	100	72.5	3.9	3.8	6.5	13.3
Average 1947	100	67.2	3.7	5.0	7.6	16.4
Average 1948	100	62.1	4.4	3.9	9.7	19.9
Jan. 1948	100	62.4	3.8	5.7	8.0	20.1
Apr. 1948	100	60.5	3.2	4.4	11.1	20.8
Jul. 1948	100	62,8	3.4	3.4	9.3	21.2
Oct. 1948	100	61.1	4.0	4.1	10.8	20.0
Dec. 1948	100	58.5	6.0	3.5	10.9	21.0

Note: (1) Average 1934-35 is average Sept. 1943-Aug. 1935.

(2) Average 1946 is average Apr.-Dec. 1946.

(3) Figures up to 1948 are for all the cities. Figures in 1948 are for Tokyo-to.

(22) Comparison between the pre-war and post-war real standard of leving shows that, in the latter half of 1948, it was 61% in staple food, 24% in clothing, 41% in housing, 76% in lighting and fuel and 51% in others, of the pre-war level. Rate of recovery is highest in staple food and lighting and fuel essential to the maintenance of the minimum subsisitence.

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Table 27. Workers (consumption level compared with the pre-war.
(Average Jul.-Dec. 1948)

	Total Expen-diture.	Staple Food.	Non-Staple Food.	Housing	Lighting and Fuel.	Cloth-ing	Miscel-laneous
A Expenditure index by item in terms of family with 5 members.	123.1	309.2	182.0	31.4	97.4	102.4	81.5
B Consumers price index.	277.9	504.8	353.7	76.0	127.9	431.2	159.7
Consumption level $\frac{A}{B}$	44.3	61.3	51.5	41.3	76.1	32.7	51.0

Note: Consumers' price index is that required to recover the pre-war life. Base period is 1935.

This trend can be noticed also in calorie intake. The calorie intake of urban people (the major part of which are workers) is 1871 calories in August, 1948 against the standard calorie intake of 2,150 calories. Rate of recovery is 87%. (Difference between rate of recovery in the consumption level shown in the above table and this recovery rate comes from qualitative difference of items consumed.) The calorie intake of ruban people gradually caught up with that of farmers and was 92.6% of the latter in August, 1948.

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Table 28. Trend of daily per capita calorie intake of urban families.

	Calorie intake (A)	A as % of Standard calorie intake	A as % of Farmers calorie intake.	Percentage of self-supply, gifts. etc.
Feb. 1946	1,696	78.9	86.1	6.7
May 1946	1,514	70.4	74.4	7.3
Aug. 1946	1,669	77.6	83.4	13.0
Nov. 1946	2,001	93.1	85.9	6.9
Feb. 1947	1,899	88.3	87.2	4.2
May 1947	1,813	84.3	87.3	4.5
Aug. 1947	1,737	80.8	84.8	5.8
Nov. 1947	1,978	92.0	87.0	4.6
Feb. 1948	1,900	88.4	94.2	3.6
May 1948	1,877	87.3	93.8	2.3
Aug. 1948	1,871	87.0	93.6	4.5

Note: (1) The above figures are taken from the National Nutrition Survey.

(2) The daily per capita standard calorie intake is based on the recommendation of the National Food and Nutrition Council.

(23) A study of workers' living standard after the war on the basis of family income and expenditure and ratio of the earned income of head of family to the total actual expenditure shows the following trend.

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The family budget has been improved year by year after the war. Deficit continued until June, 1948. But deficit as % of the actual expenditure gradually fell. The annual average was 12.7% in 1946, income of head of family as % of actual expenditure gradually rose: 68% in 1946, 76% in 1947 and 86% in 1948. This reveals that the source of family income is being gradually normalized.

When this trend is studied in connection with the standard living, it becomes clear that the "continuous rise of real wage began in 1947 with the effect offirst raising consumption level and then balancing the income and expenditure.

Table 29. Improvement of family budget after the war.

	Real Expenditure.	Deficit or surplus (as % of actual expenditure)	Earned income of head of family as % of actual expenditure.
Average 1946	--	12.7	68
Average 1947	31	6.2	76
Average 1948	40	0.0	86
Jul. 1947	29	12.8	69
Aug. 1947	29	8.6	73
Sept. 1947	26	5.9	77
Oct. 1947	27	8.1	73
Nov. 1947	28	8.3	75
Dec. 1947	41	6.5	93
Jan.1948	30	11.8	73

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Feb. 1948	29	5.3	83
Mar. 1948	34	8.8	79
Apr. 1948	36	7.7	80
May.1948	37	3.0	81
Jun. 1948	37	1.0	82
Jul. 1948	41	* 8.7	94
Aug. 1948	41	1.6	82
Sept.1948	39	* 0.9	98
Oct. 1948	44	1.5	84
Nov. 1948	42	* 0.3	86
Dec. 1948	59	* 12.4	99

Note (1) Mark * shows surplus.

(2) Base used for real family expenditure index is the average of 1934-35.

(3) The average 1947 is average Jul.-Dec.

(4) The average earned income of head of family for 1946 is the average Jul. -Dec.

(24) In the future, the workers' standard of living should be improved in clothing, housing, culture and recreation etc. since it has already been improved in food. The improvement in these items cannot be achieved by increase of family income alone, but requires a considerable increase in supply of these consumer goods. The rise of real wage in future will be used for the time being increase the family budget and to increase savings, But, if it results in accumulation of capital, the way will be paved for the rise of living standard in the final analysis.

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4. Working conditions.

A. Tendency of shorter working hours.

(1) Working hours in post-war period have been markedly shortened comparing with those in pre-war period, and in this respect improvement of working conditions has been remarkable. While average actual working hours per day of all industry were 9.6 hours in 1935 and were increased in war time, they have been shortened to about 8.2 hours in 1946, 7.9 hours in 1947 and 7.8 hours in 1948 showing little variance with preceding year.

As for working days, no authentic date, in pre-war period are avaiable, but on the basis of the actual working days by monthly labour survey taking rate of absence into consideration, it is estimated that, in pre-war period, working days per year were 298.1 days which were shortened to 280.0 days in 1946, and restored to 285.6 days in 1948.

According to report on labour statistics based on field survey, pre-war authorized holidays were 2.4 days per month in industry and 3.3 days per month in mining industry. While they have been increased to more than 4 days per four weeks at present.

Note: The reasons why there is no increase in actual working hours and days in 1944 comparing with those in 1935 are increase of recess and sharp decline of attendance rate while nominal working hours and working days were tremendously increased, signifying the intensification of labour.

(2) In consequence, working hours and working days in 1948 were shortened by 19% and about 4% respectively compared with those in pre-war period, and the annual working hours were reduced by 22%. Shortening of working hours by industries are as follows:

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industry 27%, mining 23%, transportation 4% showing little variance with pre-war period.

(3) The difference of working hours among these industries was most remarkable in 1946 soon after the war and. In mining and manufacturing industries, working hours were less, while those in transportation were more than those in pre-war period. However, the difference has been gradually lessened as a result of economic stabilization and rehabilitation of transportation facilities.

(4) As above mentioned, working hours sharply declined after the termination of war and in 1946, for example, approximately one hour was shortened for male and about 30 mimutes for female. As a result of the enforcement of the Labour Standards Law in 1947 this tendency seemed to be stabilized. While since the latter half of 1948, working hours have tended to be extended again reflecting the necessity of making readjustment and reorganization of enterprises due to the unbalanced over-production in some industries, and cutting production cost in accordance with the three principles of enterprise, the economic nine objectives, etc.

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Table 30. Indices of actual working hours per capita per day and of actual working days per capita per year of workers by industries.

	Industry				Manufacturing				Mining				Transportation			
	Actual working hours per capita per day	Basic index in 1935	Actual working days per capita per year	Basic index in 1935	Actual working hours per capita per day	Basic index in 1935	Actual working days per capita per year	Basic index in 1935	Actual working hours per capita per day	Basic index in 1935	Actual working days per capita per year	Basic index in 1935	Actual working days per capita per day	Basic index in 1935	Actual working days per capita per year	Basic index in 1935
1935	9.6	100.0	298.1	100.0	9.8	100.0	302.0	100.0	9.4	100.0	293.4	100.0	8.6	100.0	283.7	100.0
1941	9.4	97.9	-	-	9.6	98.0	299.8	92.6	10.0	106.4	286.2	97.5	7.9	91.9	-	-
1944	-	-	277.6	93.1	9.8	100.0	276.9	91.7	10.0	106.4	276.9	94.4	-	-	280.9	99.0
1946	-	-	280.0	93.9	-	-	272.0	90.1	-	-	279.5	95.3	-	-	311.3	109.7
1947	7.9	82.3	286.4	96.1	8.0	81.6	272.4	90.2	7.5	79.8	284.7	97.0	8.3	96.5	302.2	106.5
1948	7.8	81.2	285.6	95.8	7.8	79.6	277.8	92.0	7.5	79.8	283.7	96.7	7.9	91.9	295.2	104.1

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(Remarks)

i. For 1935-1944, source: Monthly Labour Statistics Bulletin issued by Cabinet Statistics Bureau. Actual working hours do not include recess. Actual working days were estimated on the basis of nominal working days taking absencerrate into consideration.

ii. For 1947 and thereafter, source; Monthly Labour Survey. Actual working hours are the figures got by dividing to total working hours by the total number of attendants while actual working days are the figures got by dividing the total number of attendance days by the number of workers at the end of month.

B. Causes of shortening of working hours.

(5) The following two are pointed out as the causes of shortening of working hours; (1) shrinkage of economic activities just soon after the termination of the war, (2) after September, 1947 the enforcement of the Labour Standard Law.

(6) In 1946 the average stipulated working hours of all industries were markedly shortened by 1.7 hours compared with those in 1944, and this was a natural outcome of suspension or retrenchment of operation due to the shrinkage of economic activities, difficult situation of food problem, development of labour union, etc., caused after the termination of the war.

(7) It is needless to say that the shortening of working hours after September 1947 is due to the enforcement of the Labour Standard Law by which 48 hours a week system, holidays and vacation with pay, and carious bans on working hours of women and minor workers have been put in force.

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C. Working hours of women workers.

(8) Regarding the difference of working hours between male and female workers, as the result of ban on midnight labour, menstruation leave, etc. of women workers stipulated by the Labour Standards Law, both working hours, and working days of women workers have been more shortened compared with those of male workers. Especially this tendency is strongly shown in working days, and that is assumed to be considerably due to the menstruation leave.

(9) Comparison of working days between male and female workers by industrial categories shows that in mining industries working hours of women workers are more than those of male workers while they are by 4% in manufacturing and by 6% in transportation shorter than male workers respectively.

(10) As for menstruation leave, according to the survey conducted by Ministry of Labour at the end of 1946, out of 1164 collective agreements then existed, 230 (19.8%) provided for menstruation leave and 61% of them were with pay and as for duration of the leave 3 day leave was the majority in number.

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Table 31. Indices of actual working hours per day and actual working days year of women workers by industries.

(Male workers: 100)

	Industry		Manufacturing		Mining		Transportation	
	days	hours	days	hours	days	hours	days	hours
1939				100.0		100.0		
1941				91.5		94.2		
1944				93.5		100.0		
1946	101.8	99.0	95.7	97.8	105.8	101.1	104.0	98.0
1947	94.6	100.5	96.9	100.0	88.0	102.7	98.8	98.8
1948	97.2	99.2	96.1	98.7	101.3	100.0	94.3	98.8

Remarks:

i. Pre-War period, source; Monthly Labour Survey.

ii. 1946, source: Labour Wage Survey by Ministry of Public Welfare.

iii. 1947 and thereafter, source; Monthly Labour Statistics by Ministry of Labour.

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D. Trend of Labour Accidents.

(11) With regard to the trend of labour accident rate, strike comparison betwen pre and post war periods is impossible, but as a whole it shows a tendency to be increased. Namely according to the survey of the major industries conducted by the Institute for Industrial Security, in manufacturing considerably a high rate is shown in post-war period (1947, 1948) and in Government railways it has been almost doubled. While in coal mining though the rate per 1,000 workers has decreased to 1/2, the rate per ton produced increased to roughly 1.7 times.

However, if divided into the dead and wounded, the dead show relatively a decreasing tendency compared with the wounded, and it indicates that the increase of labour accidents is due to the increase of the wounded.

(12) The following are the reasons for the increase in labour accident rate; on the side of the management (1) dilapidation of production equipments, (2) replacement of machine by man power, (3) shortage of power and fuel and lowering in qualities thereof, (4) worsening working place conditions, etc., while on the labour side (1) exhaustion due to the worsening situation of clothing, food and housing, (2) increase of unskilled labour, (3) low moral in production will, etc.

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(13) As for the trend of post-war period, labour accident rate in transportation has been decreasing since 1946 while in mining and manufacturing it has increased year by year. Those correspond respectively to the improvement in transportation conditions in the former and increased production in the latter.

E. Labour Accidents by industries.

(14) In 1946 labour accident rate per 1,000 workers in coal mining markedly dropped to 48% of the pre-war period while as the production increased later it hiked up to 53% in 1947 and still shows an rising trend. The accident rate per 1,000 workers rapidly decreased in 1945 to 162 workers while in 1946 it was 183 workers and in 1947 203 workers. In the first half of 1948 only it reached 135 workers, therefore it is estimated that the total number for 1948 may be approximately 300. The death rate, however, has continuously shown a go-down tendency since the termination of the war.

Table 32. Trend of Labour Accidents in Coal Mining.

(Basic year 1932 = 100)

	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944	1946	1946	1947
Annual coal product	100	110	116	129	139	150	161	176	171	166	171	152	69	70	91
Number of accidents	100	111	107	105	114	118	130	144	145	145	151	96	84	105	160
Death rate (per 1,000 workers)	100 (5.0)	91	110	98	74	90	82	78	100	76	80	96	70 (3.5)	54 (2.7)	34 1.7)
Accident rate (per 1,000	100 (380)	92	88	76	73	70	71	67	64	58	56	66	85 (162)	48 (183)	53 (202
Number of accidents per million tons.	100	100	92	82	82	80	83	82	85	87	86	113	124	153	176

Remarks:

i. Source: Survey conducted by Coal Administration Section, Production Bureau, Coal Board.

ii. 1934-1937... calendar year. 1938 and thereafter ...fiscal year.

iii. Figures in brackets show the actual figures of accident rate per 1,000 workers.

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(15) As the causes of accidents, falls of hanging wall or side-walls occupy the overwhelming majority in number in post-war period as in pre-war days. The accident rate in mining is much higher than that in factories. This indicates the urgent necessity of administration for coal mine security. Gas explosion, coal-dust explosion, etc. are markedly decreasing in number in post-war period. This indicates the improvement of scientific research in this field which contributed to the decrease of death rate.

Table 33. Comparison of percentage of causes of coal mine accidents between pre and post-war periods.

		1933	1947
Fall of hanging wall or side-walls		42.2 (55.3)	38.3 (49.9)
Gas explosion or coal-dust explosion		0.3 (12.6)	0.1 (3.6)
Hoisting shaft	Over-load	(-)	(-)
	Cutting off of chain or wire	(-)	(-)
	While riding on hoist	0.1 (0.4)	0.1 (0.4)
Endless haulage	Cutting off of chain or wire	0.1 (0.6)	0.1 (0.8)
Winding haulage	Run away or derhilment of mine cars	1.6 (4.4)	2.3 (6.9)
	Others.	1.3 (2.3)	0.7 (1.1)
By mine cars (other than those shown in the above)		11.2 (9.6)	14.1 (15.2)
Dinamite explosion or other explosives.		0.4 (3.1)	0.5 (8.2)

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Poisoning of gas or suffocation	0.1 (3.3)	0.1 (2.4)
Floods	- (1.5)	- (1.3)
Machines	1.3 (0.6)	2.6 (2.1)
Electricity	0.1 (1.3)	0.3 (3.8)
Others.	40.4 (4.9)	40.7 (4.0)
Total	100.0 (100.0)	100.0 (100.0)

Remarks:

i. 1933, source; Statistics by the Japan Mine Association

ii. 1947, sorces: Data from the Japan Coal Mine Association and the Coal Board.

iii. Figures in brackets show the percentage of causes of death by accidents.

iv. "Others" includes fire, flying stone, tools, fall of hanging wall or side-walls, fall down, tramping on nail, etc..

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Classification by ages shows the highest rate between 30-40, and those who worked for 10-15 years are the majority in number. This indicates that the skilled labour are engaged in the most dangerous work.

(16) The rate of labour accidents per million workers per ton per kilometers in transportation (Government railway) increased in 1947 to 258% of the of pre-war period (1935). Later it began to decrease again and in 1947 dropped to 202% which still shows twofold increase comparing with pre-war period.

Table 34. Trend of Number of Government railway Accidents.

	Accident		Accidents per million workers per ton per kilometers		Remarks
	Number	Index	Number	Index	
1935	5,662	100	0,174	100	
1936	5,525	83	0.132	76	
1937	6,885	103	0,146	23	
1938	7.929	119	0.145	83	
1939	8,385	126	0, 126	73	
1940	8,052	121	0,105	61	
1941	9,819	147	0.116	67	
1942	11.958	179	0,128	73	
1943	20,206	302	0,175	101	
1944	33.857	507	0,289	166	
1945	38,563	573	0,400	235	
1946	46,578	697	0,448	258	
1947	36,403	574	0,352	202	

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Remarks:

This table was compiled by data of Operation Bureau, Ministry Transportation.

Such a rapid increase of accident rate as mentioned above is due to the remarkable increase of transportation volume, dilapidation of transportation facilities and worsening of working conditions in post-war period. The majority of death are caused by being touched or rolled over by cars and derailment while among the cause of injury, "by tools" and "falling down" are leading.

(17) With regard to labour accident rate in industries comparing with that in pr -war period, rate of injury was relatively increased compared with death rate. The majority of labour accidents are caused by working activities such as fall of objects, falling down, object on the transportation, etc., and power operation of machines. In classification by industries lumbering and railway rolling stocks manufacturing occupy overwhelmingly high rate which are followed by fertilizer, cement, medicine, ship-building, etc..

In post-war period casualties caused by fire decreased by 30% and this is due to the decrease in number of fire cases in working places in machinery manufacturing, chemical industry, etc. by 14% comparing with those in pre-war period.

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5. Labour Management Relations.

A. Development of Labour Unions.

(1) Labour Unions in the post-war Japan have made a remarkable development due to the encouraging attitude of the Occupation Forces to them and to the rising tide of democracy. At the end of 1948 there were 36,000 unions having a total of 6,700,000 members, i.e., 50% of the total labour force was organized. Compared with the figures in 1936 which marked the pre-war peak, labour unions have increased 38 times and members 16 times.

(2) The greatest stride was recorded in the number of unions in the first half of 1946 when about 50% of the pr sent union members were organized. Thereafter the increasing rate of union membership declined and toward June 1948 organization of unions reached a saturation point and has remained to be so up till now.

(3) As regards federation of labour unions, the Japan Federation of Labour Unions (Sodomei) and the All Japan Congress of Labour Unions By Industries (Sanbetsu) were formed in August 1946 and the Japan Labour Union Congress (Nichiro Kaigi) in October of that year. As regard national unions (national organization of branch unions formed within the same industry or trade), they were formed in the first half of 1947 more than in any other period and counted 86 in June 1948.

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Table 35. Number of Labour Unions and their members.

	Number of Unions	Number of Members
1936	973	420,589
1945	509	360,677
1946 June	12,007	3,681,017
Dec., "	17,265	4,849,329
Jun., 1947	23,322	5,594,699
Dec., "	28,013	6,268,432
Jun., 1948	33,900	6,533,954
Sep., "	35,056	6,627,181
Dec., "	36,131	6,705,709

B. Present Condition of Labour Unions.

(4) The present condition of labour unions as based on the basic research into unions by the Ministry of Labour in June 1948 is as follows:

Total number of unions	33,900
Total number of members	6,533,954
Ratio of male to female	10;3

Classification of Unions by industries shows that manufacturing ranks first with 33.7% of the total members followed by transportation and communications, public service and organizations, professions, mining, each of which having a membership of more than 500,000. The above industries occupay more than 80% of the total membership.

The rate of organized labour in these industries are: 92% in transportation and communications, 89% in mining, 89% in gas, electricity and water-works, 85% in money and banking, 80% in professions.

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Table 36. Distribution of Members by Industries and their Rate of Organization.

	% of members	Estimated organization rate
Manufacturing.	33.7	55.1
Transportation and communications.	19.2	91.5
Banking.	2.9	84.6
Professions.	9.7	79.5
Public Service and org.	9.4	49.5
Mining.	8.7	88.5
Construction.	7.5	51.2
Gas, electricity and water works.	2.6	89.2

Note:

i. The above percentage of members were taken from the basic research into labour unions by Labour Ministry in June 1948.

ii. The above estimated organization rates are based on the total number of employees in the rational census of 1947.

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(5) Classification by scale of unions shows that the unions having less than 50 members occupay as much as 42.9% of the total, that in proportion as the scale becomes larger the number of unions decreases, and that unions having more than 1,000 members occupay only 3.3%. The above percentages are based on the number of work places by scales. The percentage of organized labour is nearly 100 in large work-places and percentage becomes less in proportion as the scale of work-place becomes smaller. The unions which have labour agreements, including those which are covered by higher level agreements and unit unions having independent agreements, among to 62.8% of the total number of unions and those having Labour-management councils to 44.3%.

(6) Classification of membership by federations of unions shows that neutral unions occupy an overwhelmingly large percentage with Sodomei 14%, Sanbetsu 18.5%, Nichiro Kaigi 0.7%, other national unions 59.4%.

Table 37. Unions and Members by Federations

(End of June. 1948)

	Affiliated Unions	No.of members	% to total members.
Sodomei	366	920,761	14.1
Sanbetsu	4,644	1,211,423	18.5
Nichiro Kaigi	149	46,802	0.7
National and Local Unions by Enterprises.	15,647	473.778	7.5
Other nationonational unions.	13,094	3,881,190	59.4

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C. Progress of Labour Disputes.

(7) Supported by the remarkable development of union movement and by the enactment of rights of organization and strike in the post-war period, labour disputes developed with an unprecidentedly large dimension. The development shows three big waves. The first wave came with the offensive of the Sanbetsu in October 1946 with its peak in the threatened strike of February 1, 1947. The second wave was the dispute of the all government and public employees with its peak in spring 1948. The third wave was marked with a series of strikes in electricity, coal and all mining federation, all textile etc. which ended at the end of last year.

(8) The scale of labour dispute was enlarged year after year as is evidenced by the number of participants in disputes which increased from 2,700,000 in ~~1946~~ 1946 4,509,000 ~~4,500,000~~ in 1947, to 5,900,000 in 1948. The percentage of organized workers who were mobilized for disputes was 56% in 1946, 72% in 1947 and 85% in 1948.

Table 38. Number of participants in disputes and their percentage.

	1946	1947	1948
Participants (A)	2,722,582	4,525,018	5,721,099
No. of Union members (B)	4,849,329	6,268,432	6,705.709
$\frac{B}{A}$	56.2%	70.2%	85.3%

Note:

i. Participants signify the sum total of participants in disputes which arose each month and those who were carried over from the preceding year.

ii. Number of union members denotes that at the end of December in respective year.

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Table 39. Number of work days lost by disputes in 1948 and its percentage in total work days.

	Mining	Construction	Mfg.	Gas, electricity, water-works.
Total work days (A)	164,013,211	148,409,094	1,154,078,707	40,214,004
Work days lost (B)	2,084,661	5,080	1,972,447	172,648
$\frac{A}{B}$	1,27%	0.003%	0.17%	0.43%

Note: The above total work-days were surmised from the full time clerks and labourers in the work place research for 1947 and from the days actually worked per year in the monthly labourers in the work place research for 1947 and from the days actually worked worked per year in the monthly labour survey.

The number of work-days lost also increased from 7,910,000 in 1946, 5.960,000 in 1947 to 6,990,000 respectively.

(9) Classification of labour disputes by indstries shows that immediately after the war (1946) the disputes were centered round mining and manufacturing industries. The number of dispute-participants in manufacturing industry was 43,8%, of the total dispute-participants, while in 1947, transportation and communications occupied 51.7%. education 18.0% others (public servants, etc.) 17.4% aggricating 87.1% of the total. As is evidenced by the above figures the weight of disputes shifted gradually to transportation and public service. The above tendency was carried over to 1948, but with the prohibition of strikes by public service personnel, the subsequent disputes centered round such key industries as coal, electricity, transportation, etc.

Table 40. Number of Disputes by Industries and of Participants.

	1946		1947		1948	
	No. of disputes	Participants	No.of cases	Participants	No.of cases	Participants
Total	802 (100.0)	629,003 (100.0)	1,036 (100.0)	4,525,018 (100.0)	114.0 (100.0)	5,731,099 (100.0)
Mfg.	592 (73.8)	275,330 (43.8)	762 (73.6)	316,003 (7.1)	80.2 (70.3)	765,608 (13.4)
Gas, electricity, water-works.	14 (17)	38.876 (6.2)	4 (0.3)	219.628 (4.9)	4 (0.4)	356.176 (6.2)
Construction.	2 (0.3)	250 (0.0)	15 (1.4)	4,650 (0.1)	21 (1.8)	2,298 (0.0)
Mining.	23 (14.1)	214,064 (34.0)	98 (9.5)	140,186 (3.1)	90 (7.9)	1,047,856 (18.3)
Transportation and Communications.	28 (3.5)	74.556 (11.9)	61 (5.9)	2,282,568 (51.7)	76 (6.7)	2,357,949 (41.1)
Education	0 (0.0)	0 (0.0)	9 (0.9)	794,425 (17.5)	17 (1.5)	504.101 (8.8)
Others.	53 (6.6)	25,927 (4.1)	87 (8.4)	767,548 (17.0)	130 (11.4)	697,611 (12.2)

Note:

i. Figures for 1946 denote the total actual dispute for that year.

ii. Figures for 1947 and 1948 are the sum total of the monthly disputes and the disputes carried over the January.

iii. Figures in brackets denote percentages.

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D. Change in Dispute Form.

(10) A greater part of labour disputes are soleved without going into action by the intervention of Labour Committee, Government Agencies and third parties. The percentage of disputes solved without going into action was 7% in 1946, 9% in 1947 and 55% in 1948 respectively in terms of the number of post-war labour disputes have been solved relatively peacefully by the cooperation of labour and management.

(11) Majority of the actual disputes took the form of strike as is evidenced by the fact that of all the actual disputes, strikes occupy 65% in 1946, 69% in 1947 and 85% in 1948. The control of enterprises by workers which was frequently resorted to soon after the war-end has become less as years passed by and it occupied only 0.2% in 1948. In contrast thereto cases of sabotage increased gradually and ranked second to strike occupying 15% in 1948. Lockout is getting less in keeping with the decrease in cases of management control by workers.

The above tendencies may be taken to show that the extreme types of labour dispute immediately after the war-end are gradually getting modified and normalized.

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Table 41. Number of Labour Disputes by types and Participants.

			1946	1947	1948
Disputes followed by action.	Strike	No. of cases	454 (49.0)	369 (35.7)	460 (40.4)
		Participants	414.875 (15.2)	202,552 (4.5)	2,309,220 (40.4)
	Strike	No. of cases	130 (14.0)	142 (13.6)	112 (9.8)
		Participants.	75.069 (2.7)	172,550 (3,8)	391.780 (4.8)
	Lockout	No. of cases	56 (6.7)	80 (7.7)	55 (4.8)
	Management control	No. of cases	170 (18.3)	93 (9.0)	42 (3.7)
		Participants.	140,569 (5.2)	24,039 (0.6)	4,851 (0.1)
	Sub-total	No. of cases	810 (88.0)	684 (66.0)	669 (58.7)
		Participants.	634,983 (23.3)	404,949 (8.9)	2.708,387 (47.3)
Disputes not followed by action		No.of cases	110 (12.0)	352 (34.0)	471 (41.3)
		Participants.	2,087,599 (76.7)	4,120,069 (91.1)	3,012,712 (52.7)
Grand Total.		No. of cases	920 (100)	1,036 (100)	1,140 (100)
		Participants.	2,722,582 (100)	4,525,018 (100)	5,721,099 (100)

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Note: i. These figures denote the total of disputes in each month and carry over to January.

ii. Figures in brackets denote percentage.

E. Chnage in Items of Demand.

(12) Out of the items of demand in labour disputes, wage demand occupies an overwhelming proportion all through the post-war period and its specific gravity has been on the increase year after year as follows: 39% of total items of demand in 1946, 53% in 1947, 56% in 1948.

The above tendency reflects the instability of workers livelihood as evidenced by the decline in real wages through the inflation, the resulting lowering of consumption level, continuation of "bamboo shoot life", etc. Majority of demands are for raising of wages and for payment of allowances. Since the beginning of 1948 the demand for wage payment has increased.

(13) Demand regarding management and personnel affairs stands next to that regarding wages, oc upying 23% of the total in 1947, 16% in 1948. Immediately after the war-end there were many cases of demand for participation in management and labour-management council. Thereafter the cases of opposition to enterprise adjustment has gradually increased and in 1945 occupied more than half of the cases regarding managment. This, together with the wage demand cases, reveals a new tendency in recent disputes.

(14) Cases of demand regarding labour conditions ranked third with 13% in 1946 but have thereafter decreased to 8.1% in 1948.

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This tendency endorses the fact that the worst labour conditions immediately after the war-end have gradually been improved in consequence of the execution of the Labour Standards Law and the development of labour unions.

(15) Cases of demand regarding labour agreement occupy a constant 10% every year and reveal that the fight to organize in conjuntion with the right to strike constitutes an important prop for the protection of fundamental rights of worker.

Table 42. Change in Number of Disputes by Items of demand.

Major demands	1946 No.	1946 %	1947 No.	1947 %	1948 No.	1948 %
Demand re Union	17	-	5	-	3	-
Demand re Labor Agreement	325	10.0	190	11.2	207	10.5
Demand re Wages & Allowance.						
Sub-total	1,275	39.4	904	53.2	1,110	56.2
Wage increase	675	20.9	466	27.4	615	31.1
Against Wage-cut.	9	--	1	-	9	0.5
Wage payment	23	0.7	38	2.2	93	4.7
Other demands re Wages.	69	2.1	28	1.6	39	2.0
Demand re allowance.	499	15.4	371	21.8	354	17.9
Labour conditions						
Sub-total	425	13.1	89	5.2	41	2.1
Working hours	203	6.3	41	2.4	17	0.9

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Other labour conditions	222	6.9	48	2.8	24	1.2
Management & Personnel affairs						
Sub-total.	740	22.8	236	13.9	306	15.5
D. for Management participation	178	5.5	29	1.7	18	0.9
Management & Personnel Affairs.						
D. re management	114	3.5	63	3.7	79	4.0
Against rationalization.	182	5.6	105	6.2	179	9.1
Other d. re personnel affairs.	266	8.2	39	2.3	30	1.5
Welfare	110	3.4	25	1.5	23	1.2
Others	343	10.3	251	14.8	287	14.5
Grand Total.	3.235	100.0	1.700	100.0	1,977	100.0

Note: "Other demands regarding personnel affairs" include boycott of superintendants and participation in personnel affairs.

F. Change in Modes of Solution.

(16) As a general tendency in the solution of disputes it is noticed that cases in which unions demands are satisfied are getting less and cases of compromise or non-accomplishment of their demands are increasing. This tendency is particularly noticeable since the beginning of 1948. Of all the demands in 1946, 43% were satisfied and 57% were either compromised or remained unsatisfied, while in 1948 17% were satisfied and 83% were either compromised or remained unsatisfied, proportion between the two being 1;5.

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This signifies the fact that in proportion as the course of economic rehabilitation gets clarified, balance of power between labour and capital has changed commensurate with the changes in economic conditions.

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Table 43. Change in Settlement of Disputes

From Labour's Standpoint.

	Result of disputes				
	No. of cases.	Success.	Compromise.	Failure.	Unknown
1946	869	373	430	664	0
	100%	43%	49%	8%	0
1948	845	146	591	95	13
	100%	17%	70%	11%	2%

Note: Figures for 1948 do not include those for July through September.

III. Conclusion.

(1) In the past 15 years we have experienced an epoch-making changes in the political, economic and social organizations. Some of the changes are still in progress and we are fighting with all our main to solve the economic and social confusion. Our analysis was confined to the field of labour economy. The materials used and the time limited for our work might have been imsufficient to clarify the labour economy which is the most fundamental and important problem in this transition. But we believe that we have succeeded in presenting the general outlines of the problems.

(2) Due to the destruction and damage of productive facilities by war, depletion of domestic stocks, loss of overseas resources, etc. there was a remarkable decline in the productive capacity of the mining and manufacturing industries and the lower-of national standard of living at the end of the war. The social

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confusion and inflation in the post-war period added to the difficulty in balancing the household budgets of workers.

Rapid rise in nominal wages served only to foster the blackmarket economy and the improvement of real wages was not easy. In such social and economic environment it might have been unavoidable that the post-war labour movement, which had developed with an unprecedented speed as a hope of the democratic Japan, laid too much stress on struggle rather than making a constructive cooperation.

In these circumstances the productivity of labour declined sharply. This, together with the existence of surplus population in agricultural villages which have absorbed the people in the drastically reduced commerce, manufacturing and mining industries, serves as an ominous sympton of a large scale unemployment in the future.

(3) After the first two worst years in the post-war period, we saw in 1948 a turning point.

It is a sign of economic stabilization evidenced by the improvement in food condition, noticeable recovery of distribution order and increase in mining and manufacturing productions.

Consumers' prices have greatly reduced their rising momentum, real wages improved and household budgets begun restoring their balance.

(4) The three principles of enterprise in November and the economic nine objectives in December 1948 are designed at this propitious moment to realize economic stabilization at one stroke through the setting up of a single exchange rate. The realization of the above policy which is based on the balance of budgets and self-support of enterprises cannot be attained without the voluntary efforts of our people as is set forth in the General Mac-

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...Mur's letter. Already the impending adjustment and rationalization of enterprises foretell the increase of unemployment. Increase of unemployment might be unavoidable until a measure of economic rehabilization is accomplished on a stabilized basis.

The inevitability of austerity on the national scale should be understood to mean that the improvement in housing, clothing, and cultural living standard, which is decidedly lower than that of pre-war period, cannot be achieved without industrial prosperity. It does not mean to effect the industrial recovery at the sacrifice of the workers' livelihood. On the contrary we believe that the improvement of labour productivity, which is the basis of recovery, should be realized through the stabilization of workers' livelihood and the improvement in labour conditions, whole world is watching the reconstruction of Japan and the development of her labour problems. We must not forget that the the people of the entire world expect that the democratization of Japan and her reconstruction be achieved through the positive activities of healthy and democratic labour organizations and fair labour conditions.