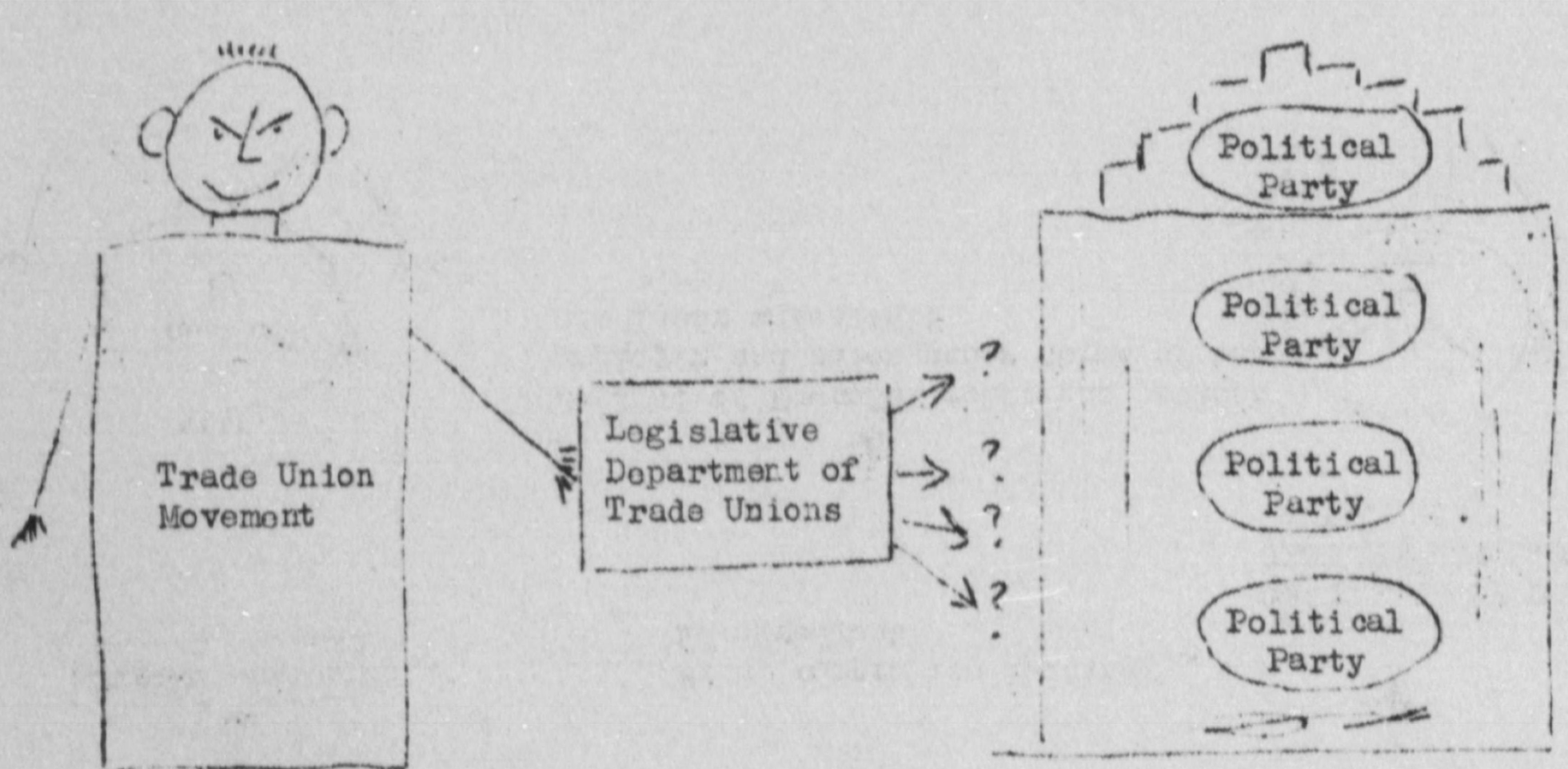
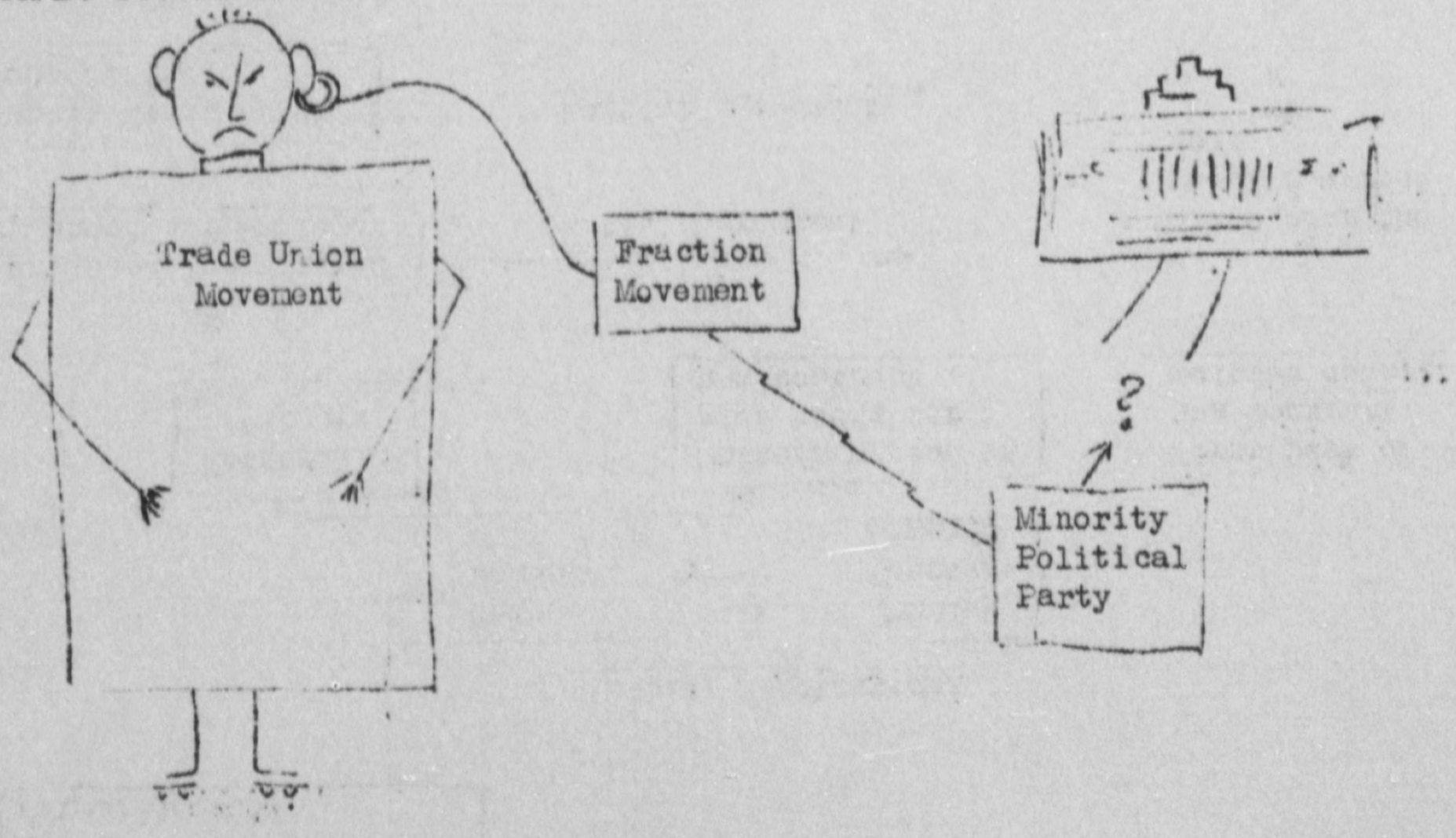
INDEPENDENT POLITICAL ACTION



OR DO YOU DESIRE THIS?



Slogan: Trade Unions should control their own political action program!

Inclosure 7

THE DEVELOPMENT OF A NEW UNION AGREEMENT AT THE EXPIRATION OF THE OLD CONTRACT!

Old Contract about to Expire

Rank and file Election of a Negotiation Committee -- Membership Discussion of the demands of the workers.

Negotiation Committee

Union Demands

Rank-and-file meeting to discuss and approval formal demands.

Initial Negotiations

Union Demands ⟷ Company Counter-Demands

Matters in Dispute

Matters agreed on give basis for new contract

First part of new contract written down...

Continued Negotiation by Union and Employer

Partial Agreement

Write down the results agreed upon

+

Conciliation by the Rodo Iin Kai

Partial Agreement

"

+

One or more Mediation Plans offered by the Rodo Iin Kai

Partial Agreement

"

+

Arbitration of some disputed points by the Rodo Iin Kai

Partial or full Agreement

"

+

Strike Action

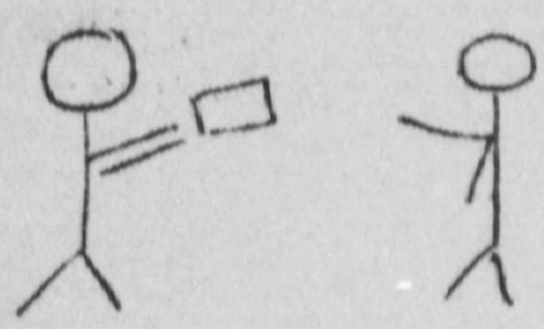
Final compromise leading to agreement

CONCLUSION OF THE COMPLETE NEW LABOR AGREEMENT.

Renewal of Peaceful relations between employer and union under terms of the new labor agreement!

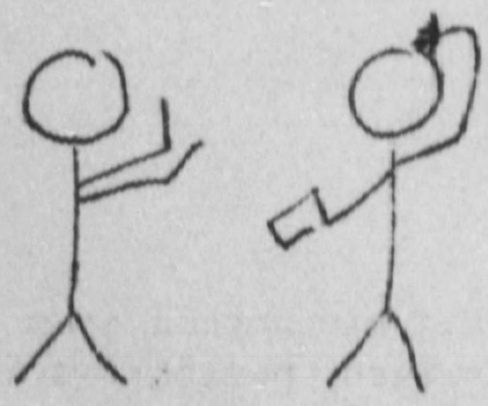
Inclosure 8

HOW THE SHOP STEWARD SYSTEM WORKS INSIDE YOUR FACTORY!



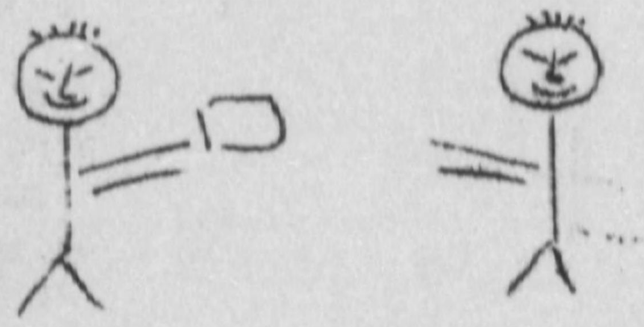
The Shop steward makes an investigation of all the facts

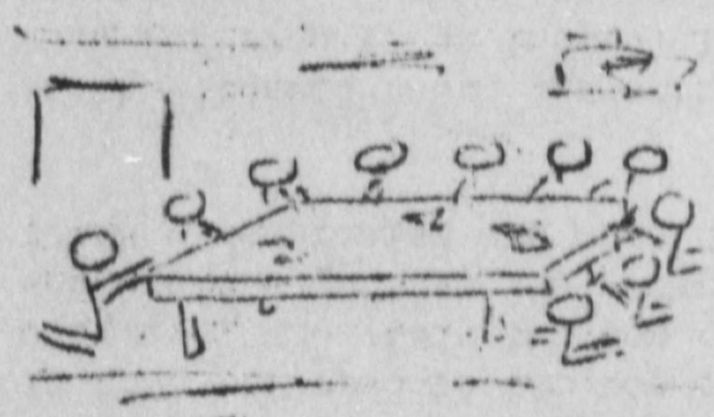
You have a grievance or a compliant arising under the terms of your labor contract. You tell the Shop Steward about it.



He visits the local foreman who represents the employer. They try to settle the matter by negotiation. The Shop Steward is a fellow worker who works most of the time right on his job, only stops working an hour or so a day to settle your problems.

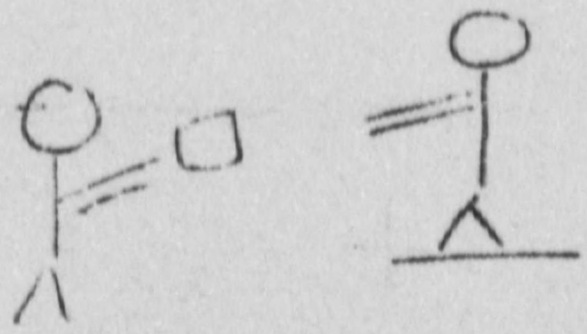
If the foreman and the shop steward can solve the problem, everyone is happy.

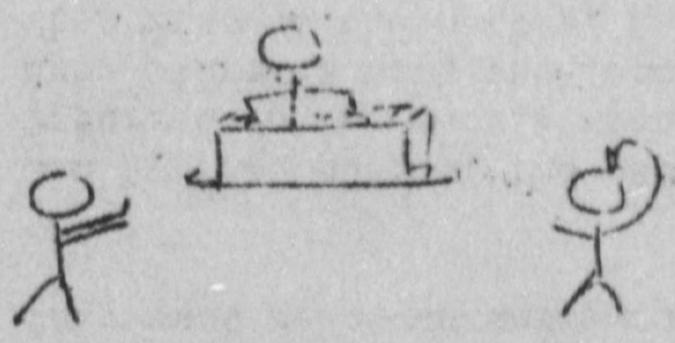




But if they cannot, then the matter must go before the weekly meeting of the entire Shop Steward Committee and the Management representatives.

If they cannot solve the matter, say within five days, then under grievance machinery it must go to an impartial umpire for final arbitration.





The arbitrator must give his decision with a time limit, say 2 weeks. His decision is binding on bith company and union.

And the worker on the job gets settlement of his complaint without a wildcat strike or any sabotage!

Inclosure 9

HOW THE SHOP STEWARD SYSTEM AND GRIEVANCE MACHINERY OPERATE WHEN A NATIONAL EMPLOYER AND A NATIONAL UNION ARE INVOLVED!

The worker, or workers, take their compliant to the shop steward. In most cases, every fifty workers elect a fellow-worker as their shop steward. He discusses the matter with the foreman, tries to reach a settlement by negotiation. They must reach an agreement within..... ——————→ 3 days

A time limit is written into the contract for each step of the grievance machinery.

And if they cannot, the matter is then referred to the weekly meeting of all the Shop Stewards with the local managers. They discuss the matter, negotiate, and must reach an agreement within..... ——————→ 5 days

If they cannot, the matter is then referred to the regular meeting of the district union officials and the district management. They negotiate and must reach agreement within... ——→ 7 days

If they cannot reach agreement, the matter is then referred to the top national union officers, who visit the top company officials and again negotiate the matter. They try to reach a compromise and must do this within... ——→ 7 days

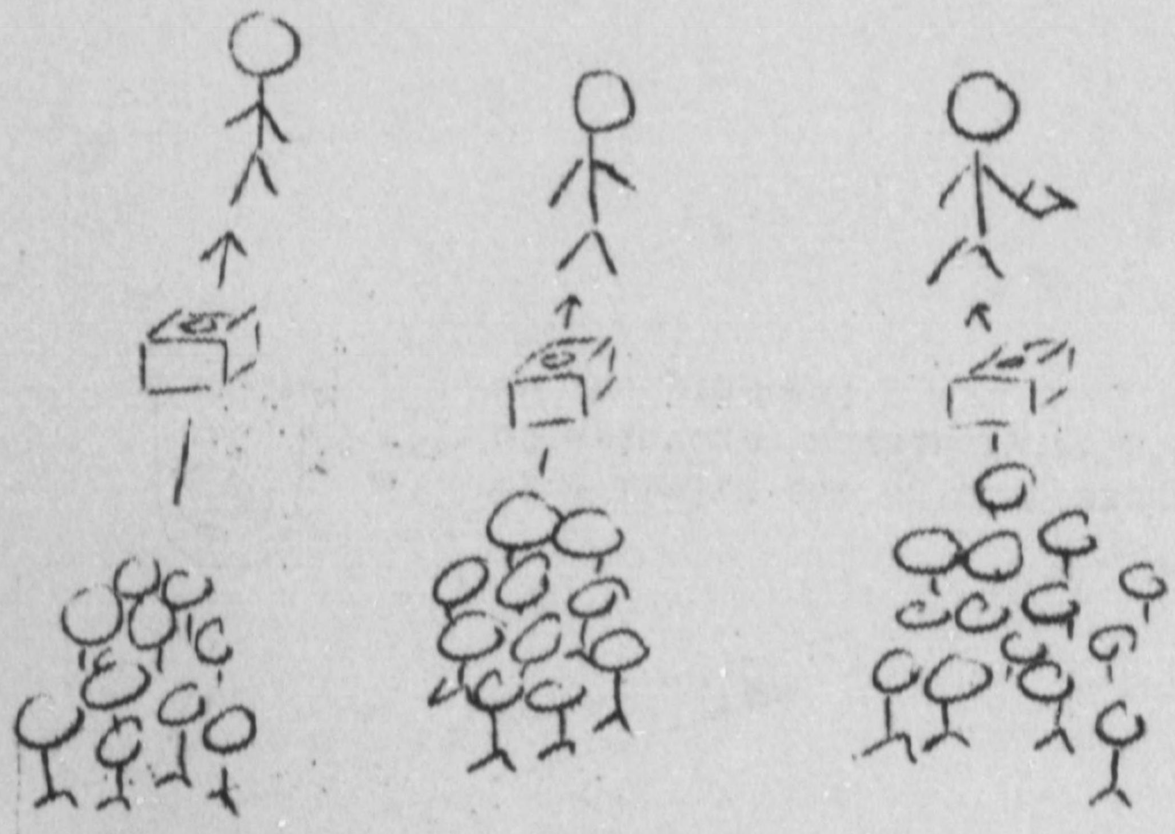
If they cannot reach agreement, the matter is then referred to an impartial umpire for arbitration. The umpire may be the Central Labor Relations Committee. Or the company and the union may have agreed in advance to name their own private arbitrator -- some outside, third, impartial party who is paid equally by company and union -- perhaps a lawyer, a doctor, a school principal, a newspaper editor, or a priest. This third party calls a hearing of both top union officials and top managers. He investigates the merits and justice of the dispute. But he must render his final binding decision within... ——→ 14 days

AND THE DECISION OF THE IMPARTIAL UMPIRE IS FINAL. Both union and management are pledged through the contract to accept, <u>in advance</u>, whatever decision is made.

Thus even the most involved grievances arising under the contract can be settled within a month... without resort to wildcat strikes, sabotages, or other disputes crippling production. This is a wise use of sound democratic procedures!

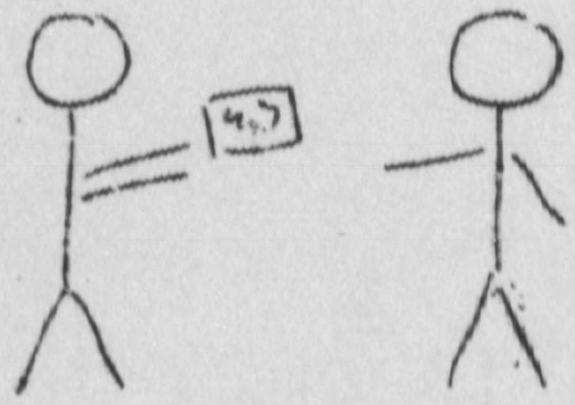
Inclosure 10

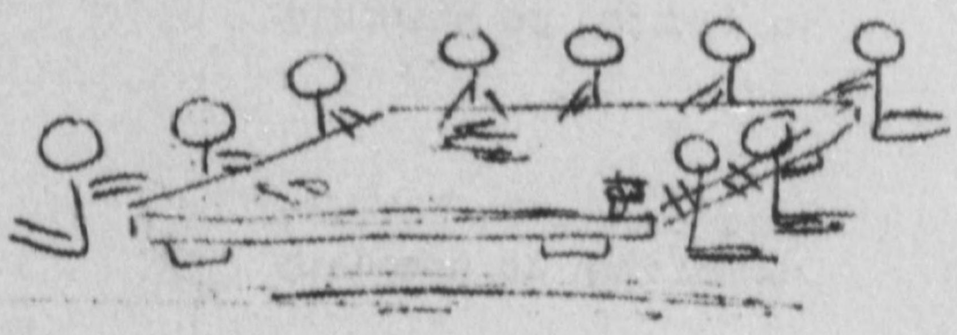
WHO IS THE SHOP STEWARD?



The shop steward is a fellow-worker elected by his rank-and-file follow workers. He works in the shop everyday. He leaves his work for an hour or so each day to discuss grievances. He is paid for his lost time by the company for he remains within the plant.

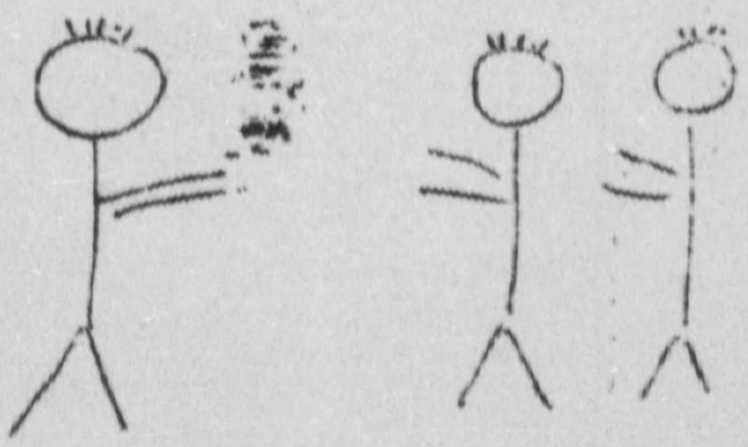
He tries to settle as many grievances as possible by negotiation with the local supervisor or foreman.

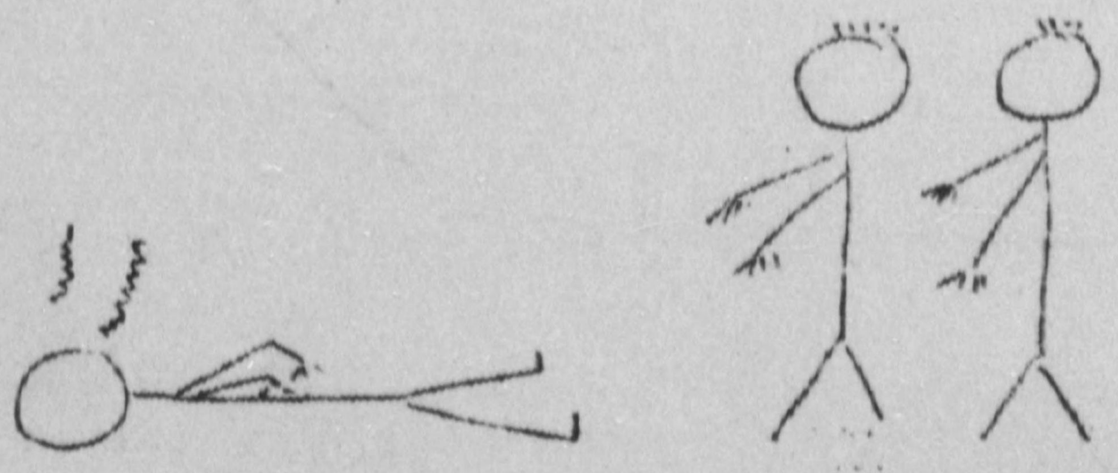




Once a week all of the factory shop stewards meet; the shop steward committee. One of them is elected to be their chairman. They meet with the top managers to settle any grievances not settled by individual shop stewards.

The shop stewards also pass out union pamphlets to the membership in their unit of the factory. They encourage members to attend union meetings. Often they have charge of collecting union dues.



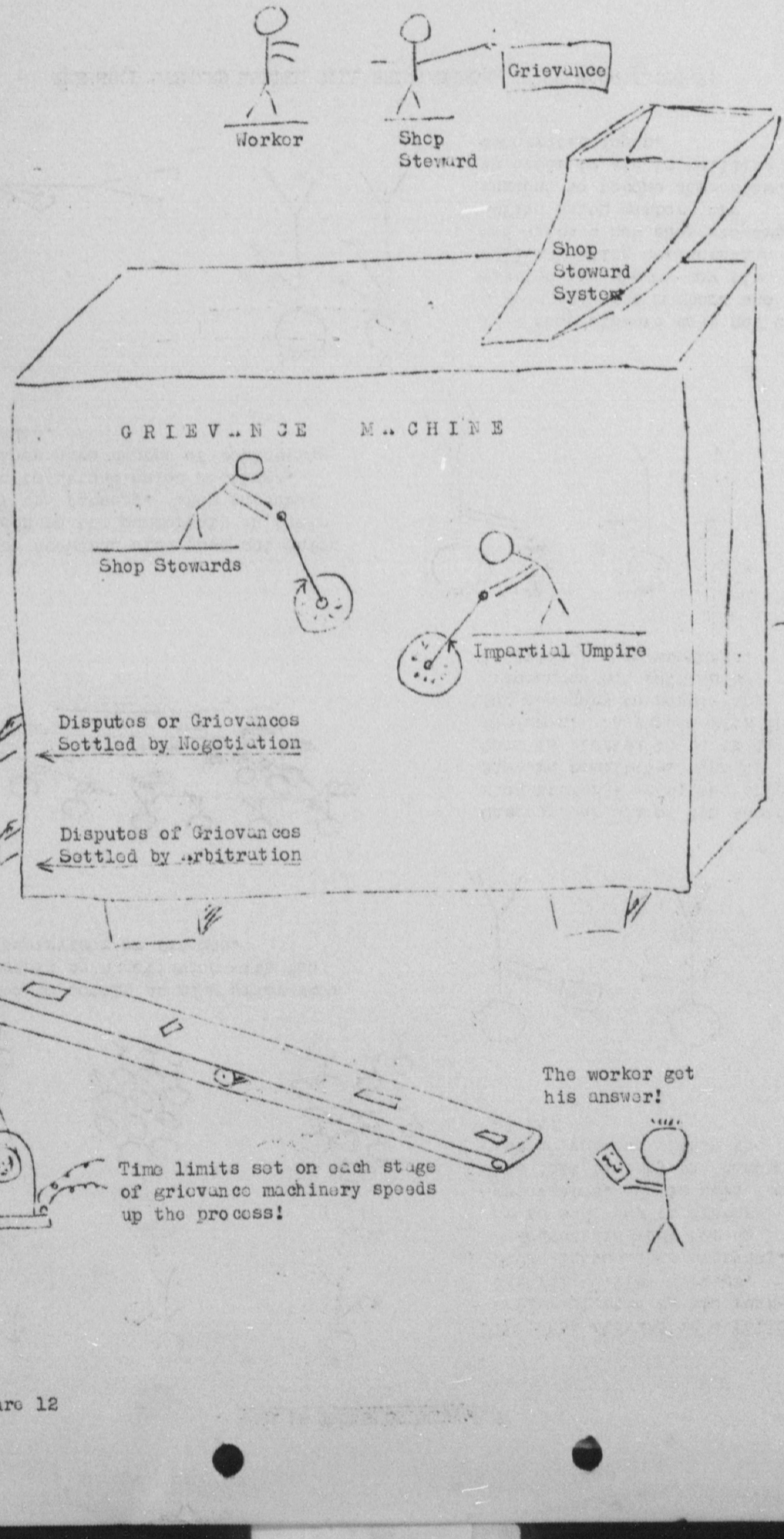


If a shop steward does not do a good job, the members who elected his can at any time call a meeting at lunchtime and elect a new shop steward. Active union members are anxious to become shop stewards in order to aid in building a democratic Japan.

THE SHOP STEWARD SYSTEM WILL BRING DEMOCRACY TO YOUR FACTORY!

Inclosure 11

DOES YOUR LOCAL UNION HAVE A GRIEVANCE MACHINE TO HELP YOU?



Inclosure 12

IMPORTANT POINTS RECOMMENDED FOR INSERTION IN YOUR LABOR AGREEMENT

1. Define the rights of the union and define recognition of the rights of the employer. Define the status of the union (i. e., open shop, union shop, closed shop, and so forth).

2. Specifically list the various job classifications, rates of pay, allowances, overtime rates of pay, and all other items relating to wages.

3. Define the working hours, times for rest periods, vacation time, holidays allowed, and all other items relating to hours or time of work.

4. Set standards for working conditions such as health standards, safety standards, sanitary standards, accident compensation, rest rooms, and first-aid or hospital standards and all other matters relating to working conditions.

5. Establish a shop steward system based on a complete system of grievance machinery written into the contract. Include provisions for final arbitration by an impartial third party (impartial umpire) of all disputes arising under the contract and within the life of the contract.

6. Use a no-strike, no-lock-out clause in the contract (Peace Clause) which guarantees industrial peace during the life of the contract.

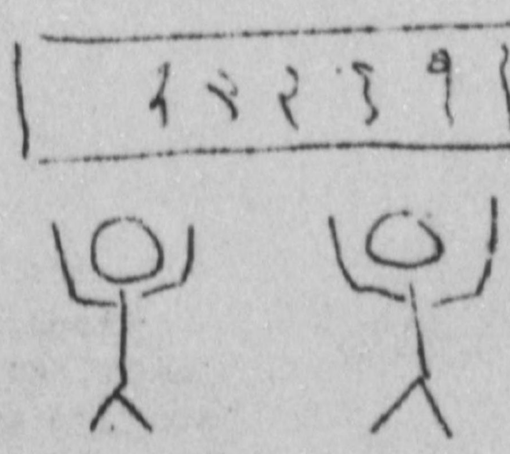
7. Set a definite time limit for the life of the contract. In foreign countries, labor agreements usually are valid for one year from time of signing. Provide in the contract for re-opening of negotiations one month before expiration of your labor agreement in order to secure, if possible, peaceful negotiation of a better agreement when the old one expires.

- Write the labor agreement in clear, simple language. Leave nothing to imagination or later interpretation ... write as much as possible in practical language!

- Both employer and union representatives should sign the final labor agreement.

- If possible, every worker should have a copy of the labor agreement.

MAKE A GOOD LABOR AGREEMENT ... AND THEN LIVE UNDER IT!

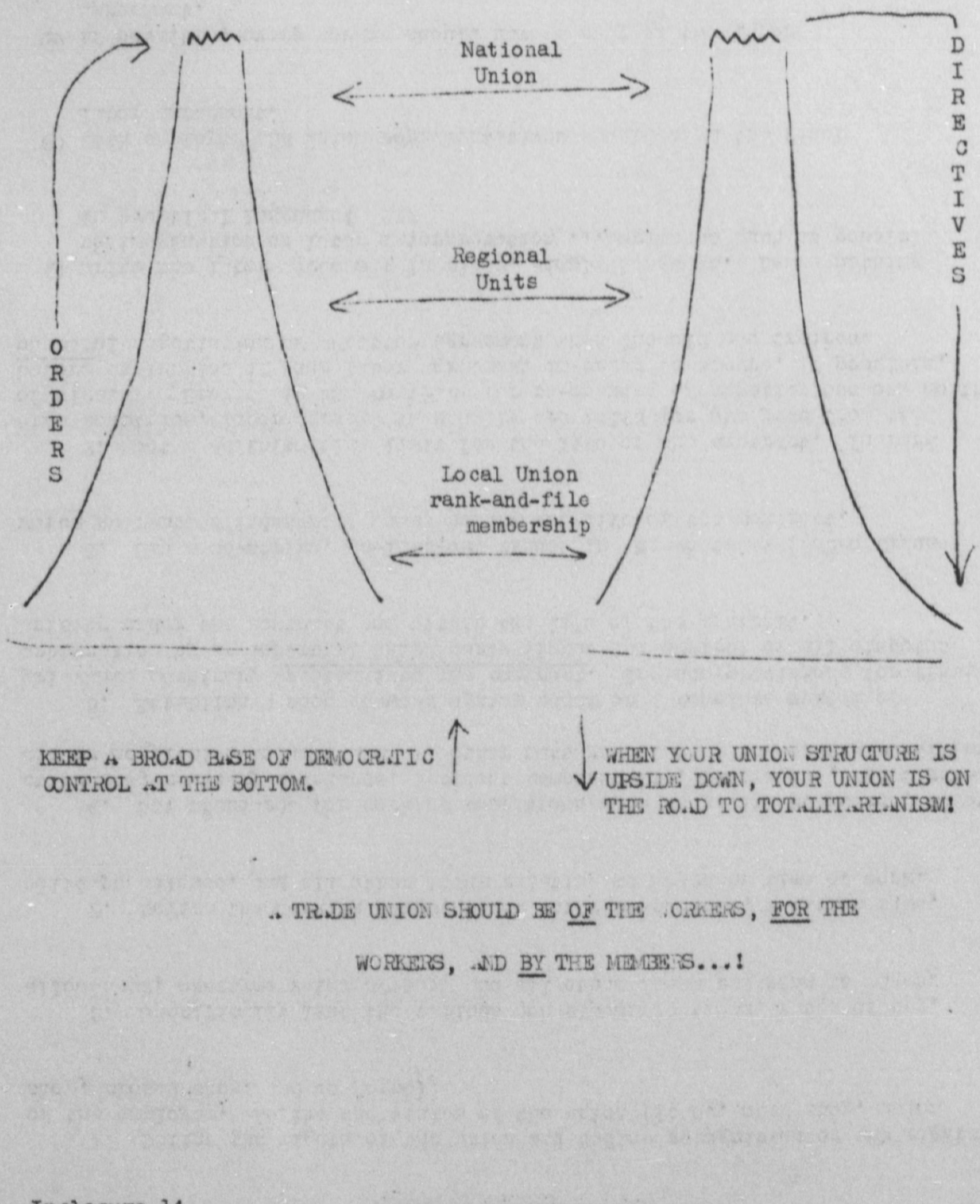


Inclosure 13

BUILD A SOUND AND DEMOCRATIC UNION!

Trade Unions should be run and controlled by the rank-and-file membership. The Officers are leaders... but they must obey the will of the rank-and-file!

A free trade union should not be dominated by a small bureaucracy of full-time paid officials!



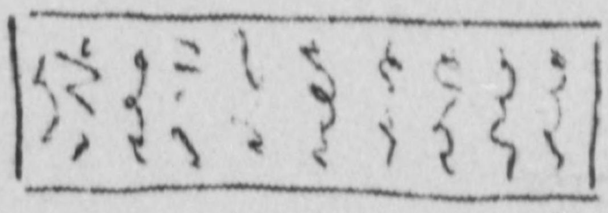
KEEP A BROAD BASE OF DEMOCRATIC CONTROL AT THE BOTTOM. ↑

↓ WHEN YOUR UNION STRUCTURE IS UPSIDE DOWN, YOUR UNION IS ON THE ROAD TO TOTALITARIANISM!

A TRADE UNION SHOULD BE <u>OF</u> THE WORKERS, <u>FOR</u> THE WORKERS, AND <u>BY</u> THE MEMBERS...!

Inclosure 14

HOW THE R.NK .ND FILE PROTECTS DEMOCR.CY : CONSTITUTIONS!

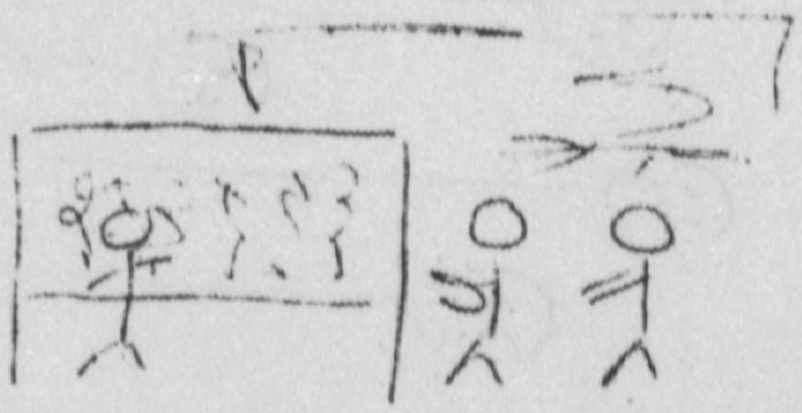


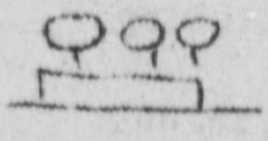
.. well-written constitution for your local union is your best guarantee of democracy..... IF

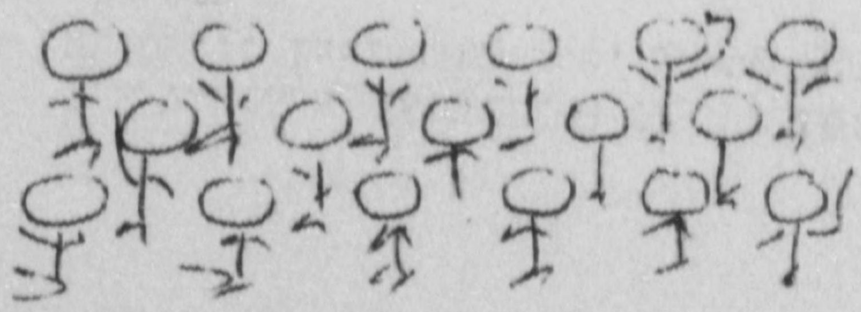
There is provision for secret written ballot election of .LL officers and .LL standing committee BY THE ENTIRE R.NK .ND FILE MEMBERSHIP.

Regular membership meetings of .LL the members, once a month, at which the rank and file discuss all union problems, vote approval or disapproval on all union policy matters.

The union maintains a sound labor education program which INFO MS all members of the rights and duties of members, nature of the Trade Union movement, and the legal rights of the membership as well as their legal duties.

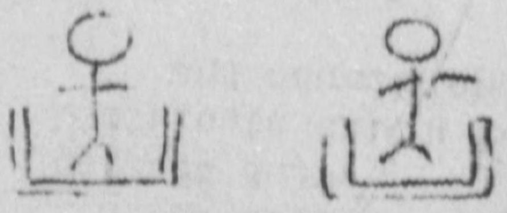






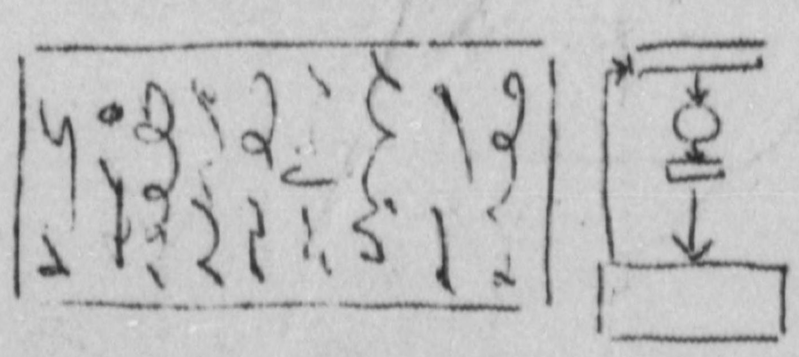
The duties of the officers are clearly defined... and LIMITED.

Trial procedure outlining the methods and procedures used in expelling any union member, INCLUDING a rank-and-file secret ballot vote on any expulsions .ND appeal to a national convention of the union.



The constitution requires regular reports on finances made public to the entire membership.

Simple structure of the union permitting rank-and-file control of their OWN union. Prevention of trade union bureaucracy.

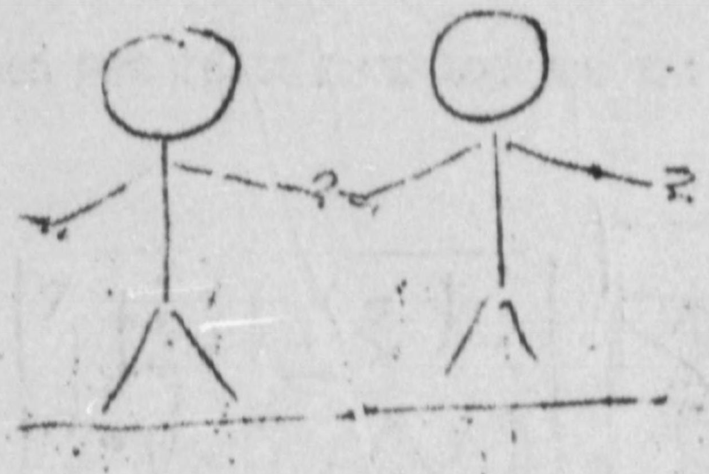


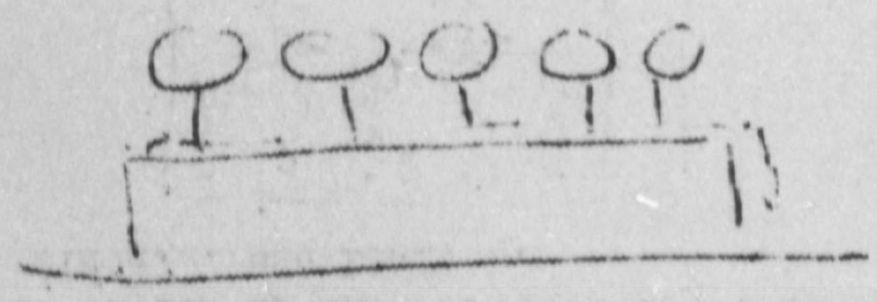
J.P.NESE WORKERS: IT IS YOUR UNION. YOU SEE TO IT TH.T YOU RUN IT!

Inclosure 15

SPREAD DEMOCRACY IN YOUR LOCAL UNION... MAKE SURE EVERY UNION MEMBER HAS WORK.....!

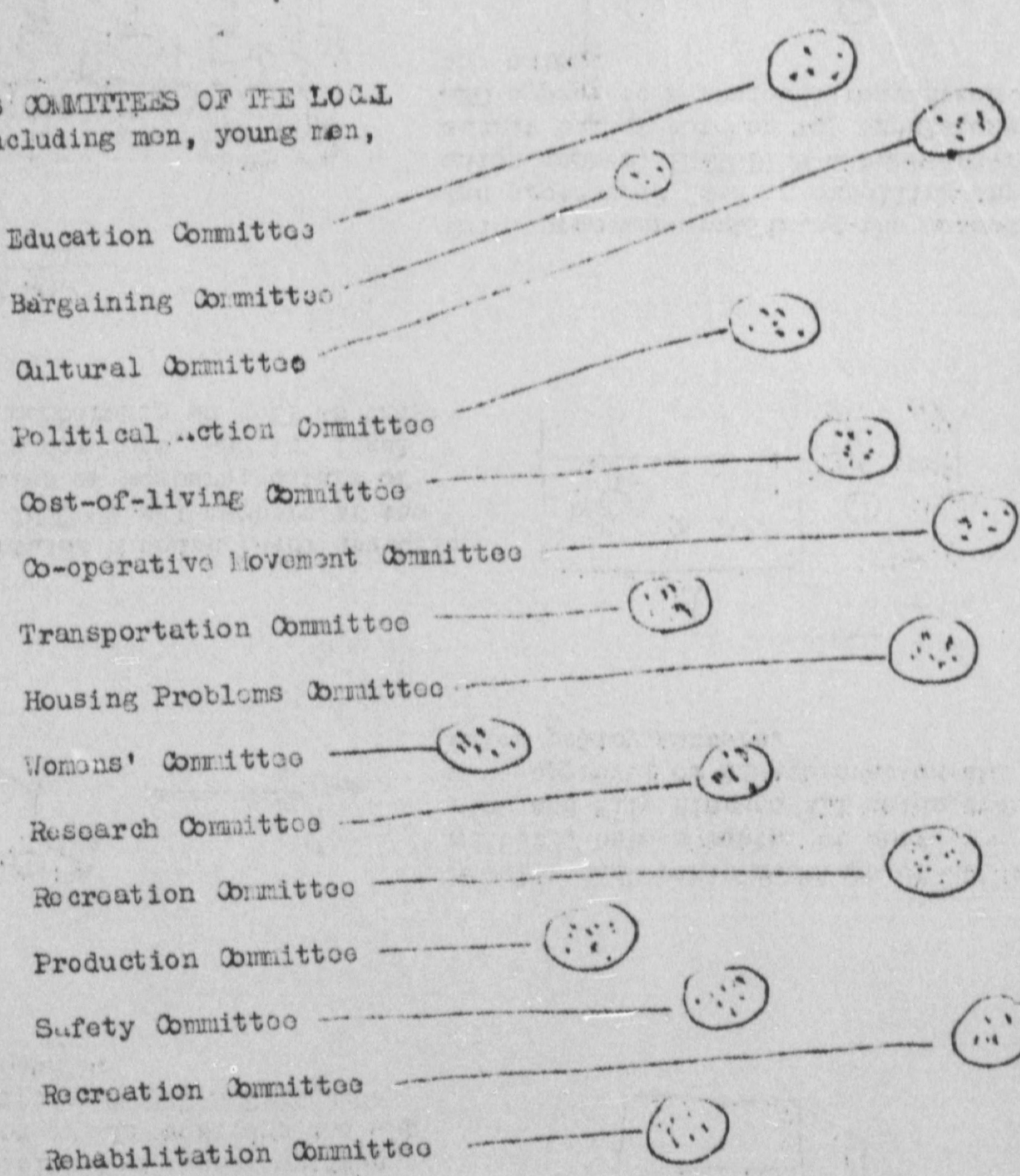
Officers of the Local Union--
Sit in on negotiation meetings
Represent the local union at outside meetings. Conduct union meetings. Offer leadership
Supervise work of the union.





SHOP STEWARD COMMITTEE
Handle daily grievances
Meet weekly with management to settle unresolved grievances.
Inspire union members to be active members.
Collect dues.
Distribute union leaflets and educational materials.

THE VARIOUS COMMITTEES OF THE LOCAL UNION... including men, young men, and women.



Education Committee
Bargaining Committee
Cultural Committee
Political Action Committee
Cost-of-living Committee
Co-operative Movement Committee
Transportation Committee
Housing Problems Committee
Womens' Committee
Research Committee
Recreation Committee
Production Committee
Safety Committee
Recreation Committee
Rehabilitation Committee

BUILD A SOUND AND VIGOROUS DEMOCRACY IN YOUR UNION...'

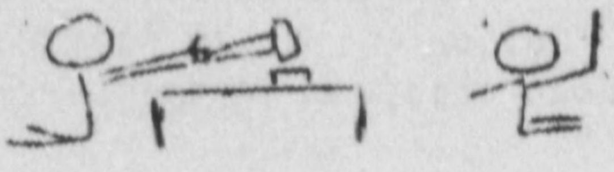
EVERYBODY ACTIVE ... NOW!

Inclosure 16

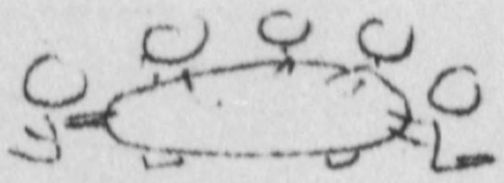
BUILD .. LOC.L UNION STRUCTURE TH.T GIVES .. M.XIMUM OF R.NK ..ND FILE COOPER.TION IN CONTROL OF YOUR UNION!

Monthly meetings of the entire rank and file membership to discuss problems and vote on all major policy decisions. Direct nomination and election of .LL officers and .LL standing committees

Chairman of the local union acting as chairman of the rank-and-file meetings. He obeys the decisions of the rank-and-file. He may remain a worker in the shop and do his union business on his own time.



Executive Board of the local union is elected by entire rank-and-file. Meet between regular meetings to discuss urgent problems, but submit all such emergency decisions to the rank-and-file for FIN.L .PPROV.L.



The union membership is divided into various committees of rank-and-file members who carry a large share of the burden of union business. These committees meet on their own time, plan their own activities, carry on their programs for .LL the members ... and learn democracy by practicing it every day.

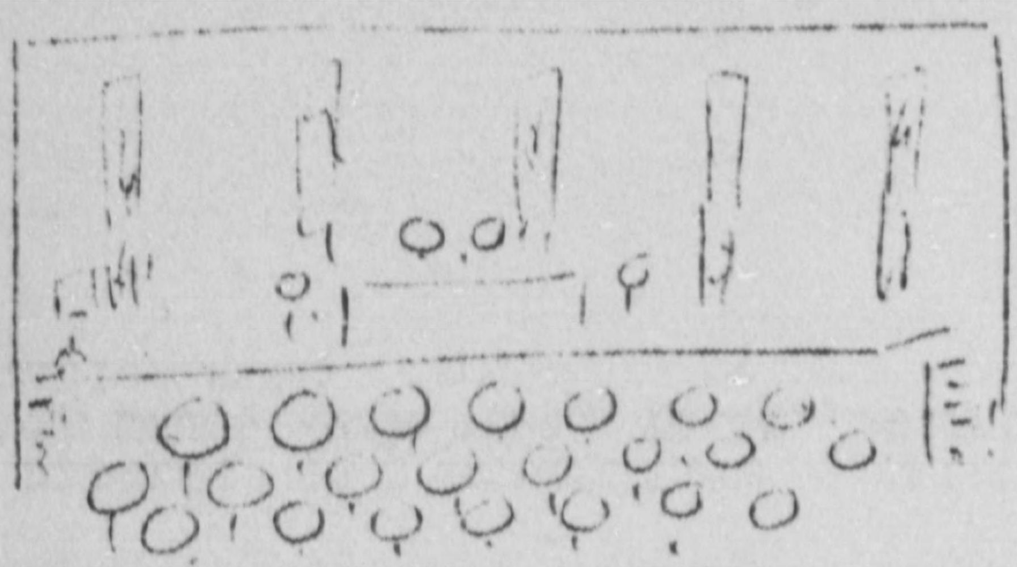
- Education Committee
- Bargaining Committee
- Cultural Committee
- Political .ction Committee
- Cost-of-living Committee
- Housing Conditions Committee
- Womens' Committee
- Youth Committee
- Production Committee

.. FEW PERSONS M.Y DO .LL OF THE WORK IN YOUR UNION ... BUT ONLY THEY WILL BECOME EXPERTS.

IN .. DEMOCR.TIC UNION EVERYONE T.KES .N .CTIVE P.RT ... .ND EVERYONE LE.RNS HOW TO THINK. TO .CT, .ND TO SPE.K IN .. DEMOCR.TIC M.NNER!

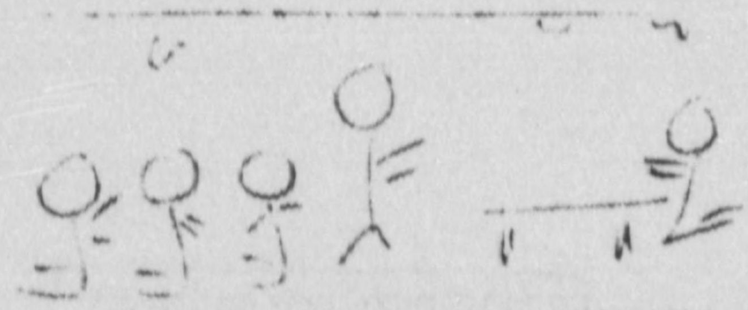
Inclosure 17

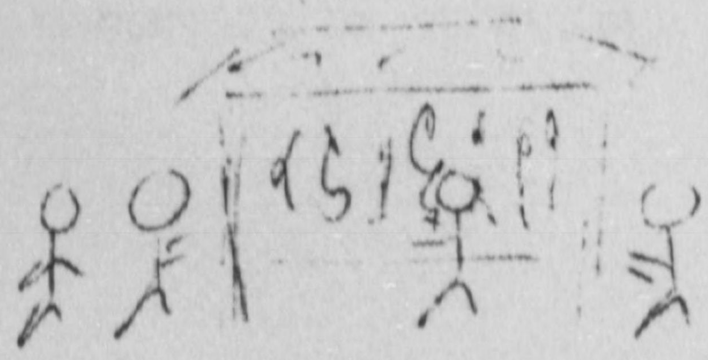
WHEN GETTING READY FOR A UNION ELECTION, SEPARATE NOMINATION FROM ELECTION!



Any person nominated may decline to accept the nomination.

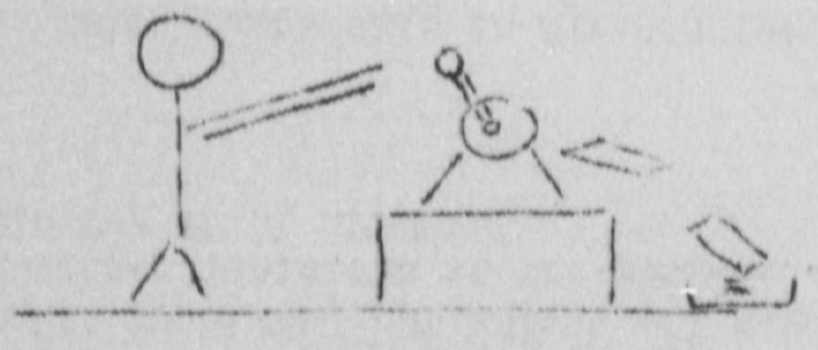
At a general meeting, each union office to be filled is open to nomination. Any union member can name any person BUT himself.





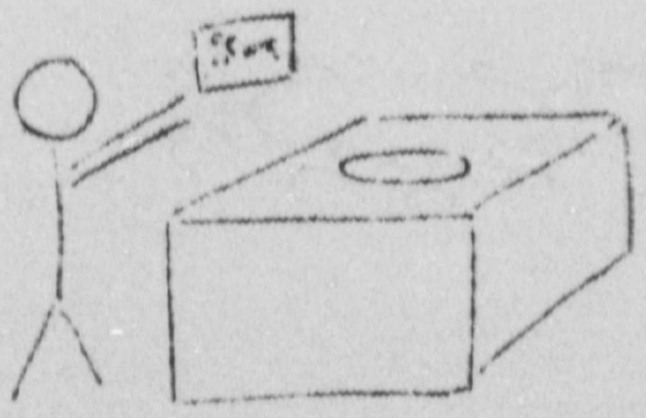
All persons who accept are listed on the factory bulletin board opposite the office they have accepted nomination for.

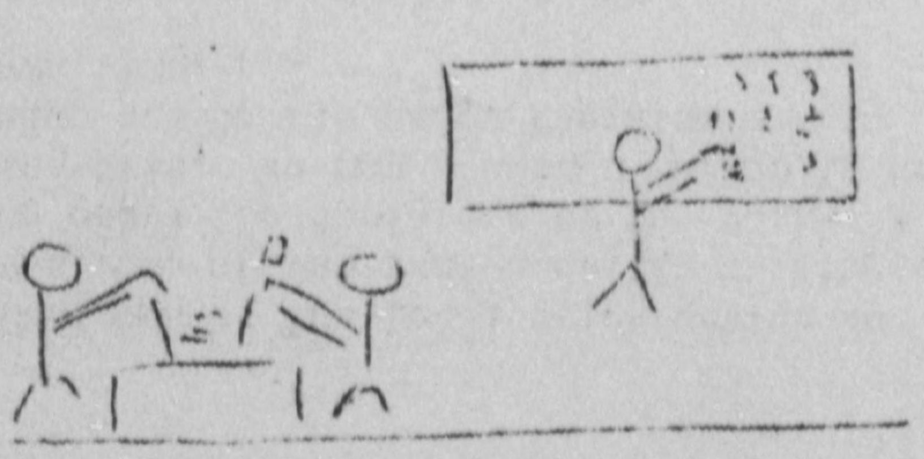
Workers discuss the various persons to find out as much as possible about each person.



The election committee of the union prepares secret ballots.

A month after the nominations, another general meeting is held. Each member casts a secret written ballot.





A rank-and-file committee opens the ballots after the voting, counting them in public.

Thus the new officers of the union clearly reflect the free will decision of the rank-and-file membership.

Inclosure 18

ELECT .LL UNION OFFICERS .ND ST.NDING COMMITTEEMEN BY THE
SECRET WRITTEN B.LLOT OF .LL R.NK-.ND-FILE MEMBERS.....!

Board Mcmbor	Secretary Treasurer	Vice-Chairman	Chairman
voto for 6	voto for 1	voto for 1	voto for 1
s k k f s a a o u a t t j k s o o i a a u i k a i ☐ ☐ ☐ ☐ ☐	k y w a o a t s d a h a y i u d m a a ☐ ☐ ☐	m w s l a a r t i i a t t n o a a b o ☐ ☐ ☐	s s u a z t u o k k ☐ ☐
m m n m s i u i a h k r n t i i a i s n y k u m a a m a m w o c a a t h o i ☐ ☐ ☐ ☐ ☐			

Noto: Do NOT sign your nano!

.. STRIKE VOTE B.LLOT IS C.ST IN SECRET
BY EVERY R.NK-.ND-FILE MEMBER

Strike	☐
No Strike	☐

Mark 1. Do NOT sign your name!

The free and unintimidated will of the rank-and-file is determined by a freely operated secret ballot written vote case by every rank-and-file voter and counted in the presence of the entire rank-and-file!

Inclosure 19

WHICH W.Y DO YCU W..NT TO SEE YOUR LOC.L UNION OPER.TED?

THE BURE.UCR.TI C ..Y?

One membership meeting per year. Indirect election of officers by a central committee?

+

Control of the union by a small group of full-time officers?

+

No handling of daily grievances except through occasional work stoppages and sabotages?

+

..n indefinite and poor labor agreement?

+

Small executive committee that carries on union business?

+

Officers who run the union by issuing orders and giving commands to the rank-and-file?

↓

This may give you bureaucracy and totalitarianism!

THE DEMOCR.TIC W..Y?

Monthly membership meetings of .LL the members. Direct secret ballot election of .LL officers and .LL standing committeemen.

+

Control of the union through union meetings of the rank-and-file?

+

Daily handling of workers' grievances through a shop steward system and grievance machinery permitting uninterrupted production?

+

.. well written labor contract that specifies all conditions of working matters, hours, and pay?

+

Widespread rank-and-file committee work which spreads union activity to include as many workers as possible?

+

Officers who offer sound leadership faithful service, and obey the will of the rank-and-file?

↓

This will guarantee you a bright democratic trade union which you and your fellow workers control!

J.P.NESE WORKERS: IT IS YOUR UNION..... YOU CONTROL IT!

Inclosure 20

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

APO 500
12 May 1948

000.8 (12 May 48) ESS

SUBJECT: Labor Ministry Summer Schools

TO: Military Government Team Labor Officers

1. Forwarded for information and surveillance is Labor Note Number 174 issued by the Labor Ministry as of 17 April 1948 for distribution to each prefectural governor in Japan (inclosure 1). The local labor administration section in the following Ken are directly responsible for holding labor summer schools as indicated.

a.	Tokyo To	5 through 10 July 1948
b.	Nagano Ken	12 through 17 July 1948
c.	Miyagi Ken	19 through 24 July 1948
d.	Iwate Ken	26 through 31 July 1948
e.	Hokkaido	2 through 7 August 1948
f.	Aichi Ken	9 through 14 August 1948
g.	Wakayama Ken	16 through 21 August 1948
h.	Okayama Ken	23 through 28 August 1948
i.	Kagawa Ken	30 August through 4 September 1948
j.	Fukuoka Ken	6 through 11 September 1948

2. Each prefecture responsible for holding a summer school is in turn responsible for the various prefectures included in the program, as noted on page 1 of "Outline for Holding Labor Summer Schools", submitted by the Labor Ministry (inclosure 2).

3. Proper preparation by each responsible prefecture is absolutely essential. Local Military Government Labor Officers may be of great assistance in:

a. Stressing importance of the school to the prefectural authorities.

b. Field survey of school location selected to assure ease of transportation and facilities such as eating, sleeping and class-rooms.

c. Conclusion of definite plans for lecturers (inclosure 3).

d. Stocking local schools with necessary pamphlets, leaflets, posters, film strips and other visual aids (inclosures 4, 5, and 6).

e. Proper publicity on the local level insuring the attendance of union representatives who represent every segment of the union movement (i. e., Sanbetsu, Sodomei, Railroad, Teachers, Government Workers and independent unions).

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

6 Incls
1. Labor Ministry "Labor Note No. 174," dtd 17 Apr 48.
2. Outline for Holding Labor Summer Schools.
3. Suggested Plan of Lectures.
4. Materials for Lectures.
5. Items to be supplied for lectures on Research Studies.
6. Training Aids for Summer Schools.

Labor Note No. 174

17 April 1948

Director of the Labor Administration
Bureau, Labor Ministry.

To Each Prefectural Governor.

On the Holding of Labor Summer Schools.

It is the most important policy for the reconstruction of Japanese economy to promote the sound labor movement.

As one of the means of promoting it, Labor Summer School shall be held in _____ Prefecture according to the principles and measures stated in the inclosures. Your positive cooperation is requested to the enforcement of it.

Note

1. This labor summer school shall be sponsored by the Labor Ministry and each prefectural government. At operating it, the prefectural government where the summer school is held shall take initiative in planning after consulting other prefectures concerned. You are requested to help the prefecture where the school is to be held after asking the opinion of the Labor Education Advisory Committee.

2. The Labor Ministry distributed 35,000 yen to each prefecture where the school is held. You should see to carry it out smoothly by filling up the deficit by some appropriate means consulting other prefectures concerned.

3. You are requested to submit through the prefectural government where the school is held the lists of pamphlets and other publications of your Koncho, labor unions, employer's organizations, universities and other organizations in your prefecture, the lists of kami shibai and the list of Ganto films by the end of May.

Inclosure 1

Outline of Holding Labor Summer Schools

1. Principle: As one means of promoting sound labor movement, labor summer schools are to be held.

2. Methods: They shall be sponsored by the Labor Ministry and each prefectural government. At operating it, the prefectural government where the summer school is held shall take initiative in planning, after asking opinions of other prefectures concerned and labor education advisory committees, according to this outline. It is requested that detailed plans shall be submitted to the Labor Ministry by 10 June.

3. Place, time, term number of attendants.

District	Prefectures	School at	No.	Term
Hokkaido	Hokkaido	Hokkaido	100	2-7 Aug
Northern Chu District	Aomori, Akita, Iwate	Iwate	100	26-31 Aug
Southern Chu District	Miyagi, Yamagata, Fukushima	Miyagi	100	19-24 Jul
Shinetsu	Niigata, Nagano, Gumma, Yamanashi	Nagano	100	12-17 Jul
Kanto	Tochigi, Ibaragi, Chiba, Saitama Tokyo, Kanagawa	Tokyo	100	5-10 Jul
Chubu	Shizuoka, Aichi, Toyama, Gifu, Ishikawa, Miye, Fukui	Aichi	100	9-14 Aug
Kinki	Shiba, Kyoto, Nara, Osaka, Hyogo, Wakayama	Wakayama	100	16-21 Aug
Chugoku	Shimane, Tottori, Okayama, Hiroshima, Yamaguchi	Okayama	100	23-28 Aug
Shikoku	Kagawa, Ehime, Tokushima, Kochi	Kagawa	100	30 Aug 4 Sept
Kyushu	Fukuoka, Oita, Miyazaki, Saga, Nagashaki, Kumamoto, Kogoshima	Fukuoka	100	6-11 Sept

Remarks:

1. Term of 6 days should not be changed.

2. Time also should not be changed unless there is some very important reason. If there is unavoidable reason. You shall exchange the time with other prefecture on agreement.

3. You can change the place or the number of attendants upon deliberation with other prefectures in the same district, but the number of attendants shall be kept within 100 as much as possible because of funds.

4. Attendants: Rank-and-file members. You should see that not only union officials but rank-and-file members including girls can attend the school; for that you should inform all the unions in your district of the plan on the school.

5. Contents of lectures: For reference see inclosure 1. The contents of the lectures must be submitted to the GHQ, when the teachers have them ready, and send them to the Labor Education Section of the Labor Administration Bureau in a same way.

6. Teachers: GH, Labor Officials, Government officials, professors, prefectural government labor officials, members of the labor relations committees and other authorities who have experience in real labor movement.

Those experts who have much experience in labor movement are preferable to those abstract theories of the professors.

Inclosure 2

7. Expenditure: 35,000 yen shall be distributed from the Labor Ministry to each prefectural government where the school is held. You will fill up the deficit by some appropriate means. You shall decide whether to make it free or to charge fee upon deliberation; but it is desirable that about 30 yen shall be charged as pay. You will instruct the unions to pay the fee instead of the member who attends the school.

8. Publicity: The Labor Ministry and prefectural government should see to give the chance of attending the school to every rank-and-file member by publicity through radio, newspapers and other methods.

9. Others:

a. The attendents can either attend the school daily from home or stay at lodging institutions. You will decide it according to the situation.

b. Each prefectural government should carry it out smoothly and in good order. For that allotment of work among prefectural labor section staffs has to be made previously.

c. Books and pamphlets (see inclosure 2 and 3) shall be used as text-books.

d. It is desirable to establish a book-stall in the summer school so that the attendents can buy the books easily.

e. The prefectural government shall arrange datos or materials for study (see inclosure 3. 100 copies for each) and distribute them to the attendents.

f. Preparations besides lecture must be also made concerning the following matters.

(1) During the school term Ganto showing and kami shibai shall be shown at least once.

(2) At least ten kinds of posters or charts shall be prepared and put up in the class-room (inclosure 4).

(3) Discussion meeting will be held as many times as possible.

(4) Party, sport and hiking will be planned not to make the attendants tired.

g. Certificate shall be given to the attendents at graduation. (They will be prepared by the Labor Ministry).

Suggested Plan of Lectures for the Labor Summer School

Time	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
0800 0915	Contemp Lbr Mvmnt	USA Lbr Hist. (1)	British USA Lbr Hist (1)	Lbr Plcy & Govt	Grv Mach. & Mngmt Conf.	Lbr Plcy & Govt Agencies Lbr.
0930 1045	T. U. Act (3)	Contemp Lbr Mvmnt	Lbr Rel Adj Act (3)	Prin. of Col. Bar (3)	Lbr Rel Adj Act (3)	Lbr & New Constitution (5)
1050 1200	Feds & Nat. Un. Struct.	Local Un. St & Mgt (1)	T.U. Edu Pro. (1)	T.U. Act (3)	Eco Rehab Mvmnt	T.U. Eco Action B.M., Rat. Co-ops
1200 1300	"L U N C H E O N I S S E R V E D"					
1300 1415	Wge Sys. Wge Prob.	Lbr Contract (1)	Sports meet & Picnic	Lbr Stds Act (4)	Wage Prob.	Vaction prepare to leave
1430 1515	T. U. Structure Constitutions & Conventions	Parliamentry procedure (1)		Pol. Act. T. U. & Govt	Research Studies & Sources	
1520 1600	Discussion (2)	Discussion (2)		Discussion (2)	Discussion (2)	
1600 1730	Sports	Sports		Sports	Sports	
1900 2100					Dinner Party & Labor Play produced by students	

Note:

1. GHQ or local Military Government speakers and lecturers.

2. Group to be broken down into maximum groups of 25 under separate discussion leaders.

3. By various members of the Ken Labor Relations Committee.

4. Chief or Assistant Chief of Local Labor Standard Bureau.

5. Preferably either a liberal lawyer or a labor leader who has studied the new Constitution.

Inclosure 3

Materials for Lectures (Books concerned labor and others)

1. Constitution of the New Japan.

2. Trade Union Act with Ordinances.

3. Labor Relations Act with Ordinances.

4. Labor Standards and Ordinances.

5. Parliamentary Procedure, A B C of (Central Labor College).

6. History of the American Labor Movement and British Labor Movement (Labor Ministry).

7. Trade Union Educational Activities - Deverall (Labor Ministry)

8. Collective Bargaining Principles - Deverall (Labor Ministry)

9. Living Co-operative (Co-op League, Tokyo).

10. Consumers Co-ops in America-Schmiedler (Don Bosco Press, Tokyo).

11. Trade Union Political Action in America - Deverall (Labor Ministry).

12. Arbitration of Grievances U. S. Dept of Labor (Central Labor College).

13 Trade Union Primer - S. Matsui (Labor Ministry).

14. Union Agreement Provisions in America (Labor Ministry).

15. Constitutions of NCIU and JFL.

16. Constitution of Kokutetsu, Japan Teachers' Union, Machine Workers Union (CIU) and the Textile Workers Union (Sodomei).

17. Job Discription System and Wages - U. S. Dept. of Labor (Labor Ministry).

18. Democratic Trade Unionism, and Labor Schools. (Social Education Federation, Education Bldg. Tokyo).

19. Explanation of Labor Relations Adjustment Law - Suehiro.

20. Short History of American AFL and CIO (Central Labor College)

21. Democratic Trade Unionism, the constitution of the American AFL and CIO (Labor Ministry).

22. Constitution of the ILGWU, UAW-CIO, and west side Local No. 174 (Labor Ministry).

23. Collective Bargaining and Labor Agreement (Labor Ministry).

Inclosure 4

Items to be supplied for the lectures
on Research Studies and Sources.

1. Bibliography of all books and pamphlets dealing with trade union subjects, including author, publisher, address of publisher, address of publisher, number of pages, date published, and price.

2. Bibliography of all trade union periodical, newspaper, and magazine publications, giving title, publisher, address of publisher, frequency of issue, and price per issue, price per year.

3. Bibliography of all film strips published which may of interest to trade unions, listing name of film, short description of contents, name of publisher, date of the film strip publication, and price per strip and script.

4. Ditto on Kami Shibai.

5. "Trade Union Research Activities" a monograph by Doverall to be republished by the Labor Ministry.

6. List of all national libraries which stock labor sections. List of name of library, location, and any special features, such as fees, when open, and so forth.

If possible, include listing of all American operated CI&E libraries which serve Japanese, giving location, hours, and mention if they specifically stock labor materials.

7. Develop lists of the name, address, description of activities, and publications (if any) of the following sources of labor information:

a. Universities.

b. Government agencies on the national level.

c. Government agencies on the local level.

d. Private agencies.

e. Employer association.

Remarks:

1. These materials are prepared by the Labor Ministry except No. 5. and each one copy is sent to each prefecture where the school is held.

2. Each prefecture shall send materials dealing with No. 1, 2, 4, 6 and 7 (related to its own prefecture only) to the Labor Ministry through the prefecture where the school is held by the end of May.

Inclosure 5

Training Aids

1. Each prefecture where the school is held shall make the following charts concerned with labor education in cooperation with the prefectures in its area.

Prefectures	Contents of Charts	Materials
Hokkaido	Charts showing the growth of the trade Union.	
Iwate	Transition of Labor Disputes	
Miyagi	Chart of organization of NCIU	
Tokyo	Chart showing procedures of grievance settlement	Refer to pamphlet sent by the Ministry
Nagano	Form of trade union organization	
Wakayama	Ascending graph of prices and wages.	
Okayama	Machinery of the Economic Rehabilitation Conference.	
Aichi	Chart of organization of JFTU	
Kagawa	Survey table of labor power	Refer to Labor Power Survey Bulletin No. 1 published by the Prime Ministers Statistic Board Bureau.
Fukuoka	Example of Wage System.	

1. Making above-mentioned materials, the recent publication by the Statistics Bureau of the Prime Ministers Board and the Labor Minister shall be made use of as much as possible.

2. Each prefecture where the school is held shall make at least more than ten copies of the above-mentioned copies for each. Among ten copies, one is used for its own meeting place, and 9 copies are sent for other prefectures where the schools are held and exchange it with others.

3. Adding its own one chart 9 copies get by the above-mentioned exchanges, at least 10 charts shall be put on the proper place in the meeting place for reference of the attendents.

4. It is desirable to put on posters as much as possible, for instance, posters made by the prefecture where the school is held and posters of the Second Anniversary of the Labor Relations Committee, March 1948, made by the Business Bureau of the Central Labor Relations, adding to the above-mentioned posters.

Inclosure 6

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

APO 500
10 May 1948

000.8 (10 May 48) ES,

SUBJECT: Local Labor Summer Schools

TO: Military Government Team Labor Officers.

1. During the summer of 1947, the Sodomei held a one-week labor summer school at Mount Hei, near Kyoto. It was the first post-war summer school held in Japan. In spite of poor planning and lack of text books, it was enthusiastically received by the men and women who attended. However, as in the case of any centralized activity in Japan, the school was considerably hampered by the problems of food and transportation.

2. The experience of American and British labor unions with summer schools indicates that prior planning and careful preparation are absolutely necessary in the success of labor schools. At the present time, with a wave of so-called "democratization movements" sweeping the Japanese labor movement, it would seem advisable to encourage the staging of labor schools in every Ken. At present, the Sodomei, the Government Railroad Workers' Union and the All Japan Teachers' union are considering one-week summer schools for the training of union leaders from every Ken. The Labor Ministry is also working on plans for ten summer schools for the rank-and-file to be held in the ten major Ken of Japan.

3. In spite of these various plans, there remains a need for training of rank-and-file who will not be reached. The Sodomei represents some 18% of the Japanese labor movement, Sanbetsu 20%, Government Railroads 10%, and the Teachers' Union 10%. But that remaining 42% of the Japanese labor movement is to be found in the various independent unions throughout the country. With the democratization movement in full swing, it is important that this un-federated section of the labor movement be reached as effectively as possible.

4. For the guidance of Military Government in giving advice to local labor officials (trade union and government), the following recommendations are made for transmission through conference to the independent unions as well as to the federated unions such as Sanbetsu, Sodomei, and Kokutetsu:

a. A one-week resident school in each Prefecture is to be desired during the months of July, August, and September. If a series of schools can be operated, so much the better.

b. The schools should be aided in staffing and financing by the Kencho, but primary emphasis should be given to conducting a labor school of, by, and for the trade union movement.

c. Domination of the school by any one element should be avoided. Reference to paragraph 3 indicates a percentage formula to use in selection of students and possible lecturers.

d. Maximum use should be made of qualified trade union personnel as lecturers where they are capable. Use should be made of personnel from the local labor relations committee, the various local Japanese government agencies, local college professors, and other qualified personnel. It is suggested that Military Government participation be limited to encouragement and speeches at the beginning and ending of the school. College professors should be avoided if possible as they have a notable tendency to talk over the heads of the students.

e. Maximum use of training aids such as charts, graphs, "kami shibai" (paper play), film strips, and other visual aids should be made in order to deepen the learning process. (Local labor administration section will provide.)

BASIC: Ltr, GHQ, SCAP, ESS, 000.8 (10 May 48) ESS/L., dtd 10 May 48, subject: Local Labor Summer Schools.

f. The student body should be encouraged to write, direct and produce a play to be presented at the end of the school or as part of the graduation ceremony. The play should naturally revolve about some episode in labor history, or about some activity of labor such as settlement of grievances, collective bargaining or parliamentary procedure.

g. .. suggested curriculum (Annex ..)is inclosed. Local labor people will undoubtedly include such items as world culture, international problems and class struggle, but it is suggested that they be repeatedly brought back to practical problems of the Japanese trade union movement.

h. Speeches by socialists or communists, given as such, should be politely but firmly discouraged.

i. Local labor schools should be based on currently available labor books and pamphlets which will ensure a maximum content for each lecture no matter how poor the lecturer may be. .. school library should be required, and every student should be given (or sold) a basic library of books as suggested by Annex B.

j. Where a one-week resident school is deemed impractical, it may be possible to hold a series of one-day lecture courses, on every Sunday during the months of August and September, or some other convenient period.

k. Maximum effort should be made to insure that those who attend are young men and young women who represent the broad rank-and-file of the labor movement. .. one-week school devoted solely to leader training might prove to be abortive in aiding the current democratization campaign.

l. Encourage group discussion after every lecture.

5. In giving information to the local labor groups, it may be found useful to call a conference of top labor administration officials and local labor leaders representing all varieties of local labor unions (i. e., Sodomei, Sanbetsu, Kokutetsu, Teachers' Union and independent bodies). In discussing such school projects, stress that the school will be a product of the labor movement with the aid and assistance of the government agencies. This will possibly offset destructive criticism from political elements in the labor movement.

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

2 Incls
1. Annex .., "Proposed curriculum for Prefectural labor schools".
2. Annex B, "Implementation of Curriculum in terms of lecture content".

Annex A - Proposed Curriculum for a Prefectural Labor School for rank-and-file Union members.

Time	Monday	Tuesday	Wednesday
0900	Opening Ceremonies	Local Union Structure & Administration.	Grievance Machinery & Arbitration
1000	History of Japanese Labor from '45 to '48	History of US. Trade Unionism	Parliamentary Procedure
1100	Structure of the Japanese Labor Movement.	Collective Bargaining Procedures.	Wage Structure & Wage Problems.
1200	L U N C H E O N		
1300	Trade Union Act	Parliamentary Procedure	Sports
1400	Democratic Trade Unionism	Local Union Libraries, Making & Using	Sports
1500	Labor Relations Committee: Conciliation and Mediation	Labor Relations Committee : Arbitration.	Sports
1600	Labor and the New Constitution	Preparation of a case for the Labor Relations Committee	Sports

Time	Thursday	Friday	Saturday
0900	Labor Standards Act	Government Agencies of Interest to Labor	G
1000	History of the British Labor Movement	Film Strips: Preparation and Use	R
1100	Local Union Education Program	Culture & Recreation Programs	D
1200	L U N C H E O N		U
1300	Local Union Constitutions & By-laws	Labor Contracts - US. Contracts	T
1400	Political Action Programs and Principles	Political Action Programs - Practical Problems	O
1500	National Union Structure	Other Labor Legislation	N
1600	Labor Newspapers, Magazines, and Wall Newspapers	Current Economic Problems	
1830		Social Party and Labor Play	

Annex A

Annex B - Implementation of the Curriculum in terms of lecture content, lecterers, and books and/or training aids.

Monday

0900	OPENING CEREMONIES: Governor or Vice-Governor, Commanding Officer of Military Government, Representative Trade Union Officials.	
1000	MARCH OF LABOR FROM 1945 THROUGH 1948: End of war - end of Sampo and Romu - Coming of the Occupation - Trade Union Act - March of Labor - labor offensives - Labor Relations Adjustment Act - Labor Standards Act - Democratization Move. Texts: None needed.	Newspaper Editor or Reporter
1100	STRUCTURE OF THE JAPANESE LABOR MOVEMENT: Sodomei, Sanbetsu, Kyoin Kumiai, Kokutetsu, Zenkanko, Zenroren, etc. Texts: Constitutions of the above organizations. Training Aids: Charts showing structural organization of the above prepared by Labor Administration Section.	Labor Adm. Section
1300	TRADE UNION ACT: Analysis of the key points in the act, EXCEPT the section on Labor Relations Committee. Text: Copy of the Act and Ordinances. Copy of commentary written by Dr. Ayusawa. Training Aids: Film strip, "Trade Union Act."	Chairman, Prefectural Labor Relations Committee.
1400	DEMOCRATIC TRADE UNIONISM: FEC Principles for Japanese Trade Unions - broad outline of the aims, purposes, and objectives of a trade union in a democracy. Text: Matsui "Trade Union Primer", Chapter 1. ESS pamphlet, "Democratic Trade Unionism," to be secured in Japanese from the Labor Ministry.	Labor Member of the Local Labor Relations Committee.
1500	LABOR RELATIONS COMMITTEE: CONCILIATION AND MEDIATION: Definitions of mediation and conciliation. Study of Trade Union Act and its relations with above. Text: Trade Union Act and Ordinances. Training Aids: Structural chart of the labor relations committee to be secured from the Central Labor Relations Committee. Film Strip, "Activities of the Labor Relations Committee" to be secured from the Nara Ken Labor Relations Committee, Nara Ken.	Chairman, Prefectural Labor Relations Committee.
1600	LABOR AND THE NEW CONSTITUTION: Analysis of the new constitution, broad function of government, pertinent articles dealing with labor and unions. Test: Constitution of the New Japan. Yonekubo, "Labor and the New Constitution" to be secured from the Labor Ministry. Training Aids: Film strip, "Shin Kompo" (New Constitution).	A local lawyer

Tuesday

0900	LOCAL UNION STRUCTURE AND ADMINISTRATION: Discussion of the structure of the union. Its service functions to the membership. Frequent policy meetings of rank-and-file. Use of committee system. Relations with higher units of labor movement. Tests: ESS pamphlet, "The Structure and Administration of your Local Union" to be furnished in Japanese by the Labor Ministry. Matsui's book, "Trade Union Primer," Chapter 9. Refer to Sample by-laws contained in the appendix of the Matsui book. Training Aids: Chart of model local union structure and administration to be prepared by Labor Administration Section.	A local lawyer or College professor
1000	HISTORY OF TRADE UNIONISM IN THE US.: Broad picture of the march of American labor showing the high integration between collective bargaining, political action, and items such as the co-operative movement. Text: Labor Ministry booklet, "History of British and American Trade Unionism". Central Labor College pamphlet, "History of the AFL and CIO". (Both in Japanese language).	Local labor leader or lawyer
1100	COLLECTIVE BARGAINING PROCEDURES: Formulation of the bargaining by rank-and-file, meeting with management, conciliation and mediation, possible arbitration, and	Chairman of Local Labor Relations Committee

proper use of the strike weapon. Text: ESS pamphlet, "Collective Bargaining and Trade Agreements," Chapter 1. Training Aids: Chart showing the course of collective bargaining copied from ESS pamphlet "Collective Bargaining Procedures."

1300 PARLIAMENTARY PROCEDURE: Purpose of procedure, use of agenda, role of chairman, simple explanation as to the making of motions, etc. Questions and answers on same. Texts: ABC of Parliamentary Law, to be secured in Japanese language from Central Labor College, Tokyo. ESS pamphlet, "Conduct of Union Meetings" to be secured in Japanese from the Labor Ministry, Tokyo. — Local lawyer or newspaper man

1400 LABOR LIBRARIES IN THE LOCAL UNION: Discussion of the use of labor libraries by discussion groups, circulating libraries, use of books for self-teaching and self-study. Suggestions on basic books for a labor library. Text: None needed. Exhibit: A selection of 40 or 50 current labor books and pamphlets showing publisher, price, etc. Training Aid: Furnish each student with a complete bibliography of all labor books and pamphlets in the Japanese language (to be secured from Labor Ministry, Tokyo). — Local School Teacher or Librarian

1500 LABOR RELATIONS COMMITTEE : ARBITRATION: Definition of arbitration. Use of arbitration. Selection of arbiters. Trade Union Act, Labor Relations Adjustment Act, and Arbitration. Preparation of a case for arbitration. Text: Trade Union Act, Chapter III. Labor Relations Adjustment Act. Suehiro book, "The Labor Relations Adjustment Act : An Explanation," to be secured from the Central Labor College. — Member of Prefectural Labor Relations Committee

1600 PREPARATION OF A CASE FOR THE LABOR RELATIONS COMMITTEE: Introduce a sample case and have the instructor prepare the petition to the Committee, showing why each and every item needed is necessary if the union is to win the case. Text: Trade Union Act, Labor Relations Adjustment Act, John Harold's book, "American Labor Law," appendix showing preparation of text cases. Training Aid: Chart showing items needed in a petitition, to be prepared by local Labor Relations Committee. — Staff member of Ken Labor Relations Committee

Wednesday

0900 GRIEVANCE MACHINERY & ARBITRATION: Explanation of grievance machinery - the shop steward system - use of the impartial umpire or arbitration in final settlement of grievances arising under a labor contract. Contract clauses on grievance machinery. Texts: Central Labor College pamphlet, "The Duties of a Shop Steward." ESS pamphlet, "Grievance Machinery and the Shop Steward System," to be furnished in the Japanese language by the Labor Ministry. Central Labor College pamphlet, "Arbitration of Grievances." — A local lawyer or member of ken labor relations committee.

1000 PARLIAMENTARY LAW: Class to elect a chairman. Then class opens a meeting, defines an agenda, and discussion and action proceeds. Teacher or lawyer gives running comments, makes corrections. Text: ABC of Parliamentary Procedure. Training Aid: Large chart at head of room showing a model agenda, another showing the parliamentary law guide to be found in rear of ESS pamphlet, "The Conduct of a Union Meeting." Both to be furnished in Japanese by local labor administration section. — A local lawyer or School Teacher

1100 WAGE STRUCTURE AND WAGE PROBLEMS: Problems of wage structure, the allowance system - job classification; wage problems of post-war Japan. Text: Central Labor College book, "Wage Allowance System." Labor Ministry pamphlet, "Job Classification." Labor Ministry book, "Wage Policies and Job Classification." — Employment Security Official

Annex B3

Thursday

0900	LABOR STANDARDS ACT: Broad outline of the labor standards act with emphasis on provisions for women and children. Enforcement procedures. Need for union aid in the enforcement of the act. Inserting provisions implementing the act in contracts between employer and union. Texts: Copy of the Labor Standards Act and Ordinances. Mainichi Shimbunsha book: "Labor Standards Act: Explanation and Procedures." Film strip: "The Labor Standard Act," to be furnished by the Local labor standards bureau or local labor administration section.	Labor Standards Bureau Chief
1000	HISTORY OF THE BRITISH LABOR MOVEMENT: From the Martyrs of Tolpuddle to the British Labor Party. Text: "History of British and American Labor Movements," Chapter 2.	Local lawyer or a newspaperman
1100	LOCAL UNION EDUCATION PROGRAMS: Suggestion of the various types of methods to be used, subjects to be studied. Use of drama, discussion group, classes, correspondence courses, posters, and so forth, in an integrated program run by local union members. Text: "Labor Schools" to be secured in Japanese from the Social Education Section, Education Ministry. ESS pamphlet "The Purpose and Means of Workers' Education" and ESS pamphlet, "Trade Union Educational Activities" both to be furnished in Japanese by the Labor Ministry.	Member of the local labor advisory education committee
1300	LOCAL UNION CONSTITUTIONS AND BY-LAWS: Analysis of the local union by-laws. Duties of officers. Election procedures. Definition of the Agenda. Trial and Expulsion procedures. Text: Labor Ministry book, "Constitutions of the American AFL and CIO." Matsui book, "Trade Union Primer," appendix at end contains a sample set of local union by-laws. A few by-laws of local unions in the prefecture. Training aids: Chart showing the essential elements of a local union constitution and by-laws.	A local teacher
1400	POLITICAL ACTION PROGRAMS: Principles, use of legislative agents by unions - use of ballot by labor - political action as a part of daily labor use - right of petition - control of political action programs through union agencies. Reference to PAC of CIO, LEPL of AFL, and the British Labor Party. Texts: ESS pamphlet, "Trade Union Political Action Program." History of American and British Trade Union Movements," noted above. Training Aids: Chart showing the construction and operation of a political party. Chart showing the construction and operation of a trade union. Chart showing the construction and operation of a trade union political action committee. All to be prepared by the Local Labor Administration Bureau.	local teacher
1500	NATIONAL UNION STRUCTURE: Analysis of the Sodomei, Sanbetsu, and other major federations with special reference to their service function. Analysis of national union structure, and local prefectural federation structure. Texts: ESS pamphlet, "Top Union Organization." Constitutions of Sodomei, Sanbetsu, Kokutetsu, Kyoin Kumiai, and a few selected national Japanese trade unions. ESS pamphlet, "Trade Union Structure and Organization". Both ESS pamphlet to be furnished in Japanese language by the Labor Ministry, Tokyo.	Local lawyer or member of local labor relations committee
1600	LABOR NEWSPAPERS, MAGAZINES, AND WALL NEWSPAPERS: Use of such mass-education instruments in labor information and education. How to write an editorial. How to write an article. How to write a news item. Use of charts and cartoons in publications. Texts: ESS pamphlet, "Trade Union Newspapers and Publications." to be furnished by Labor Ministry in Japanese. Training aids: Exhibit of selected local union publications with good and bad points marked clearly in colored ink. If possible exhibit of foreign labor publications.	A local newspaperman or school teacher

Annex B 3

Annex B - Prefectural Labor Schools, continued:

Friday

0900	GOVERNMENT AGENCIES OF INTEREST TO LABOR: Brief summary of prefectural labor agency organization: labor standards bureau, employment security bureau, labor administration section, Womens and Minors Bureau, Rationing System Control Association, Tax Office, etc. Text: none needed. Visual Aids: A series of charts showing the structure and organization of each agency. A chart showing how there are government agencies available for various needs of labor. All to be prepared by the local labor administration section.	Labor Administration section
1000	FILM STRIPS: Preparation and Use discussion of the film strip as one answer to (a) paper problem and (b) value as aid to education (i. e., both eye and ear). Discussion of preparation of script, designing of pictures or cartoons. Use of the film strip. Stress that after the showing there should be questions and answers. Text: ESS pamphlet, "Preparation and Use of Film Strips," to be furnished in Japanese by the local labor administration section. Training Aids: A film strip machine. One or two film strips to be shown to the class - just part of each. An exhibit showing the size of cartoons or photos needed in making of the film strip.	a local school teacher
1100	CULTURE AND RECREATION PROGRAMS: Culture programs of Japanese trade unions - use of in promoting labor solidarity. Types of recreation programs, sports, and so forth. Inter-union sports contest. Need for recreation and culture committee within every local union. Texts: none needed. Training Aids: Film strip, "Cultural Program of the ILGWU, AFL" (if available) from the labor ministry. Chart listing the various types of cultural and recreational activities to be carried on by the union.	A local union cultural director
1300	LABOR CONTRACTS - USE CONTRACTS: Use of written labor contracts - the specification of working rules - wages, hours, and working conditions - peace clause, grievance machinery, etc. Text: Labor Ministry book, "Collective Bargaining and Trade Agreements." Labor Ministry book, "Union Agreement Provisions." ESS pamphlet, "The building of Industrial Democracy through good labor contracts" to be furnished in Japanese by the Labor Ministry. Training Aids: Chart showing the order and essential items to be found in a labor agreement. Chart showing the different functions of (a) grievance machinery; and (b) management conference.	Member of local Labor Relations Committee.
1400	POLITICAL ACTION PROGRAMS: Practical Problems The Tax problem. The election of the Diet. The rationing system. The housing problem. Transportation and Postal rates as a practical political action problem. Other political action problems of interest to labor. Text: none needed. Training Aids: Chart showing the structure and administration of the Diet, of national tax collection, of the food rationing system, of the national housing bureau, etc.	Labor leader or a newspaperman
1500	OTHER LABOR LEGISLATION: Discussion of the essential items in the employment security law, unemployment compensation act, and the accident compensation act. Instructions on procedures to be followed in use of the rights guaranteed by these laws. Text: Copies of the laws and ordinances thereof. Training Aids: Large charts showing the important forms involved in making application for benefits.	Vice-Governor or a prefectural official
1600	CURRENT ECONOMIC PROBLEMS: Brief discussion-type lecture on the reparations problems, financing of the Japanese national and local government structure, industrial rehabilitation, the deconcentration of Japanese industry, and other current economic problems of interest to Japanese labor.	A labor leader, teacher or newspaperman

Annex B4

Annex B - Prefectural Labor Schools, continued:

Saturday

1000 GRADUATION CEREMONEY: Speech by the Governor. Speech by Commanding Officer of Military Government. A few short speeches by local labor leaders of all types. A labor play (if not presented the previous night). Awarding of diplomas. Mass singing of a non-political labor schools such as "From Farm, from Village, from Factory..."

Annex B5

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

APO 500
10 May 1948

000.8 (10 May 48) ES,

SUBJECT: Local Labor Summer Schools

TO: Military Government Team Labor Officers.

1. During the summer of 1947, the Sodomei held a one-week labor summer school at Mount Hei, near Kyoto. It was the first post-war summer school held in Japan. In spite of poor planning and lack of text books, it was enthusiastically received by the men and women who attended. However, as in the case of any centralized activity in Japan, the school was considerably hampered by the problems of food and transportation.

2. The experience of American and British labor unions with summer schools indicates that prior planning and careful preparation are absolutely necessary in the success of labor schools. At the present time, with a wave of so-called "democratization movements" sweeping the Japanese labor movement, it would seem advisable to encourage the staging of labor schools in every Ken. At present, the Sodomei, the Government Railroad Workers' Union and the All Japan Teachers' union are considering one-week summer schools for the training of union leaders from every Ken. The Labor Ministry is also working on plans for ten summer schools for the rank-and-file to be held in the ten major Ken of Japan.

3. In spite of these various plans, there remains a need for training of rank-and-file who will not be reached. The Sodomei represents some 18% of the Japanese labor movement, Sanbetsu 20%, Government Railroads 10%, and the Teachers' Union 10%. But that remaining 42% of the Japanese labor movement is to be found in the various independent unions throughout the country. With the democratization movement in full swing, it is important that this un-federated section of the labor movement be reached as effectively as possible.

4. For the guidance of Military Government in giving advice to local labor officials (trade union and government), the following recommendations are made for transmission through conference to the independent unions as well as to the federated unions such as Sanbetsu, Sodomei, and Kokutetsu:

a. A one-week resident school in each Prefecture is to be desired during the months of July, August, and September. If a series of schools can be operated, so much the better.

b. The schools should be aided in staffing and financing by the Kencho, but primary emphasis should be given to conducting a labor school of, by, and for the trade union movement.

c. Domination of the school by any one element should be avoided. Reference to paragraph 3 indicates a percentage formula to use in selection of students and possible lecturers.

d. Maximum use should be made of qualified trade union personnel as lecturers where they are capable. Use should be made of personnel from the local labor relations committee, the various local Japanese government agencies, local college professors, and other qualified personnel. It is suggested that Military Government participation be limited to encouragement and speeches at the beginning and ending of the school. College professors should be avoided if possible as they have a notable tendency to talk over the heads of the students.

e. Maximum use of training aids such as charts, graphs, "kami shibai" (paper play), film strips, and other visual aids should be made in order to deepen the learning process. (Local labor administration section will provide.)

BASIC: Ltr, GHQ, SCAP, ESS, 000.8 (10 May 48) ESS/L., dtd 10 May 48, subject: Local Labor Summer Schools.

f. The student body should be encouraged to write, direct and produce a play to be presented at the end of the school or as part of the graduation ceremony. The play should naturally revolve about some episode in labor history, or about some activity of labor such as settlement of grievances, collective bargaining or parliamentary procedure.

g. .. suggested curriculum (Annex ..)is inclosed. Local labor people will undoubtedly include such items as world culture, international problems and class struggle, but it is suggested that they be repeatedly brought back to practical problems of the Japanese trade union movement.

h. Speeches by socialists or communists, given as such, should be politely but firmly discouraged.

i. Local labor schools should be based on currently available labor books and pamphlets which will ensure a maximum content for each lecture no matter how poor the lecturer may be. .. school library should be required, and every student should be given (or sold) a basic library of books as suggested by Annex B.

j. Where a one-week resident school is deemed impractical, it may be possible to hold a series of one-day lecture courses, on every Sunday during the months of August and September, or some other convenient period.

k. Maximum effort should be made to insure that those who attend are young men and young women who represent the broad rank-and-file of the labor movement. .. one-week school devoted solely to leader training might prove to be abortive in aiding the current democratization campaign.

l. Encourage group discussion after every lecture.

5. In giving information to the local labor groups, it may be found useful to call a conference of top labor administration officials and local labor leaders representing all varieties of local labor unions' (i. e., Sodomei, Sanbetsu, Kokutetsu, Teachers' Union and independent bodies). In discussing such school projects, stress that the school will be a product of the labor movement with the aid and assistance of the government agencies. This will possibly offset destructive criticism from political elements in the labor movement.

2 Incls
1. Annex .., "Proposed curriculum for Prefectural labor schools".
2. Annex B, "Implementation of Curriculum in terms of lecture content".

A. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

Annex A - Proposed Curriculum for a Prefectural Labor School for rank-and-file Union members.

Time	Monday	Tuesday	Wednesday
0900	Opening Ceremonies	Local Union Structure & Administration.	Grievance Machinery & Arbitration
1000	History of Japanese Labor from '45 to '48	History of US. Trade Unionism	Parliamentary Procedure
1100	Structure of the Japanese Labor Movement.	Collective Bargaining Procedures.	Wage Structure & Wage Problems.
1200	L U N C H E O N		
1300	Trade Union Act	Parliamentary Procedure	Sports
1400	Democratic Trade Unionism	Local Union Libraries, Making & Using	Sports
1500	Labor Relations Committee: Conciliation and Mediation	Labor Relations Committee : Arbitration.	Sports
1600	Labor and the New Constitution	Preparation of a case for the Labor Relations Committee	Sports

Time	Thursday	Friday	Saturday
0900	Labor Standards Act	Government Agencies of Interest to Labor	G
1000	History of the British Labor Movement	Film Strips: Preparation and Use	R
1100	Local Union Education Program	Culture & Recreation Programs	A D
1200	L U N C H E O N		U
1300	Local Union Constitutions & By-laws	Labor Contracts - US. Contracts	A T
1400	Political Action Programs and Principles	Political Action Programs - Practical Problems	O
1500	National Union Structure	Other Labor Legislation	N
1600	Labor Newspapers, Magazines, and Wall Newspapers	Current Economic Problems	
1830		Social Party and Labor Play	

Annex A

Annex B - Implementation of the Curriculum in terms of lecture content, lecterers, and books and/or training aids.

Monday

0900	OPENING CEREMONIES: Governor or Vice-Governor, Commanding Officer of Military Government, Representative Trade Union Officials.	
1000	MARCH OF LABOR FROM 1945 THROUGH 1948: End of war - end of Sampo and Romu - Coming of the Occupation - Trade Union Act - March of Labor - labor offensives - Labor Relations Adjustment Act - Labor Standards Act - Democratization Move. Texts: None needed.	Newspaper Editor or Reporter
1100	STRUCTURE OF THE JAPANESE LABOR MOVEMENT: Sodomei, Sanbetsu, Kyoin Kumiai, Kokutetsu, Zenkanko, Zenroren, etc. Texts: Constitutions of the above organizations. Training Aids: Charts showing structural organization of the above prepared by Labor Administration Section.	Labor Adm. Section
1300	TRADE UNION ACT: Analysis of the key points in the act, EXCEPT the section on Labor Relations Committee. Text: Copy of the Act and Ordinances. Copy of commentary written by Dr. Ayusawa. Training Aids: Film strip, "Trade Union Act."	Chairman, Prefectural Labor Relations Committee.
1400	DEMOCRATIC TRADE UNIONISM: FEC Principles for Japanese Trade Unions - Broad outline of the aims, purposes, and objectives of a trade union in a democracy. Text: Matsui "Trade Union Primer", Chapter 1. IES pamphlet, "Democratic Trade Unionism," to be secured in Japanese from the Labor Ministry.	Labor Member of the Local Labor Relations Committee.
1500	LABOR RELATIONS COMMITTEE: CONCILIATION AND MEDIATION: Definitions of mediation and conciliation. Study of Trade Union Act and its relations with above. Text: Trade Union Act and Ordinances. Training Aids: Structural chart of the labor relations committee to be secured from the Central Labor Relations Committee. Film Strip, "Activities of the Labor Relations Committee" to be secured from the Nara Ken Labor Relations Committee, Nara Ken.	Chairman, Prefectural Labor Relations Committee.
1600	LABOR AND THE NEW CONSTITUTION: Analysis of the new constitution, broad function of government, pertinent articles dealing with labor and unions. Text: Constitution of the New Japan. Yonekubo, "Labor and the New Constitution" to be secured from the Labor Ministry. Training Aids: Film strip, "Shin Kempo" (New Constitution).	A local lawyer

Tuesday

0900	LOCAL UNION STRUCTURE AND ADMINISTRATION: Discussion of the structure of the union. Its service functions to the membership. Frequent policy meetings of rank-and-file. Use of committee system. Relations with higher units of labor movement. Tests: IES pamphlet, "The Structure and Administration of your Local Union" to be furnished in Japanese by the Labor Ministry. Matsui's book, "Trade Union Primer," Chapter 9. Refer to Sample by-laws contained in the appendix of the Matsui book. Training Aids: Chart of model local union structure and administration to be prepared by Labor Administration Section.	A local lawyer or College professor
1000	HISTORY OF TRADE UNIONISM IN THE US.: Broad picture of the march of American labor showing the high integration between collective bargaining, political action, and items such as the co-operative movement. Text: Labor Ministry booklet, "History of British and American Trade Unionism". Central Labor College pamphlet, "History of the AFL and CIO". (Both in Japanese language).	Local labor leader or lawyer
1100	COLLECTIVE BARGAINING PROCEDURES: Formulation of the bargaining by rank-and-file, meeting with management, conciliation and mediation, possible arbitration, and	Chairman of Local Labor Relations Committee

Annex B1

Annex B - Prefectural Labor Schools, continued:

proper use of the strike weapon. Text: ESS pamphlet, "Collective Bargaining and Trade Agreements," Chapter 1. Training Aids: Chart showing the course of collective bargaining copied from ESS pamphlet "Collective Bargaining Procedures."

1300 PARLIAMENTARY PROCEDURE: Purpose of procedure; use of agenda, role of chairman, simple explanation as to the making of motions, etc. Questions and answers on same. Texts: ABC of Parliamentary Law, to be secured in Japanese language from Central Labor College, Tokyo. ESS pamphlet, "Conduct of Union Meetings" to be secured in Japanese from the Labor Ministry, Tokyo. — Local lawyer or newspaper man

1400 LABOR LIBRARIES IN THE LOCAL UNION: Discussion of the use of labor libraries by discussion groups, circulating libraries, use of books for self-teaching and self-study. Suggestions on basic books for a labor library. Text: None needed. Exhibit: A selection of 40 or 50 current labor books and pamphlets showing publisher, price, etc. Training Aid: Furnish each student with a complete bibliography of all labor books and pamphlets in the Japanese language (to be secured from Labor Ministry, Tokyo). — Local School Teacher or Librarian

1500 LABOR RELATIONS COMMITTEE : ARBITRATION: Definition of arbitration. Use of arbitration. Selection of arbiters. Trade Union Act, Labor Relations Adjustment Act, and Arbitration. Preparation of a case for arbitration. Text: Trade Union Act, Chapter III. Labor Relations Adjustment Act. Suehiro book, "The Labor Relations Adjustment Act : An Explanation," to be secured from the Central Labor College. — Member of Prefectural Labor Relations Committee

1600 PREPARATION OF A CASE FOR THE LABOR RELATIONS COMMITTEE: Introduce a sample case and have the instructor prepare the petition to the Committee, showing why each and every item needed is necessary if the union is to win the case. Text: Trade Union Act, Labor Relations Adjustment Act, John Harold's book, "American Labor Law," appendix showing preparation of text cases. Training Aid: Chart showing items needed in a petitition, to be prepared by local Labor Relations Committee. — Staff member of Ken Labor Relations Committee

Wednesday

0900 GRIEVANCE MACHINERY & ARBITRATION: Explanation of grievance machinery - the shop steward system - use of the impartial umpire or arbitration in final settlement of grievances arising under a labor contract. Contract clauses on grievance machinery. Texts: Central Labor College pamphlet, "The Duties of a Shop Steward." ESS pamphlet, "Grievance Machinery and the Shop Steward System," to be furnished in the Japanese language by the Labor Ministry. Central Labor College pamphlet, "Arbitration of Grievances." — A local lawyer or member of Ken labor relations committee.

1000 PARLIAMENTARY LAW: Class to elect a chairman. Then class opens a meeting, defines an agenda, and discussion and action proceeds. Teacher or lawyer gives running comments, makes corrections. Text: ABC of Parliamentary Procedure. Training Aid: Large chart at head of room showing a model agenda, another showing the parliamentary law guide to be found in rear of ESS pamphlet, "The Conduct of a Union Meeting." Both to be furnished in Japanese by local labor administration section. — A local lawyer or School Teacher

1100 WAGE STRUCTURE AND WAGE PROBLEMS: Problems of wage structure, the allowance system - job classification; wage problems of post-war Japan. Text: Central Labor College book, "Wage Allowance System." Labor Ministry pamphlet, "Job Classification. Labor Ministry book, "Wage Policies and Job Classification." — Employment Security Official

Annex B 3

Thursday

0900	LABOR STANDARDS ACT: Broad outline of the labor standards act with emphasis on provisions for women and children. Enforcement procedures. Need for union aid in the enforcement of the act. Inserting provisions implementing the act in contracts between employer and union. Texts: Copy of the Labor Standards Act and Ordinances. Mainichi Shimbunsha book: "Labor Standards Act: Explanation and Procedures." Film strip: "The Labor Standard Act," to be furnished by the Local labor standards bureau or local labor administration section.	Labor Standards Bureau Chief
1000	HISTORY OF THE BRITISH LABOR MOVEMENT: From the Martyrs of Tolpuddle to the British Labor Party. Text: "History of British and American Labor Movements," Chapter 2.	Local lawyer or a newspaperman
1100	LOCAL UNION EDUCATION PROGRAMS: Suggestion of the various types of methods to be used, subjects to be studied. Use of drama, discussion group, classes, correspondence courses, posters, and so forth, in an integrated program run by local union members. Text: "Labor Schools" to be secured in Japanese from the Social Education Section, Education Ministry. ESS pamphlet "The Purpose and Means of Workers' Education" and ESS pamphlet, "Trade Union Educational Activities" both to be furnished in Japanese by the Labor Ministry.	Member of the local labor advisory education committee
1300	LOCAL UNION CONSTITUTIONS AND BY-LAWS: Analysis of the local union by-laws. Duties of officers. Election procedures. Definition of the Agenda. Trial and Expulsion procedures. Text: Labor Ministry book, "Constitutions of the American AFL and CIO." Matsui book, "Trade Union Primer," appendix at end contains a sample set of local union by-laws. A few by-laws of local unions in the prefecture. Training aids: Chart showing the essential elements of a local union constitution and by-laws.	A local teacher
1400	POLITICAL ACTION PROGRAMS: Principles, use of legislative agents by unions - use of ballot by labor - political action as a part of daily labor use - right of petition - control of political action programs through union agencies. Reference to PAC of CIO, LEPL of AFL, and the British Labor Party. Texts: ESS pamphlet, "Trade Union Political Action Program." History of American and British Trade Union Movements," noted above. Training Aids: Chart showing the construction and operation of a political party. Chart showing the construction and operation of a trade union. Chart showing the construction and operation of a trade union political action committee. All to be prepared by the Local Labor Administration Bureau.	local teacher
1500	NATIONAL UNION STRUCTURE: Analysis of the Sodomei, Sanbetsu, and other major federations with special reference to their service function. Analysis of national union structure, and local prefectural federation structure. Texts: ESS pamphlet, "Top Union Organization." Constitutions of Sodomei, Sanbetsu, Kokutetsu, Kyoin Kumiai, and a few selected national Japanese trade unions. ESS pamphlet, "Trade Union Structure and Organization". Both ESS pamphlet to be furnished in Japanese language by the Labor Ministry, Tokyo.	Local lawyer or member of local labor relations committee
1600	LABOR NEWSPAPERS, MAGAZINES, AND WALL NEWSPAPERS: Use of such mass-education instruments in labor information and education. How to write an editorial. How to write an article. How to write a news item. Use of charts and cartoons in publications. Texts: ESS pamphlet, "Trade Union Newspapers and Publications." to be furnished by Labor Ministry in Japanese. Training aids: Exhibit of selected local union publications with good and bad points marked clearly in colored ink. If possible exhibit of foreign labor publications.	A local newspaperman or school teacher

Annex B[3]

Annex B - Prefectural Labor Schools, continued:

Friday

0900	GOVERNMENT AGENCIES OF INTEREST TO LABOR: Brief summary of prefectural labor agency organization: labor standards bureau, employment security bureau, labor administration section, Womens and Minors Bureau, Rationing System Control Association, Tax Office, etc. Text: none needed. Visual Aids: A series of charts showing the structure and organization of each agency. A chart showing how there are government agencies available for various needs of labor. All to be prepared by the local labor administration section.	Labor Administration section
1000	FILM STRIPS: Preparation and Use discussion of the film strip as one answer to (a) paper problem and (b) value as aid to education (i. e., both eye and ear). Discussion of preparation of script, designing of pictures or cartoons. Use of the film strip. Stress that after the showing there should be questions and answers. Text: ESS pamphlet, "Preparation and Use of Film Strips," to be furnished in Japanese by the local labor administration section. Training Aids: A film strip machine. One or two film strips to be shown to the class - just part of each. An exhibit showing the size of cartoons or photos needed in making of the film strip.	a local school teacher
1100	CULTURE AND RECREATION PROGRAMS: Culture programs of Japanese trade unions - use of in promoting labor solidarity. Types of recreation programs, sports, and so forth. Inter-union sports contest. Need for recreation and culture committee within every local union. Texts: none needed. Training Aids: Film strip, "Cultural Program of the ILGWU, AFL" (if available) from the labor ministry. Chart listing the various types of cultural and recreational activities to be carried on by the union.	A local union cultural director
1300	LABOR CONTRACTS - USE CONTRACTS: Use of written labor contracts - the specification of working rules - wages, hours, and working conditions - peace clause, grievance machinery, etc. Text: Labor Ministry book, "Collective Bargaining and Trade Agreements." Labor Ministry book, "Union Agreement Provisions." ESS pamphlet, "The building of Industrial Democracy through good labor contracts" to be furnished in Japanese by the Labor Ministry. Training Aids: Chart showing the order and essential items to be found in a labor agreement. Chart showing the different functions of (a) grievance machinery; and (b) management conference.	Member of local Labor Relations Committee.
1400	POLITICAL ACTION PROGRAMS: Practical Problems. The Tax problem. The election of the Diet. The rationing system. The housing problem. Transportation and Postal rates as a practical political action problem. Other political action problems of interest to labor. Text: none needed. Training Aids: Chart showing the structure and administration of the Diet, of national tax collection, of the food rationing system, of the national housing bureau, etc.	Labor leader or a newspaperman
1500	OTHER LABOR LEGISLATION: Discussion of the essential items in the employment security law, unemployment compensation act, and the accident compensation act. Instructions on procedures to be followed in use of the rights guaranteed by those laws. Text: Copies of the laws and ordinances thereof. Training Aids: Large charts showing the important forms involved in making application for benefits.	Vice-Governor or a prefectural official
1600	CURRENT ECONOMIC PROBLEM: Brief discussion-type lecture on the reparations problems, financing of the Japanese national and local government structure, industrial rehabilitation, the deconcentration of Japanese industry, and other current economic problems of interest to Japanese labor.	A labor leader, teacher or newspaperman

Annex B4

Annex B - Prefectural Labor Schools, continued:

Saturday

1000 GRADUATION CEREMONY: Speech by the Governor. Speech by Commanding Officer of Military Government. A few short speeches by local labor leaders of all types. A labor play (if not presented the previous night). Awarding of diplomas. Mass singing of a non-political labor schools such as "From Farm, from Village, from Factory..."

Annex B-5

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

004.06 (7 May 48) ESS, APO 500
7 May 1948

SUBJECT: Police Powers of Labor Standards Bureau Inspectors

TO: Military Government Team Labor Officers

Attached for information is a copy of procedures to be followed by Labor Standards Bureau inspectors in the exercise of police powers vested in them by virtue of Article 102 of the Labor Standards Law. These procedures have been approved by the Attorney General's Office of the Japanese Government.

1 Incl
"The Judicial Police Office of Labor Standard Inspection"

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

C O P Y

THE JUDICIAL POLICE OFFICE OF LABOR STANDARD INSPECTION

The Labor Standard Inspector is authorized, by Article 102 of the Labor Standard Law, to exercise the powers of the judicial police officer with regard to violation of this law by reason that the content of labor standard administration is exceedingly complex, the scope of its coverage is broad and thereby special knowledge and experience are needed to investigate the violation of this law. But there is inseparable delicate relation between the administration of the Labor Standard Inspection aiming at the executive relief of the laborers' rights authorized by this law and that of judicial police office regarding to punishment of the employer who violated the stipulation of this law. Therefore, when Labor Standard Inspector exercises the judicial police office, he should manage it correctly complying with the following instructions.

By the way, those officials who were engaged in judicial police had frequently abused their power in the old days. To prevent these evils, when Labor Standard Inspector exercises the judicial police office, he must always abide with the principle of new Constitution which lays stress on the protection of personal rights of the citizen, and comply with the competent Public Procurator's direction, lest he should take illegal steps.

This instruction is issued under complete understanding of the Procurator's Bureau of the Ministry of Chancellor. And item 5 and item 6 of the instruction of January 19th, 1948, titled as "Regarding to the Start of Inspection" are abolished by this instruction.

1. With regard to the Labor Standard Inspectors within the jurisdiction, the Chief of Prefectural Labor Standard Office should report their names, titles, and the names of the offices, to which they were attached, to the Chief of Public Procurators' Office at the time of appointment or removal without delay.

2. When the Labor Standard Inspector exercises the judicial police office, he must comply with Law and ordinances, judicial police office manual, the Special Procedure thereof and this notice.

3. With regard to the case of violation of the Labor Standard Law, the Labor Standard Inspector has the primary duty to transact it, but, if necessary, he can ask the assistance of general judicial policemen.

4. As the Inspector's rights stipulated in Article 101 of the Labor Standard Law are given only for the enforcement of the Law, he must not use them for prosecution procedure.

However, as the written promise to correct the violation or written explanation by employer and other documents written for the enforcement of the Law can be utilized as evidences in order to take judicial procedure, the Inspector should deal accurately with business in the course of executing the inspection administration, paying attention to that effect.

5. Even if the violation of the Labor Standard Law is flagrant offense, in most case, the name and address of the violators are clear and it is a rare case that the violator tries to escape. So, in principle, the inspector should not arrest the violator nor should put direct restraints on suspect's body.

6. When laborer, who is authorized to report by Article 104 of the Labor Standard Law, wants solely to obtain relief of his own rights, and his employer not to be punished, Labor Standard Inspector should take step to correct the violation by administrative method.

7. When laborer, who reports, obviously wishes his employer to be punished, his report is to be treated as complaint in the Criminal Procedure Law and then Labor Standard Inspector should deal with it as a judicial case.

Encl 1

C O P Y

THE JUDICIAL POLICE OFFICE OF LABOR STANDARD INSPECTOR (Cont'd)

8. All such cases which come under the general Criminal Law as well as under the Labor Standard Law, such as Forced Labor or Intermediate Exploitation, should generally be dealt with as judicial case.

9. The violations of those stipulations which are related to safeguard the human rights, and which are enacted from humanitarian point of view as Minimum Age, Ban on Underground Labor and other important items to protect women and minors, should be dealt with as the judicial case, except in case they are first offenses and criminal intentions are slight, only the caution should be given.

10. Such cases which are difficult to be corrected substantially with regard to the laborer's rights by the administrative procedure after violation as Working Hours, Recess, Holidays, Annual Vacation with Pay and so on, should be dealt with as the judicial to a considerable degree.

11. Such cases which may be corrected substantially with regard to the laborer's rights by administrative procedure after violation, as Wages, Accident Compensation and so on, should be transacted as judicial case only in case it seems to be habitual or vicious.

12. Such violation which is related to the technical problem of Safety and Sanitation and which is caused by the deficit of material should be corrected by reprimand mainly, except in case an accident or disease on duty is caused by the violation.

Attention must be paid that in case an accident or disease on duty is caused by the violation, it corresponds in some case to the crime of injury by fault on duty under criminal code.

13. The case of violation, except those which should be dealt with as the judicial case according to the above-mentioned items of this instruction, should be dealt with in accordance with the foregoing principles.

14. When the employer refused, impeded, or evaded the inspection, medical examination or collection of sample by the Labor Standard Inspector, or refused to reply or did not offer records and documents, it should be dealt with as judicial case under the direction of Procurator because in such cases there is sufficient reason to doubt the existence of willful violation.

15. With regard to the violation which is related to more than two Prefectural Labor Standard Offices, it must be reported beforehand to the Chief of Labor Standard Bureau of Labor Ministry, as there is necessity for the adjustment of inspection standards.

16. Except those cases which were ordered by the procurator or those which are to be transacted as judicial cases under the foregoing items, other cases should be transacted as administrative cases, and with regard to the administrative cases, judicial procedure as petty crime is not required.

With regard to administrative cases, item 3 to item 5, inclusive, of the attached paper of the instruction of January 19, 1948, titled as "Regarding to the Start of Inspection" should be submitted every month to the Chief of Competent District Procurator's Office.

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

010 (30 Apr 48) ESS

APO 500
30 April 1948

SUBJECT: Interpretation of Article 36 of Enforcement Ordinance of the Japanese Trade Union Law

TO: Military Government Team Labor Officers

1. The question of appropriate jurisdiction in labor disputes as between Prefectural Labor Relations Committees and the Central Labor Relations Committee has arisen in a number of instances. Article 36 of the Enforcement Ordinance of the Japanese Trade Union Law deals briefly with this matter.

2. The general intent of Article 36 was that problems of a local nature should be handled on a local level by persons more immediately familiar with the factors involved, whereas problems of broader or nation-wide implication should be handled on a higher level of coordinating authority. Actual phrasing of Article 36, however, tends to emphasize geographical location of a dispute, rather than its practical implications.

3. The general pattern of labor dispute activity, as well as several specific disputes, during recent months has indicated a need for clarification of the policy intent of Article 36. At the request of the Economic and Scientific Section, the Japanese Labor Ministry issued several weeks ago a memorandum to all Prefectural Governors for their guidance in instructing the Prefectural Labor Relations Committees.

4. The most important aspect of these instructions is the prohibition placed upon Prefectural Labor Relations Committees in taking jurisdiction in any cases whose settlement will involve action or approval on a national or ministerial level. This is intended to cover cases which affect the national government budget, or which would require action by the Diet or other national agencies and government ministries such as changes in operating procedure, distribution of budgeted funds and personnel, etc. Primarily affected by this policy are government employees.

5. A second important aspect is the restraint on Prefectural Labor Relations Committees in taking jurisdiction in cases whose settlement may have an important or controlling nation-wide effect upon the wage patterns or employment practices in the same type of industry or occupation. This might apply to any industry of nation-wide scope and importance if the issues in any given case were equally important to others in the industry even though no other disputes or negotiations were being carried on elsewhere in the industry at that time. The general purpose of these instructions is to promote some degree of stabilization industry-wide or nation-wide.

6. Conversely, it is intended that the Central Labor Relations Committee will be responsible for handling cases which have nation-wide implications. This policy rests on the belief that careful coordination of economic factors is necessary in the light of the present economic difficulties in Japan. Exceptions to this policy will be made only on determination by the Labor Ministry.

7. Responsible officials of the operating ministries, i.e., Transportation, Communications and Finance, have been requested to instruct their prefectural offices to refrain from participating in proceedings before the Prefectural Labor Relations Committees in the event the issues in a dispute are of national importance. Such cases, and/or cases in which there is uncertainty or disagreement as to jurisdiction, are to be promptly referred to the Labor Ministry.

BASIC: Ltr, GHQ, SCAP, ESS, to MG Labor Officers, 010 (30 Apr 48) ESS, dtd 30 April 1948, subj: Interpretation of Article 36 of Enforcement Ordinance of the Japanese Trade Union Law

8. The text of the Labor Ministry instructions, and of Article 36, is attached hereto as Inclosure 1 for information and guidance. Should any occasion arise in which further clarification is desired concerning the application of these policy instructions, the Economic and Scientific Section will expedite a determination by the Labor Ministry.

1 Incl
Copy of Article 36 of the Enforcement Ordinance of the Japanese Trade Union Law and Memorandum Concerning Interpretation of Article 36 of the Enforcement Ordinance to the Trade Union Law issued by the Labor Ministry

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

ARTICLE 36 OF THE ENFORCEMENT ORDINANCE OF THE TRADE UNION LAW

"Article 36. With the exception of the matters fixed elsewhere, the Central Labor Relations Committee shall deal with the matters which extend over two or more prefectures and the local labor Committees those which lie within the prefectures concerned. Notwithstanding the provisions of the preceding paragraph, in case the Labor Minister deems it necessary, he may let either the Central Labor Relations Committee or the local Labor Relations Committee designated by him deal with the matters under Article 27, item 1, 2 or 3 of the Law." (mediation and arbitration.)

MEMORANDUM CONCERNING INTERPRETATION OF ARTICLE 36 of the ENFORCEMENT ORDINANCE TO THE TRADE UNION LAW (Literally translated) (Issued by the Labor Ministry)

I. "Matters which extend over two or more prefectures" referred to in Article 36 of the Enforcement Ordinance to the Trade Union Law of 27 February 1946 pertains to labor disputes involving workers employed in factories or establishments located in two or more prefectures, owned or operated by a single employer.

(a) Where only the office of the employer or the union or the place of residence of employer or workers are located in another prefecture, paragraph I shall not apply.

(b) Where the union involved in the dispute is affiliated to a national federation, but the dispute concerns workers employed only in one prefecture, paragraph I shall ordinarily not apply.

II. The following situations shall be considered to come within the jurisdiction of the Central Labor Relations Committee even though the dispute appears only to involve workers employed in one prefecture:

(a) Where the dispute concerns wages and settlement thereof will affect or probably have a bearing upon the wages of workers engaged in the same type of employment in another prefecture who are employed by the same employer, even though there is no existing labor dispute between the workers and the employer in the latter prefecture.

(b) Where the dispute involves government workers and the settlement of the dispute will require action on a national or ministerial level, such as budgetary measures, etc.

III. Where a dispute is located in one prefecture and at the same time there is a similar dispute involving workers engaged in the same type of employment within the same industry in another prefecture, and the resolution of one dispute will probably have an effect on the resolution of the other, the disputes may be referred for settlement to the Central Labor Relations Committee.

IV. In the interest of the expeditious and peaceable settlement of labor disputes, it shall be the policy to interpret Article 36 liberally where the need arises.

V. Except in such case where there can be no reasonable doubt as to the jurisdiction of either the Central Labor Relations Committee or the Local Labor Relations Committee, and there is a conflict of opinion as to the proper jurisdiction, particularly as a result of the application of the policy expressed in paragraph IV above, the matter will be referred through proper government channels to the Labor Ministry, together with a report on all the circumstances involved, and the Ministry after examination of the matter shall decide which committee shall have jurisdiction over the dispute.

Enclosure 1

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

APO 500
28 April 1948

004.06 (28 Apr 48) FSS/LA

SUBJECT: All Japan Electric Workers' Union

TO: Military Government Team Labor Officers

1. Reference memorandum from General Headquarters, Supreme Commander for the Allied Powers, Economic and Scientific Section, to Military Government Team Labor Officers, dated 6 November 1947, subject: Democratic Union Elections and memorandum from General Headquarters, Supreme Commander for the Allied Powers, Economic and Scientific Section, to Military Government Team Labor Officers, dated 3 March 1948, subject: All Japan Electric Workers Union; Union Elections.

2. Attached for information and guidance is a brief study of the structure and function of various union organs of the All Japan Electric Workers' Union.

3. This is the first of a proposed series of trade union analyses which will be forwarded at intervals to Military Government Team Labor Officers for information and guidance.

4. Military Government Team Labor Officers are encouraged to familiarize themselves with the structure and function of the National Union described in the attached study, and to further study the structure and function of the regional and lower union levels with which they have direct contact. Scrutiny should be given to the procedures and regulations under which these bodies conduct union elections and other union business.

5. Techniques and materials for the use of Military Government Team Labor Officers in introducing and encouraging democratic union procedures have been suggested in earlier memoranda referenced above.

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

1 Incl
Trade Union Analysis
No. 1, subj: The Japan
Electric Industry Workers'
Union, dtd 28 Apr 48

TRADE UNION ANAIYSIS)

NUMBER .....)

28 April 1948

THE JAPAN ELFCTRIC INDUSTRY WORKERS' UNION

The Japan Electric Industry Workers' Union (Nippon Denki Sangyo Rodo Kumiai), often called Densan, is organized by the workers engaged in generating, transmitting and distributing electric power, and in construction, repair and rehabilitation work related thereto. The first organizations of workers in this industry were small, independent labor unions located at various units of the Nippon Electric Generation and Transmission Company and of the nine Electric Power Supply (Haiden) Companies. In June 1946, the Council of the Japan Electric Industry Workers' Unions was organized; this Council was a loose federation of independent, regional unions with extensive local autonomy.

In August 1946, Densan joined the National Congress of Industrial Unions, and since that time has participated with NCIU in all the major labor movements in Japan; thus acquiring a reputation of being one of the most militant and aggressive unions in the nation.

Densan reorganized into a full-fledged national industrial union with its present name and constitution at its national convention in May, 1947. Since that time no important changes in structure or organization have been made and Densan is, at present, one of the best organized and most powerful unions. Recent reports indicate that it is the third largest of the eighteen unions affiliated with NCIU, being exceeded in size by only the All Japan Communication Workers' Union and the All Japan Machine and Tool Industry Workers' Union.

The short but comprehensive statement of general principles adopted by Densan includes the following items:

1. Unification of all the workers engaged in the electric industry, regardless of nationality, race, religion or political views.

2. Improvement of working conditions, wages and working hours; betterment of the cultural conditions of union members and their families.

3. Socialization of the electric industry; democratization of Japan; and liberation of the working people.

4. Establishment of world peace in close collaboration with workers all over the world.

STRUCTURE AND FUNCTION OF NATIONAI UNION ORGANS

1. Central Meeting

The highest legislative organ is the Central Meeting (convention), composed of the Central Delegates, the Headquarters Officials, the Central Executive Committee and the Central Executive Standing Committee. Headquarters Officials and the members of the two Committees do not have the right to vote in the convention. The Central Meeting cannot make binding decisions without the attendance of two-thirds or more of the Central Delegates; in cases of necessity, a properly commissioned person may take a delegate's place at the meeting. The pro tempore chairman and two vice-chairmen of the Central Meeting are elected by the Central Delegates from among their number.

2. Central Representative Delegate Meeting

The legislative organ ranking next to the Central Meeting is the Central Representative Delegate Meeting. Members of this body are elected at each district headquarters by the Central Delegates from among their own number, and at the rate of one per five Central Delegates. The Headquarters Officials and members of the Central Executive Committee and Central Executive Standing Committee may attend and participate in the Central Representative Delegate Meeting, but do not have the right to vote. Attendance of two-thirds of the delegates is required; proxy voting is prohibited.

3. Central Executive Committee

The highest executive organ of the union is the Central Executive Committee, elected by and from the rank and file. In addition to the execution of policy formulated by the Central Meeting and the Central Representative Delegate Meeting, the Central Executive Committee is given the authority to formulate and execute policy regarding urgent and special problems.

4. Central Executive Standing Committee

A portion of the members of the Central Executive Committee are designated as standing officials and constitute the Central Executive Standing Committee. This latter body functions in the headquarters offices during the intervals between regular meetings of the larger Executive Committee.

5. Secretariat

The Secretariat Office also functions in the headquarters offices as the business organ assisting the Central Executive Committee, to whom it is responsible. The Secretariat consists of 12 administrative bureaus under the direction of the secretary-general: (1) General Affairs, (2) Organization, (3) Education, (4) Youth, (5) Women, (6) Culture, (7) Information, (8) Publication, (9) Enterprises, (10) Liaison, (11) Investigation, and (12) Finance.

6. Central Auditing Committee

The other organ functioning in the national headquarters is the Central Auditing Committee which, however, has no executive duties or authority. It is required to render a semi-annual financial report to the rank-and-file membership.

7. Central Struggle Committee

In addition to the above-described organs, Densan has a Central Struggle Committee to take over the function of the Central Executive Committee in times of conflict. Members of the Central Struggle Committee are chosen by regional elections at the rate of one per 2,000 union members. This Struggle Committee took over its duties last fall and has, since then, been conducting the current Densan dispute. Many of the members of the present Struggle Committee are also members of the presently inactive Central Executive Committee, and are simply serving in nominally different capacities during the period of conflict.

8. Special Policy Committees

Three special policy committees have been set up by the Central Executive Committee from among its own membership. These committees are operational groups only and are not intended to take any action independent of the Central Executive Committee as a whole. These three committees bear names as follows: Organization, Wages and Working Conditions, and Democratization.

9. Election and Recall

Densan rules of elections and procedures contain several specific provisions for selection and recall of union officials. All of the top union officers are appointed by the Central Executive Committee. The president (chairman) and three vice-presidents (vice-chairmen) are appointed by that body out of its own number, while the secretary-general is appointed from the rank-and-file union members.

With regard to recall, it is provided that a Central Delegate may be recalled by demand of a majority of the members of the prefectural union to which he belongs, such demand being made at a regular or extraordinary session of the prefectural union convention. A Central Executive Committee member may be recalled by demand of a majority of the members of the district headquarters to which he belongs, the decision being made at a district convention. It is further provided that Central Delegates and Central Executive Committee members automatically lose their posts in the event they move out of the electoral districts from which

they were elected. Specific provisions for filling vacated posts are also contained in the election rules. In brief, if such vacancy occurs less than 30 days after the date of election, the candidate who received the second highest number of votes fills the vacancy; if more than 30 days have elapsed, a new election is held. The term of office for such successor is the unfulfilled remainder of the predecessor's term.

TABLE I

Structural Chart of National Headquarters

Name of Group	Source of Candidate	Number of Members	Elected by	Confirmed by
Central Meeting (Convention)	Rank & File	1 per 200, 1 more for the fraction over 100	By secret ballot at prefectural union	Central Meeting
Central Representative Delegate Meeting	Central Delegates to Central Meeting	1 per 5 Central Delegates at each district	Mutually elected by Central Delegates at district headquarters	Central Representative Delegate Meeting
Central Executive Committee	Rank & File	Approximately 110. 1 per 1000 or for the fraction over 500:	By secret ballot at district headquarters	Central Meeting
Central Executive Standing Committee	Central Executive Committee	Approximately 34. Number is decided by Central Executive Committee	Mutually elected by Central Executive Committee	Central Meeting
Officials	Central Executive Committee	President- 1 V.-Pres. - 3	Mutually elected by Central Executive Committee	Central Meeting
Central Auditors	Central Delegates	9 - 1 from each district	Elected at Central Meeting	Central Meeting
Secretary-General	Rank & File	1	Appointed by Central Executive Committee	Central Executive Committee Board

TABLE II

Functional Chart

Name of Organ	Regular Meeting	Special Meeting	Duties and Responsibilities	Responsible to
Central Meeting (Convention)	May Annually	1. When Central Executive Committee requires it. 2. When more than 2/3 of District Exe. Comm. Bd. demand it. 3. When 1/3 of Con. Delegates require it.	Highest authority. Policy resolution and formulation	Rank & File
Central Representative Delegate Meeting.		On the above mentioned occasions	Second authority. Interim policy resolution and formulation	Central Meeting
Central Executive Committee	Every other month	Called by chairman in cases: 1. Con. Standing Exec. Comm. requires it. 2. Over 1/3 of Con. Exec. Comm. demands it.	Routine business. Execution of policy decided by Con. Meeting and Con. Rep. Del. Meeting.	Central Meeting and Central Representative Delegate Meeting
Central Executive Standing Committee	Standing	Standing	Routine business. Execution of policy decided by Con. Meeting and Con. Rep. Del. Meeting	Con. Executive Comm. Central Representative Delegate Meeting Central Meeting
Officials	Standing	Standing	Routine business. Execution of policy supervision of Con. Exec. & Standing Comm.	Central Meeting & Central Representative Delegate Meeting
Central Auditors			Audit finance at least twice a year and make report to Con. Meeting	Central Meeting
Secretary General	Standing	Standing	Routine business, especially clerical work.	Central Executive Committee

Structure and Function of Regional Union Organs

10. Densan is divided into nine regions, corresponding to the nine regional electric power distributing companies: Hokkaido, Tohoku, Kanto, Chubu, Hokuriku, Kansai, Chugoku, Shikoku and Kyushu. These regional chapters are divided into prefectural branches which have numerous sub-branches below them. These sub-branches or local unions, found in every city or town where there are numbers of electrical workers, are further divided into craft-type unions wherever warranted. Conforming to the same general pattern as the national union organization, each subordinate union has its own officers and executive and legislative bodies.

11. Struggle Committees have also been set up to supplant the Executive Committees of the lower union levels in times of conflict. Besides carrying out struggle and strike preparations and negotiations on a local basis, these committees also act closely with the Central Struggle Committee. As in the case of the Central Struggle Committee, many members of local struggle committees also serve on the local executive bodies.

12. Functionally the lower levels of Densan are essentially similar to the national level. Local bodies are permitted to formulate their own constitutions in accordance with the national constitution, and with the approval of the next higher union level. Procedures for election and recall of officials is comparable with the exception of ratios of representation.

Membership

13. The Central Headquarters of Densan reported a membership of approximately 115,000 as of December 1947. Figures for each of the nine regions are given as follows:

Hokkaido District	4,943	Kansai District	18,129
Tohoku District	14,084	Hokuriku District	6,145
Kanto District	25,524	Chugoku District	10,241
Chubu District	15,148	Shikoku District	5,433
		Kyushu District	15,447

These numbers embrace approximately 90% of the workers engaged in the electric power industry.

14. As is often true of other Japanese unions, the Densan constitution does not contain any specific provisions as to eligibility for membership, nor does it seek to distinguish between employees representing management's interests and employees who do not. The Central Executive Committee is given the authority to judge applications for joining or withdrawal from the union; it also has the authority to delegate this duty to lower executive bodies. In consequence of this lack of clear cut provisions, coupled with union demands and lack of employer resistance, the union membership includes some relatively small number of persons employed in the lower levels of management. This fact does not, however, support any conclusion that the union is company influenced or dominated; other evidence indicates that such is not the case.

Finance

15. The expenses of this union are met out of the following income:

a. Initiation fee ..... 30 yen per person when joining the union.

b. Union dues ..... The same amount for each member; less than two per cent of the average basic salary per month.

c. Temporary dues ..... In case the Central Executive Committee deems it necessary, it can be temporarily collected, but needs the approval of the Central Meeting later.

d. Business income.

e. Contribution and others.

16. The Central Executive Committee is responsible for the management of property and incomes and payments.

17. The union dues are to be paid by the 10th of the next month to the Central Executive Committee from the Executive Committee of each local union through the Executive Committee of the next higher union level.

18. Operating funds are distributed according to the following percentages:

Headquarters - 30%
District Headquarters - 70%; allocated to district, prefectural local body.

19. The amounts of money distributed to bodies smaller than prefectural unions are determined by District Headquarters.

20. The union dues or temporary dues of the members may, in special circumstances, be reduced or remitted by the determination of the Central Executive Committee.

Union Leadership and Control

21. The lines of authority within Densan are not specifically drawn in the constitutions of the various levels. This enables the union to shift responsibilities at will in accordance with changes in circumstance or strategy. Lower union levels are allowed to formulate their own constitutions and election procedures within the framework of national policy and with the approval of higher levels. In theory, lower bodies are allowed some autonomy in negotiating small purely local issues.

22. As a practical matter, however, actual control of the union rests with the Central Executive Committee and is centered in the Central Executive Standing Committee. In times of conflict, control is transferred to the Central Struggle Committee.

23. The fact of strong central control was evidenced during the recent dispute in the winter months of 1947-48. The so-called "business strikes" conducted in various localities were ostensibly initiated and directed by lower union levels. Investigation revealed, however, that these incidents were ordered and supervised by the central authorities, and that only minor details in their execution were left to local determination. Indications of central control have been somewhat less clearly discernible during periods of relative calm in labor relations, but no reasonable doubt has been cast upon the existence of such control. Democratic election of competent central officials is thus of increased importance.

24. The fact that strong central control of the union continues to exist also indicates an urgent need to strengthen the lower union levels, in particular the local unions or sub-branches, and to assure that elections of local officials and local union affairs are democratically conducted.

25. Densan has long had the reputation of being strongly Communist influenced; in some quarters, it has been regarded as the union most subject to this influence. Whether or not this latter opinion is correct, there is no doubt that such influence does exist.

26. However, just as pro-Communist sentiment and influence has been manifest, there has long been evidence of vigorous anti-Communist sentiment and effort. The strongest opposition appears to have been shown in those areas in which Communist influence had been most prevalent.

27. It must be noted that the real strength of the anti-Communists is not clearly indicated. Although exact numbers are not given it is known that the "non-Communist" segment includes a large proportion of "neutrals". Recent occurrences indicate that the course of union policy may be largely influenced by the struggle of the opposing factions to secure the voting support of the neutrals.

28. This anti-Communist sentiment has received substantial encouragement from the "democratization" efforts in other unions. Beginning formally with the split in the Government Railway Workers during the fall of 1947, the democratization movement has spread to and been endorsed by a number of other unions. Until the end of March 1948, these efforts in Densan had been on a scattered local basis. Announcement of a union-wide democratization movement in Densan was carried in Tokyo newspapers at the first of April 1948. This announcement cannot be taken to mean that Densan as a whole is on the verge of a radical change in leadership or theory. However, the fact that this movement is regarded by some of the present leadership as a real threat is made evident by their absence from Tokyo in recent weeks for visits to their home districts, obviously for purposes of patching up "political fences".

29. The forthcoming national elections for Densan, scheduled for mid-May 1948, will constitute one important showdown between the forces struggling for control. To a considerable extent future development of Densan depends upon their outcome. Existing election rules and procedures are more advanced and specific than the rules or practices usually followed by Japanese unions in election of officials. An alert and active rank-and-file membership could, under them, assure themselves the opportunity to elect leaders of their own choice, and through use of recall procedures, exercise some control over them.

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

010 (30 Apr 48) ESS

APO 500
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1. The question of appropriate jurisdiction in labor disputes as between Prefectural Labor Relations Committees and the Central Labor Relations Committee has arisen in a number of instances. Article 36 of the Enforcement Ordinance of the Japanese Trade Union Law deals briefly with this matter.

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54 -8-

BASIC: Ltr, GHQ, SCAP, ESS, to MC Labor Officers, 010 (30 Apr 48) ESS, dtd 30 April 1948, subj: Interpretation of Article 36 of Enforcement Ordinance of the Japanese Trade Union Law

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FOR THE CHIEF OF STAFF:

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No. 1, subj: The Japan
Electric Industry Workers'
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TRADE UNION ANALYSIS)

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STRUCTURE AND FUNCTION OF NATIONAL UNION ORGANS

1. Central Meeting

The highest legislative organ is the Central Meeting (convention), composed of the Central Delegates, the Headquarters Officials, the Central Executive Committee and the Central Executive Standing Committee. Headquarters Officials and the members of the two Committees do not have the right to vote in the convention. The Central Meeting cannot make binding decisions without the attendance of two-thirds or more of the Central Delegates; in cases of necessity, a properly commissioned person may take a delegate's place at the meeting. The pro tempore chairman and two vice-chairmen of the Central Meeting are elected by the Central Delegates from among their number.

2. Central Representative Delegate Meeting

The legislative organ ranking next to the Central Meeting is the Central Representative Delegate Meeting. Members of this body are elected at each district headquarters by the Central Delegates from among their own number, and at the rate of one per five Central Delegates. The Headquarters Officials and members of the Central Executive Committee and Central Executive Standing Committee may attend and participate in the Central Representative Delegate Meeting, but do not have the right to vote. Attendance of two-thirds of the delegates is required; proxy voting is prohibited.

3. Central Executive Committee

The highest executive organ of the union is the Central Executive Committee, elected by and from the rank and file. In addition to the execution of policy formulated by the Central Meeting and the Central Representative Delegate Meeting, the Central Executive Committee is given the authority to formulate and execute policy regarding urgent and special problems.

4. Central Executive Standing Committee

A portion of the members of the Central Executive Committee are designated as standing officials and constitute the Central Executive Standing Committee. This latter body functions in the headquarters offices during the intervals between regular meetings of the larger Executive Committee.

5. Secretariat

The Secretariat Office also functions in the headquarters offices as the business organ assisting the Central Executive Committee, to whom it is responsible. The Secretariat consists of 12 administrative bureaus under the direction of the secretary-general: (1) General Affairs, (2) Organization, (3) Education, (4) Youth, (5) Women, (6) Culture, (7) Information, (8) Publication, (9) Enterprises, (10) Liaison, (11) Investigation, and (12) Finance.

6. Central Auditing Committee

The other organ functioning in the national headquarters is the Central Auditing Committee which, however, has no executive duties or authority. It is required to render a semi-annual financial report to the rank-and-file membership.

7. Central Struggle Committee

In addition to the above-described organs, Densan has a Central Struggle Committee to take over the function of the Central Executive Committee in times of conflict. Members of the Central Struggle Committee are chosen by regional elections at the rate of one per 2,000 union members. This Struggle Committee took over its duties last fall and has, since then, been conducting the current Densan dispute. Many of the members of the present Struggle Committee are also members of the presently inactive Central Executive Committee, and are simply serving in nominally different capacities during the period of conflict.

8. Special Policy Committees

Three special policy committees have been set up by the Central Executive Committee from among its own membership. These committees are operational groups only and are not intended to take any action independent of the Central Executive Committee as a whole. These three committees bear names as follows: Organization, Wages and Working Conditions, and Democratization.

9. Election and Recall

Densan rules of elections and procedures contain several specific provisions for selection and recall of union officials. All of the top union officers are appointed by the Central Executive Committee. The president (chairman) and three vice-presidents (vice-chairmen) are appointed by that body out of its own number, while the secretary-general is appointed from the rank-and-file union members.

With regard to recall, it is provided that a Central Delegate may be recalled by demand of a majority of the members of the prefectural union to which he belongs, such demand being made at a regular or extraordinary session of the prefectural union convention. A Central Executive Committee member may be recalled by demand of a majority of the members of the district headquarters to which he belongs, the decision being made at a district convention. It is further provided that Central Delegates and Central Executive Committee members automatically lose their posts in the event they move out of the electoral districts from which

they were elected. Specific provisions for filling vacated posts are also contained in the election rules. In brief, if such vacancy occurs less than 30 days after the date of election, the candidate who received the second highest number of votes fills the vacancy; if more than 30 days have elapsed, a new election is held. The term of office for such successor is the unfulfilled remainder of the predecessor's term.

TABLE I

Structural Chart of National Headquarters

Name of Group	Source of Candidate	Number of Members	Elected by	Confirmed by
Central Meeting (Convention)	Rank & File	1 per 200, 1 more for the fraction over 100	By secret ballot at prefectural union	Central Meeting
Central Representative Delegate Meeting	Central Delegates to Central Meeting	1 per 5 Central Delegates at each district	Mutually elected by Central Delegates at district headquarters	Central Representative Delegate Meeting
Central Executive Committee	Rank & File	Approximately 110. 1 per 1000 or for the fraction over 500	By secret ballot at district headquarters	Central Meeting
Central Executive Standing Committee	Central Executive Committee	Approximately 34. Number is decided by Central Executive Committee	Mutually elected by Central Executive Committee	Central Meeting
Officials	Central Executive Committee	President- 1 V.-Pres. - 3	Mutually elected by Central Executive Committee	Central Meeting
Central Auditors	Central Delegates	9 - 1 from each district	Elected at Central Meeting	Central Meeting
Secretary-General	Rank & File	1	Appointed by Central Executive Committee	Central Executive Committee Board

TRADE UNION ANALYSIS NUMBER 1 (Cont'd)

TABLE II

Functional Chart

Name of Organ	Regular Meeting	Special Meeting	Duties and Responsibilities	Responsible to
Central Meeting (Convention)	May Annually	1. When Central Executive Committee requires it. 2. When more than 2/3 of District Exe. Comm. Bd. demand it. 3. When 1/3 of Con. Delegates require it.	Highest authority. Policy resolution and formulation	Rank & File
Central Representative Delegate Meeting.		On the above mentioned occasions	Second authority. Interim policy resolution and formulation	Central Meeting
Central Executive Committee	Every other month	Called by chairman in cases: 1. Con. Standing Exec. Comm. requires it. 2. Over 1/3 of Con. Exec. Comm. demands it.	Routine business. Execution of policy decided by Con. Meeting and Con. Rep. Del. Meeting.	Central Meeting and Central Representative Delegate Meeting
Central Executive Standing Committee	Standing	Standing	Routine business. Execution of policy decided by Con. Meeting and Con. Rep. Del. Meeting	Con. Executive Comm. Central Representative Delegate Meeting Central Meeting
Officials	Standing	Standing	Routine business. Execution of policy supervision of Con. Exec. & Standing Comm.	Central Meeting & Central Representative Delegate Meeting
Central Auditors			Audit finance at least twice a year and make report to Con. Meeting	Central Meeting
Secretary General	Standing	Standing	Routine business, especially clerical work.	Central Executive Committee

Structure and Function of Regional Union Organs

10. Densan is divided into nine regions, corresponding to the nine regional electric power distributing companies: Hokkaido, Tohoku, Kanto, Chubu, Hokuriku, Kansai, Chugoku, Shikoku and Kyushu. These regional chapters are divided into prefectural branches which have numerous sub-branches below them. These sub-branches or local unions, found in every city or town where there are numbers of electrical workers, are further divided into craft-type unions wherever warranted. Conforming to the same general pattern as the national union organization, each subordinate union has its own officers and executive and legislative bodies.

11. Struggle Committees have also been set up to supplant the Executive Committees of the lower union levels in times of conflict. Besides carrying out struggle and strike preparations and negotiations on a local basis, these committees also act closely with the Central Struggle Committee. As in the case of the Central Struggle Committee, many members of local struggle committees also serve on the local executive bodies.

12. Functionally the lower levels of Densan are essentially similar to the national level. Local bodies are permitted to formulate their own constitutions in accordance with the national constitution, and with the approval of the next higher union level. Procedures for election and recall of officials is comparable with the exception of ratios of representation.

Membership

13. The Central Headquarters of Densan reported a membership of approximately 115,000 as of December 1947. Figures for each of the nine regions are given as follows:

Hokkaido District	4,943	Kansai District	18,129
Tohoku District	14,084	Hokuriku District	6,145
Kanto District	25,524	Chugoku District	10,241
Chubu District	15,148	Shikoku District	5,433
		Kyushu District	15,447

These numbers embrace approximately 90% of the workers engaged in the electric power industry.

14. As is often true of other Japanese unions, the Densan constitution does not contain any specific provisions as to eligibility for membership, nor does it seek to distinguish between employees representing management's interests and employees who do not. The Central Executive Committee is given the authority to judge applications for joining or withdrawal from the union; it also has the authority to delegate this duty to lower executive bodies. In consequence of this lack of clear cut provisions, coupled with union demands and lack of employer resistance, the union membership includes some relatively small number of persons employed in the lower levels of management. This fact does not, however, support any conclusion that the union is company influenced or dominated; other evidence indicates that such is not the case.

Finance

15. The expenses of this union are met out of the following income:

a. Initiation fee ..... 30 yen per person when joining the union.

b. Union dues ..... The same amount for each member; less than two per cent of the average basic salary per month.

c. Temporary dues ..... In case the Central Executive Committee deems it necessary, it can be temporarily collected, but needs the approval of the Central Meeting later.

d. Business income.

e. Contribution and others.

16. The Central Executive Committee is responsible for the management of property and incomes and payments.

17. The union dues are to be paid by the 10th of the next month to the Central Executive Committee from the Executive Committee of each local union through the Executive Committee of the next higher union level.

18. Operating funds are distributed according to the following percentages:

Headquarters	- 30%
District Headquarters	- 70%; allocated to district, prefectural local body.

19. The amounts of money distributed to bodies smaller than prefectural unions are determined by District Headquarters.

20. The union dues or temporary dues of the members may, in special circumstances, be reduced or remitted by the determination of the Central Executive Committee.

Union Leadership and Control

21. The lines of authority within Densan are not specifically drawn in the constitutions of the various levels. This enables the union to shift responsibilities at will in accordance with changes in circumstance or strategy. Lower union levels are allowed to formulate their own constitutions and election procedures within the framework of national policy and with the approval of higher levels. In theory, lower bodies are allowed some autonomy in negotiating small purely local issues.

22. As a practical matter, however, actual control of the union rests with the Central Executive Committee and is centered in the Central Executive Standing Committee. In times of conflict, control is transferred to the Central Struggle Committee.

23. The fact of strong central control was evidenced during the recent dispute in the winter months of 1947-48. The so-called "business strikes" conducted in various localities were ostensibly initiated and directed by lower union levels. Investigation revealed, however, that these incidents were ordered and supervised by the central authorities, and that only minor details in their execution were left to local determination. Indications of central control have been somewhat less clearly discernible during periods of relative calm in labor relations, but no reasonable doubt has been cast upon the existence of such control. Democratic election of competent central officials is thus of increased importance.

24. The fact that strong central control of the union continues to exist also indicates an urgent need to strengthen the lower union levels, in particular the local unions or sub-branches, and to assure that elections of local officials and local union affairs are democratically conducted.

25. Densan has long had the reputation of being strongly Communist influenced; in some quarters, it has been regarded as the union most subject to this influence. Whether or not this latter opinion is correct, there is no doubt that such influence does exist.

26. However, just as pro-Communist sentiment and influence has been manifest, there has long been evidence of vigorous anti-Communist sentiment and effort. The strongest opposition appears to have been shown in those areas in which Communist influence had been most prevalent.

27. It must be noted that the real strength of the anti-Communists is not clearly indicated. Although exact numbers are not given it is known that the "non-Communist" segment includes a large proportion of "neutrals". Recent occurrences indicate that the course of union policy may be largely influenced by the struggle of the opposing factions to secure the voting support of the neutrals.

28. This anti-Communist sentiment has received substantial encouragement from the "democratization" efforts in other unions. Beginning formally with the split in the Government Railway Workers during the fall of 1947, the democratization movement has spread to and been endorsed by a number of other unions. Until the end of March 1948, these efforts in Densan had been on a scattered local basis. Announcement of a union-wide democratization movement in Densan was carried in Tokyo newspapers at the first of April 1948. This announcement cannot be taken to mean that Densan as a whole is on the verge of a radical change in leadership or theory. However, the fact that this movement is regarded by some of the present leadership as a real threat is made evident by their absence from Tokyo in recent weeks for visits to their home districts, obviously for purposes of patching up "political fences".

29. The forthcoming national elections for Densan, scheduled for mid-May 1948, will constitute one important showdown between the forces struggling for control. To a considerable extent future development of Densan depends upon their outcome. Existing election rules and procedures are more advanced and specific than the rules or practices usually followed by Japanese unions in election of officials. An alert and active rank-and-file membership could, under them, assure themselves the opportunity to elect leaders of their own choice, and through use of recall procedures, exercise some control over them.

Tech Hr

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

APO 500
26 April 1948

AG 004.06 (26 April 1948) ESS/L.

SUBJECT: Labor Education Activities of Japanese Government on Prefectural Level.

TO: Military Government Team Labor Officers

1. The Labor Ministry sent detailed instructions concerning the Prefectural Labor Education Advisory Committee to every Governor in Japan, with copies to Chief, Labor Administration Section 20 April 1948 (inclosure 1). It should be noted that this communication deals with the strictly advisory nature of the Committee. In a few reported instances, the Kencho has permitted left wingers to dominate the work of the Labor Administration Section. Inclosure 2 is the original letter of the Labor Ministry on the same subject.

2. Inclosure 3 outlines activities of the Labor Administration Section in every Ken for coming months of May, June, and July. Instructions are concerned with local use of film strips, local labor summer schools sponsored by the Kencho, new pamphlet material, posters, and a drive to introduce current labor literature into local labor unions. Education for employers is encouraged. As nearly all of pamphlets mentioned in par. c inclosure 3, have been sent to Military Government, reproduction of this material should be encouraged as soon as possible. Program on local level can be expedited if local Military Government will interview Chief, Labor Administration Section, and encourage concrete planning and intensified activities during coming months.

3. The Labor Ministry is holding a Labor Education Training School in Tokyo 24 to 29 May 1948, inclusive. The Ministry advises that it will invite 2 or 3 persons from local Labor Administration Section, and one representative from local Labor Relations Committee staff. It is important that persons selected be men or women primarily engaged in labor education work.

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

3 Incls
1. Ltr, Labor Ministry To Each Pref. Gov. dtd 20 Apr 48.
2. Ltr, Labor Ministry To Each Gov. dtd 18 Aug 47.
3. Ltr, Labor Ministry To Each Director of Pref. Gov. Labor Section, dtd 20 Apr 48.

Labor Instruction No. 412

18 August 1947

Director of the Labor Administration
Bureau, Labor Ministry.

To: Each Governor

Subject: The Establishment of the Labor Education Advisory Committee for the Workers.

Considering the importance of labor education at present, the Labor Education Advisory Committee shall be established according to the principles stated in the attached sheet.

You should establish in your prefecture the Prefectural Labor Education Advisory Committee for the workers and should see to the smooth and effective administration of labor education, respecting democratically the opinions of all concerned.

The members of the committee, who should be the learned and expects, shall be selected respecting the opinions of the workers, and one or two employer representatives shall be also added so that the employers' opinion be considered.

Principles of the Establishment of Labor Education Advisory Committee for the Workers.

It is most necessary to execute labor education widely and thoroughly to all the workers, for the sound development of labor movement. The Labor Education Advisory Committee for the workers shall be established according to the following principles.

1. Structure:

a. Members: There will be 14 members, 7 of whom shall be recommended by the labor unions concerned, 7 of whom shall be appointed by the Welfare Minister from among the learned and experts.

b. Chairman: There will be a chairman. The Welfare Minister shall be the chairman. The chairman shall control the business.

c. Standing committeemen: The Committee shall have several standing committeemen. They shall be elected from among the members. The standing committeemen shall always help the chairman and take charge of the business.

2. Matters to be discussed: The committee shall discuss the matters asked by the Welfare Minister concerning the policy of labor education, and shall answer them.

Besides, the committee shall make representation to the Welfare Minister concerning education for the workers.

3. Management:

a. Calling: The committee shall be called by the chairman.

b. Decision: Decision shall be made by the majority. The opinions of the minority can be added if the members request it or in case the chairman deems it necessary.

c. Statement of opinions: Government officials concerned can attend the meeting and state their opinion. Other details necessary for the management of the committee shall be decided by the Welfare Minister after consulting the committee.

Inclosure 2

20 April 1948

Director of Labor Administration
Bureau, Labor Ministry.

SUBJECT: Strong Enforcement of Labor Education.

TO: Each Director of Prefectural Government Labor Section.

For the sound development of labor union movement, many activities have already been taken by competent authorities to encourage the sound and voluntary educational activities of labor unions and other organizations; and many good results and effects have been gained.

To gain more results and effects, you should see to the strong enforcement of labor education according to each of your real circumstances and taking your budgets and personnels into consideration.

..t the operation of educational activities, you should ask the opinion of the Labor Education Advisory Committee and respect the independence of labor unions and other organizations. The following is a series of suggestions of activities to be carried on in each prefecture by the labor administration section.

1. Expansion of film strip and other visual aid programs.

You have already undertaken the showing of film strips and kamishibai, and made use of several film strips sent by the Labor Ministry. You should see to make a program for May, June and July that contemplates the showing of film strips in public places, schools, factories etc. of at least one showing a day. Emphasis should be placed in the showing of "Proper Union movement", "Our Democratic Labor Union" and "Take of Trade Union Law".

If possible, get the cooperation of local theatre operators in showing such film-strips before or after movie shows. For the education of small unions, Kamishibai is very effective, and the Labor Ministry is going to distribute some kamishibais to participated in by rank-and-file members with a special prize to be given to the best kamishibai prepared and fabricated by a trade unionist. Kamishibai subjects may be picked from among the pamphlets published by ESS, GHQ, SCAP.

2. Lecture Meetings and Labor Summer Schools.

a. Lecture Meetings: Make use of public places such as primary schools for off-time hours. Lecture meetings will deal with (1) collective bargaining, (2) democratic trade unionism, (3) mediation, conciliation and arbitration, (4) labor relations committees and labor disputes; and (5) labor agreement. Each meeting should schedule a brief but simple speech followed by questions and answers. You may invite M . . speakers to open the meetings.

b. Labor Summer Schools: The labor summer schools are to be held in 10 blocs from July to September, sponsored by the Labor Ministry and the Prefectural Governments. If no Labor Ministry Summer School is to be held in the Prefecture, the Prefectural Government should plan for a few week-end summer schools for rank-and-file members based on the materials as shown in sports and other recreation should be combined not to make the public tired.

3. Distribution and recommendation of materials for labor education.

a. You will be provided in a few weeks with the following labor education pamphlets published by ESS, SCAP. Each prefectural government may reproduce these pamphlets in sufficient quantity for distribution of al least one copy to every local union. Expenditure for printing can be recovered by printing sufficient to permit sale at actual expense. (5), (6), and (7) can be printed as a unit.

(1) Democratic Trade Unionism (2nd edition).

(2) The Struggle for Democratic Unionisms.

Inclosure 3

(3) Organization and structure of Trade Union Movements.

(4) Top Union Organization and Structure.

(5) Principles of Collective Bargaining.

(6) Grievance Machinery and the Shop Steward System.

(7) Building Industrial Democracy through Sound Labor Contracts.

(8) The purpose and Means of Workers' Education.

(9) The Management and Structure of Your Local Union.

(10) The Conduct of Union Meetings.

b. Posters:

(1) The series of 9 posters recently issued by the Central Relations Committee have been already sent to each local relations committee. You should make liaison with the local labor relations committee and should see to put those posters in every major railroad station in the prefecture over a period of weeks during May and June.

(2) Make use of labor day for a poster which emphasizes the importance of labor education.

(3) Make sure that a poster is put in every important railroad station in the prefecture inviting workers and the general public to listen to the labor hour, Tuesday 2000 to 2030.

c. Each lecture meeting a summer school should be adorned with appropriate charts and other educational materials such as books and pamphlets for sale.

d. Each local union should be provided with a list of film strips, kamishibais and labor books recently issued.

e. Each prefecture should assemble a minimum of 20 or 30 labor books and pamphlets and have a worker's education staff visit every local union in the prefecture with this set and try to encourage each local union to purchase on entire set. The cooperation of Military Government can be sought.

4. Education of the employers.

Much emphasis should be also put for the education of the employers. Each prefectural government should encourage an employer labor education school to be held by employers' association.

ESS pamphlets noted above, (5), (6) and (7) with recent Labor Ministry publications. Especially the provisions of American union contracts, with emphasis on grievance machinery should be discussed.

5. Others:

Prefectural Government should encourage positively each local union in the prefecture to establish an education committee with the purpose of promoting the workers' education.

Tech Ltrs

ANALYSIS SHEET FOR PUBLIC WORKS PROJECT

1. Does the project increase the supply of any of the following items: food, housing, clothing, or scarce consumer goods?

2. Which essential service does the project increase: transportation, communications, or others?

3. How much will project increase production of items in 1 above or services in 2 above?

4. Will this be a direct or indirect increase of production?

5. How long will project take to complete?

6. How much time will elapse before project results in <u>substantial</u> increase in production of items in 1 and 2 above?

7. What types and quantities of scarce materials will project consume?

8. What types and quantities of fuel or power will project consume?

9. Will project require special or extra transportation facilities?

10. How many workers will project employ?

11. For how long?

12. How many man-days of labor will project require?

13. If project increases essential services of transportation or communications:

a. What cities and areas are benefited?

b. What are the populations and major industries in these areas?

c. The distribution of what commodities will be increased?

d. To what extent?

14. What is the cost of the project?

B

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

APO 500
26 April 1948

004.06 (26 Apr 48) ESS/LA

SUBJECT: Labor Contracts

TO: Military Government Labor Officers

1. As outlined in press release, "Labor Contracts, Industrial Stability, and the Recovery of Japan", forwarded to Military Government 1 March 1948, current objectives of Supreme Commander for the Allied Powers in the field of labor contracts is summarized in the following four points which are to be regarded as minimum essentials in labor-management agreements or contracts:

a. Recognition of mutual rights of management and rights of trade union members.

b. Specific delineation of rates of pay and other remuneration, if any; specific delineation of hours of labor; and specific delineation of conditions of work, safety, health, and hygiene.

c. Pre-determination in specific terms of machinery to adjust all disputes arising under the contract in a procedure which has its final appeal to an impartial umpire.

d. Concrete language pledging both management and labor to a no-strike, no lock-out period of specified duration.

2. While many contracts are concluded on a national basis and are within the purview of Supreme Commander for the Allied Powers, numerous local labor agreements are concluded from week to week in the various prefectures of Japan which should be considered of equal importance. Further, although the national agreements are within the proper purview and competence of Supreme Commander for the Allied Powers, the fact remains that education at the bottom will often provide sufficient enlightenment to and pressure on top leadership to provide for salutary changes in the national labor contracts directed toward sounder and more stable labor relations in Japan.

3. The principal function of the Military Government Team Labor Officer, in co-operation with the Information Officer of Military Government, is to see to it that local union membership and local union leadership has its attention called to the basic essentials of a labor agreement, and that both membership and leadership is advised of the places where material can be obtained for writing a better labor agreement. Employer associations and local employers should also be advised on the same materials in order to provide for an interchange of ideas at the collective bargaining table.

4. A good contract campaign on the local level may include the following:

a. A speech by the Military Government Labor Officer to an assemblage of local union leaders followed by a question and answer period. If possible, speak in at least two areas in order to get good coverage. Have as much Japanese labor relations material on display as possible, with price and publisher listed. Advise the local labor administration section to prepare displays, posters, and charts on the subject of labor relations, contracts, and grievance machinery.

b. A speech to one or more groups of employers and representatives of employer associations. Same as in 4 a above.

c. A meeting, or several meetings, with the members and staff of the local labor relations committee in order to describe the content of American labor agreements affording a detailed picture of the operation of grievance machinery.

BASIS: Ltr, GHQ, SCAP, ESS, 004.06 (26 Apr 48) ESS/LA, dtd 26 Apr 48, subject: Labor Contracts.

d. Display by the local Civil Information and Education reading room of all Japanese books and pamphlets dealing with contracts and contract terms.

e. Encouragement of the local labor administration section and/or the local labor relations committee to reproduce the basic Economic and Scientific Section pamphlet on contracts in Japanese for dissemination to all unions and all employers in the prefecture.

f. Encourage local labor schools to include a series of lectures on contracts, grievance machinery, and related topics.

g. Encourage local labor unions to make use of film strip "Functions of the Labor Relations Committee" cited in letter "Transmittal of Labor Background Material," Economic and Scientific Section, dated 7 March 1948.

h. Encourage local labor unions and/or labor relations committee and/or labor administration section to prepare an exhibit or "kami shibai" (paper play) dealing with written contracts which specify the items mentioned in paragraph 1 this letter.

i. Statements over local radio stations based on the Economic and Scientific Section press statements cited in paragraph 6.

j. Use of railroad station public address facilities to give a series of short talks on labor contracts during the period before the arrival of trains.

k. Use of railroad stations, post offices, and public bath houses for display of posters dealing with the essential elements of labor agreements. One poster should be devoted to an outline of grievance machinery with a specification of exactly how it operates.

l. A series of press statements based on the Economic and Scientific Section press releases to local newspapers, labor publications, and employer publications.

5. The above campaign should if possible be conducted during the months of May and June 1948, as many major contracts will be in process of negotiation at that time. It is not expected that the Labor or Information Officer of Military Government will carry the burden of such a campaign. As wide a use as possible may be made in seeing that the following agencies are used in carrying out the campaign:

a. Local labor union councils.

b. Local employer associations.

c. Local radio station.

d. Local labor administration section.

e. Local labor relations committee.

f. Local labor schools.

g. Local labor education advisory committee.

h. Local newspapers.

i. Local libraries, Civil Information and Education or Japanese.

6. The following reference material has been previously mailed to Military Government Team Labor Officers as indicated:

a. Collective Bargaining and Labor Contracts:

(1) Japanese book, "Collective Bargaining Procedures", 1 July 1947.

BASIS: Ltr, GHQ, SCAP, ESS, 004.06 (26 Apr 48) ESS/LA, dtd 26 Apr 48, subject: Labor Contracts

(2) Press Release, "Collective Bargaining and Use of Labor Relations Committees", 31 July 1947.

(3) Press Release, "Trade Union Contracts", 25 August 1947.

(4) United States Chamber of Commerce booklet "Management-Labor Relations", 17 October 1947.

(5) National Association of Manufacturers booklet, "Collective Bargaining", 29 October 1947.

(6) Japanese book, "Lectures on the American Trade Union Law", 8 December 1947.

(7) Japanese book, "Trade Union Primer" by Dr. Matsui, 31 December 1947.

(8) Press Release, "Labor Contracts, Industrial Stability, and the Recovery of Japan", 1 March 1948.

(9) United States Department of Labor publication, "Collective Bargaining with Associations and Groups of Employers", 1 March 1948.

(10) Press Release, "Union Status", 4 March 1948.

b. Arbitration and Grievance Machinery:

(1) United States Department of Labor booklet, "Arbitration of Grievances", 5 September 1947 in the Japanese language.

(2) Japanese edition of an American Congress of Industrial Organizations booklet, "Shop Steward Manual", 3 October 1947.

(3) Revised edition of the Economic and Scientific Section pamphlet "The Duties of a Shop Steward", 2 December 1947.

(4) United States Department of Labor booklet "Arbitration of Grievances", 14 January 1948 in the English language.

c. Reference sources:

(1) Economic and Scientific Section pamphlet, "Bibliography of Labor-Management Reference Materials Published in Japan in Japanese during the period from September 1945 to 31 December 1947", 15 January 1948.

7. Inclosure 1 is a new Economic and Scientific Section pamphlet, "Building Industrial Democracy Through Sound Labor Contracts".

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

1 Incl
Pamphlet, "Building Industrial Democracy Through Sound Labor Contracts".

File
Tech Letters

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

APO 500
3 March 1948

004.06 (3 Mar 48) ESS/LA

SUBJECT: All Japan Electric Workers Union; Union Elections

TO: Military Government Team Labor Officers

1. Reference is made to memorandum to Military Government Team Labor Officers, dated 6 November 1947, subject: Democratic Union Elections.

2. The All Japan Electric Workers' Union- Donsan- is scheduled to hold its annual elections of officials in the near future. On 20 March, convention delegates and executive committee members are to be elected for the three lower levels of the union, i.e., for the local unions, prefectural unions, and regional or district unions. On 10 April, convention delegates and central executive committee members for the national headquarters will be elected.

3. Attached for reference as Inclosure 1 are the election rules of the union, indicating the procedures established by the national headquarters for the election of national officials. It is presumed that the procedures to be followed at the lower levels are similar in principle to those for the national level.

4. Attached as Inclosure 2 are charts of the structure and function of the various union organs at the national level.

5. Examination of these inclosures will reveal several important respects in which the procedure adopted by this union differs from that most often followed by Japanese unions in the election of union officials. The existence of written rules concerning elections is in itself an important difference. Among other differences is the direct voting by rank-and-file members or some of their delegates to the convention and the Central Executive Committee. The more usual practice is for a small group of officials to appoint delegates to the convention, who in turn elect a large central committee from which body comes a smaller central executive committee which, in turn, designates the officers.

6. The procedure of A.J.E.W.U. includes several provisions which should operate to institute and safeguard democratic practices:

a. Use of written secret ballots by the rank and file.

b. Provision for absentee voting.

c. Specific procedures for nomination and declaration of candidacy.

d. Advance notification of the date of election and of the names and qualifications of candidates.

7. Less desirable features of this procedure include:

a. Formation of the Election Board by the union officials rather than by rank-and-file members elected for that purpose.

b. The relatively small number of votes required for a valid election.

c. Vote by each voter for only a fraction of the total number to be elected.

BASIC: Ltr GHQ, SCAP, ESS, to CG Team Labor Officers, 004.06 (3 Mar 48) ESS/LR, subj: All Japan Electric Workers' Union; Union Elections.

d. Arbitrary provision that the younger of two candidates shall win a tie vote.

8. The forthcoming elections in this union will afford Military Government Team Labor Officers a further opportunity to observe the operation of those specific election procedures, and to explore possibilities of introducing more democratic practices through use of the techniques outlined in the earlier memorandum on this subject referenced above.

FOR THE CHIEF OF STAFF:

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

2 Incls
1. Election rules of All Japan Electric Workers' Union.
2. Charts of All Japan Electric Workers' Union.

ELECTION RULES OF ALL JAPAN ELECTRIC WORKERS' UNION

1. Election of Central Delegates and Central Executive Committee is done in April annually.

Election Board

2. Election Board of the Central Delegates if organized by Executive Committee of Prefectural union. Election Board for the election of the Central Executive Committee is organized by the Executive Committee of District Headquarters.

3. Election Board must notify rank and file about the election at least fifty days before the date of election.

4. Election Board can divide electorate into as many numbers of voting districts as it wishes and can appoint tellers at its own initiative.

5. Election Board screens the qualification of candidates and informs the rank and file, names and other necessary matters about candidates at least twenty days before the election date.

6. Election Board investigates the possible violation of election rule and makes disposition of the case, asking for the approval of the Executive Committee of above organ.

7. Election Board reports the result of voting at once to the Central Executive Committee of National Headquarters and the rank and file of its electorate.

Candidacy

8. The union members who wish to run as candidate fill in the candidacy form and submit it to the Election Board at least thirty days before the election day.

Nomination

9. In case of nominating candidates for the Central Delegate with the consent of the person to be nominated and approved of more than ten union members, candidate nomination form must be filled in and submitted to the Election Board at least thirty days before the election.

10. To nominate candidates for the Central Executive Committee, with the consent of the person to be nominated and approval of more than twenty union members, candidate nomination form must be filled in and submitted to the Election Board at least thirty days before the election.

Eligibility to Elect and to be Elected

11. Union members whose names are enlisted ten days before the election and whose rights of voting are not suspended as punishment are entitled to vote.

12. Eligibility to be elected lies with any union member whose name is enlisted thirty days before the election and whose eligibility is not suspended as punishment.

Method of Voting

13. Election is carried on by secret, written ballot. For the first five posts to be filled, two names will be written onto the ballot by the voter; for each additional five posts or fraction thereof, one additional name shall be written in. If only two posts are to be

filled, only one name shall be entered on the ballot.

14. Union members who will be away on the election day can vote beforehand.

15. Candidates who got the highest number of valid votes shall be the first to be elected and followed by candidates who became second, third, fourth, etc., in the returns. In case the returns are the same, younger candidates shall be elected.

16. If no candidate receives a number of votes greater than a number which is one-tenth (1/10) of the valid votes divided by the number of posts to be filled, another election must be held.

17. If disqualification or vacancy arises in newly elected posts within thirty days after the election, the candidate who came next to the newly elected fills the vacancy. If such a situation occurs exceeding thirty days after the election, supplementary election must take place.

18. If the Central Delegates and Central Executive Committee move out of their electorate from which they ran, they are disqualified and lose their posts.

NOTE: Items 11 & 12: Suspension of rights is decided by the Central Executive Committee and confirmed by the Central Representatives meeting. Appeal is provided to the individual whose rights have been suspended to the Central Executive Committee and Convention.

Encl 1 & 2

TABLE I

Structural Chart of National Headquarters

Name of Group	Source of Candidate	Number of Members	Elected by	Confirmed by
Central Meeting (Convention)	Rank & file	1 per 200, 1 more for the fraction over 100	By secret ballot at prefectural union	Central Meeting
Central Representative Delegate Meeting	Central Delegates to Central Meeting	1 per 5 Central Delegates at each district	Mutually elected by Central Delegates at district headquarters	Central Representative Delegate Meeting
Central Executive Committee	Rank & file	1 per 1000 or for the fraction over 500	By secret ballot at district headquarters	Central Meeting
Central Executive Standing Committee	Central Executive Committee	Approximately 34. Number is decided by Central Executive Committee	Mutually elected by Central Executive Committee	Central Meeting
Officials	Central Executive Committee	President - 1 V.-Pres. -3	Mutually elected by Central Executive Committee	Central Meeting
Central Auditors	Central Delegates	9	Elected at each district headquarters	Central Meeting
Secretary - General	Rank & file	1	Appointed by Central Executive Committee	Central Executive Committee Board

Encl 2

TABLE 11

Functional Chart

Name of Organ	Regular Meeting	Special Meeting	Duties and Responsibilities	Responsible to
Central Meeting (Convention)	May Annually	1. When Central Executive Committee requires it. 2. When more than 2/3 of District Exec. Comm. Bd demand it. 3. When 1/3 of Con. Delegates require it.	Highest authority. Policy resolution & formulation	Rank and file
Central Representative Delegate Meeting.		On the above mentioned Occations	Second authority. Interim policy resolution & formulation	Central Meeting
Central Executive Committee	Every other month	Called by chairman in cases 1. Cen. Standing Exec. Comm. requires it. 2. Over 1/3 of Cen. exec. Comm. demands it.	Routine business. Execution of policy decided by Con. Meeting & Con. Rep. Del. Meeting.	Central Meeting & Central Representative Delegate Meeting
Central executive Standing Committee	Standing	Standing	Routine Business. Execution of policy decided by Con. Meeting & Con. Rep. Del. Meeting.	Con. Executive Comm. Central Representative Delegate Meeting Central Meeting
Officials	Standing	Standing	Routine business. Execution of policy, supervision of Cen. Exec. Standing Com.	Central Meeting & Central Representative Delegate Meeting
Central Auditors			Audit finance at least twice a year & make report to Con. Meeting.	Central Meeting
Secretary General	Standing	Standing	Routine Business, especially clerical work.	Central Executive Committee

Encl 2

1. Executive Off
2. Field Liaison
file
Tech letters

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

APO 500
004.06(5 Feb 48) ESS 5 February 1948

SUBJECT: Election Procedures for Members of Prefectural Labor Relations Committees.

TO: Military Government Team Labor Officers

1. Members of Prefectural Labor Relations Committees are elected once every year, in accordance with Article 3[illegible] of the Ordinances of the Trade Union Law which specifies a one-year term of office. The dates of the next forthcoming elections for each of the various prefectures are shown in Inclosure 1.

2. The Law. The pertinent articles of the Trade Union Law and Ordinance to the Trade Union Law are as follows:

a. Article 26 of the Trade Union Law.

Paragraph 1. "Labor relations committees shall be set up consisting of equal numbers of representatives of employers and workers and of central (neutral) members."

Paragraph 2. "The administrative authorities shall appoint the representatives of the employers in accordance with the recommendations of the employers organizations, those workers with the recommendation of the workers trade unions and the central members with the agreement of the representatives of employers and of workers."

Paragraph 5. "Matters relating to Labor Relations Committees other than those laid down in the present Act shall be fixed by Imperial Ordinance."

b. Ordinance of the Trade Union Law.

"Article 37. The number of members of the Central Labor Relations Committee shall be 21 or less and appointed by the Welfare Minister. The number of members of the local Labor Relations Committee shall be 15 or less and appointed by the local governor.

"In addition to the committee members of the two preceding paragraphs, in case of need, the Welfare Minister or the prefectural governor may appoint temporary committee members.

"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 case 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 Committee, 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."

3. Procedures.

a. The Central Labor Relations Committee drew up and adopted for its own use a detailed plan of election procedure embodying the above-described legal requirements. This plan was then recommended for the use and guidance of the prefectural authorities, the majority of whom have adopted it in full or with minor modifications. Full text of the plan is attached hereto as Inclosure 2. (See paragraphs 12-26 inclusive of inclosure 2.) Briefly, it provides the following with regard to labor members:

(1) Each union federation in the prefecture or such groupings of independent unions of a size to be determined by the governor shall each constitute a "recommending body."

(2) Each recommending body shall elect representatives to a recommending committee, the proportion to be fixed by the governor.

(3) This recommending committee shall confirm the qualifications and size of each recommending body and shall divide among the recommending bodies the 5 labor candidate positions and 5 labor alternate candidate positions and report its proposed procedures to the governor.

(4) The governor shall review the work of the recommending committee to determine if it is fair and, if so, then request the recommending bodies to submit their proposed candidates.

(5) The power of ultimate discretionary appointment rests with the governor.

With regard to employer and neutral members, the plan simply repeats the general requirements embodied in the law.

b. In December 1947 the Labor Minister issued further instructions for the method of electing members of the labor relations committees (Inclosure 3). In general, the governor is instructed therein to affirmatively assist the independent unions in grouping themselves so that they will have adequate representation since only approximately 3 million of the 6 million organized workers are affiliated with the two major federations. The governor is reminded that it is his responsibility to see that the proposed machinery provides an honest and fair method of selecting candidates and that he should exercise the full authority granted to him under the law if the proposed machinery is unsuccessful or unreasonably delayed. He is specifically charged with the surveillance of the nomination and election of candidates from the mother bodies to see that the procedures are democratic. Absentee or proxy voting is condemned.

5. In Principle. The scope and nature of the duties imposed by law upon the Labor Relations Committees makes it essential that:

a. Labor members truly represent all the rank-and-file union membership, and be equitably apportioned among all the various unions and federations in the area concerned.

b. Employer members be as representative as possible of the industry in the area, and able to devote time to the Committee.

c. Central or neutral members be truly neutral.

6. Discussion.

a. Labor Members. It is desirable that all labor unions and federations be represented on these committees. A plan of voting which would permit all of the workers in a prefecture to collectively vote for one slate of candidates would probably result in the largest federation winning all five positions on the committee. This would be undesirable since the smaller unions or federations would have no representation at all. The plan proposed - dividing the five labor positions equitably among the unions in the area - provides for fair representation from these bodies and ultimate participation in the work of the committees by all these bodies. It would appear proper for the governor to see to it that first of all the five labor candidates and their five alternate members are fairly distributed among all unions in the area making specific provision to see that the unaffiliated unions have fair representation. It is his responsibility to then see that their selection is democratically achieved. Many plans may meet this requirement. One way would be to see that open nominations are permitted in each of the recommending bodies a reasonable interval before the election of the candidates from each recommending body. Present practices indicate, however, that the executive committee of the federations concerned appoint their labor representatives, or in the instances where elections are held only one name is placed in nomination for each of the recommending bodies concerned. The Governor could see to it that there is more than one candidate nominated for each available vacancy assigned to the recommending body and that the elections are by a direct written, secret ballot by all the union members. If any union or group of unions should resist his authority in seeing that the elections are democratic, the governor could threaten to exercise his arbitrary power of appointment as an inducement to compel the recalcitrant unions to participate in fair procedures. The governor should see to it that considerable attendant publicity is given to the fact of the nominations and elections of candidates to the labor relations committees and the histories and backgrounds of all those candidates.

b. Employer Members. The governor should see to it that the employer associations in his prefecture nominate and elect men of high caliber who are able and willing to attend all of the meetings of the committees.

c. Neutral Members. In some prefectures in the past, labor and management have agreed that each will select two of the neutral members; thus the only truly neutral member is the Chairman. In other instances the Governor has permitted prominent members of the Communist Party or employer representatives to be appointed as neutral representatives. This practice is wrong. It would appear desirable that the governor propose a list of approximately ten names of his own selection as neutral members. These men should be of unquestionably independent status. The governor should allow a reasonable time for the employer and union members to choose five from among the ten candidates proposed. If the parties act in good faith and are only able to agree on say three of the required five neutral members, it would appear proper for the governor to submit a new panel of five men from whom the management and labor representatives should select the remaining two. Although the Law requires the Governor to seek joint agreement by labor and management on the appointment of neutral members, it also, in Article 37 of the Ordinances, gives him adequate power to appoint neutral members despite the unwillingness or inability of the labor or employer members to agree on these appointments, "or in case the persons recommended in accordance with the preceding paragraph are not suitable." The above-quoted language of the Law clearly gives the Governor unlimited discretionary power in accepting or rejecting the candidates proposed or agreed upon. In the event of evidence of bad faith, purposeful delay, or sabotage of an effort to select neutral candidates on either labor's or management's part, the governor should exercise his own prerogatives and in his own discretion appoint the neutral members himself, giving wide publicity to the reason for his actions therein. He should see to it that only truly neutral members are chosen as neutral members of the labor relations committees; unless he does so, he is not meeting the responsibilities charged to him under the Trade Union Law.

7. Temporary Members. Article 37 of the Enforcement Ordinance of the Trade Union Law permits the Governor, in case of need, to appoint temporary members to the Labor Relations Committee.

8. Removal or Recall. Article 39 of the Enforcement Ordinance of the Trade Union Law in respect to the removal of a member of a labor relations committee states in pertinent part as follows: ".....in case the member has become incapacitated from attending the meetings of the Labor Relations Committees or in case the member has frequently violated the rules concerning the procedure and other matters decided by Labor Relations Committee his appointment may be revoked during the term of office with Labor Relations Committees agreement, notwithstanding the provisions of the preceding paragraph....."

A majority vote of the membership of the committee should be considered as the "agreement" of the committee. It is to be assumed that adequate cause for removal should be brought to the attention of the committee, by the Prefectural Labor Administrative Authorities, by the Executive Secretary of the Committee, or by committee members themselves.

9. It is believed that the information herein contained is of value to the Military Government Labor Offices, the prefecture Governor, prefecture labor officers, the labor relations committee and labor and management as an aid to honest and energetic participation in the fair and expeditious establishment of competent labor relations committees.

W. F. MARQUAT
Major General, U. S. Army
Chief, Economic and Scientific Section

3 Incls
1. Dates of Forthcoming Elections in Various Prefectures
2. Method of Electing Members of Labor Relations Committees
3. Instructions Concerning Application of Method of Electing Members of LRC

DATES OF FORTHCOMING ELECTIONS
IN VARIOUS PREFECTURES

Hokkaido	April 10, 1948
Aomori	April 8, 1948
Iwate	30 May, 1948
Miyagi	March 1, 1948
Akita	June 12, 1948
Yamagata	March 28, 1948
Fukushima	May 31, 1948
Ibaraki	August 19, 1948
Tochigi	March 1, 1948
Gumma	January 10, 1948
Saitama	March 1, 1948
Chiba	March 1, 1948
Tokyo	March 1, 1948
Kanagawa	March 1, 1948
Niigata	December 15, 1947
Toyama	March 25, 1948
Ishikawa	February 6, 1948
Fukui	January 27, 1948
Yamanashi	February 12, 1948
Nagano	February 1, 1948
Gifu	July 4, 1948
Shizuoka	April 25, 1948
Aichi	March 25, 1948
Mie	November 1, 1947
Shiga	February 28, 1948
Kyoto	December 26, 1947
Osaka	September 15, 1948
Hyogo	November 26, 1948
Nara	March 1, 1948
Wakayama	March 25, 1948
Tottori	March 1, 1948
Shimane	February 25, 1948
Okayama	March 15, 1948
Hiroshima	December 26, 1947
Yamaguchi	December 1, 1947
Tokushima	July 1, 1948
Kagawa	April 10, 1948
Ehime	March 1, 1948
Kochi	April 1, 1948
Fukuoka	August 19, 1948
Saga	April 1, 1948
Nagasaki	June 4, 1948
Kumamoto	January 1, 1948
Oita	May 20, 1948
Miyazaki	August 9, 1948
Kagoshima	February 15, 1948

Encl 1

LABOR MINISTRY
IMPERIAL JAPANESE GOVERNMENT

METHOD OF ELECTING MEMBERS OF LABOR RELATION COMMITTEE

Chapter I.

Members of the Committee representing Laborers, Central Labor Relation Committee.

1. Election of members of Central Labor Relation Committee representing laborers shall be made in accordance with the procedure given below:

2. A recommendable mother-body which is qualified to recommend the candidates for the members of the Central Labor Committee representing laborers shall be the highest federation of unions which has the nation-wide organization, and which is consisted of over one hundred thousand membership.

Two or more highest federation of unions which have the nation-wide organization may constitute a recommendable mother-body by mutual conference. However, the total number of the members of them shall be a hundred thousand or more.

The term "federation of unions which has the nationwide organization" mentioned in the preceding two paragraphs shall denote the one which has the nation-wide organization in accordance with the Regulations, and which has the members of the federation residing at least one-half of all prefectures. With regard to the federation of unions of the industrial organization, however, the federation shall be consisted of its members residing at least in one-half of the prefectures in which there are the industries concerned.

3. The recommendable mother-body stated in the foregoing paragraph shall, not later than the date designated by the Minister of Welfare (approximately a month previous to the date on which the Minister of Welfare demands the recommendation of candidates for the member of Central Labor Relation Committee representing laborers, in accordance with paragraph 4 of Article 37 of the Enforcement Act of the Labor Union Act) shall report to the Minister of Welfare in regard to:

(1) Name of a recommendable mother-body.
(2) Regulations of it. (In respect of the recommendable mother-body mentioned in paragraph 2 of the preceding article, the Regulation of each of the federations which constitute the recommendable body.)
(3) Name of the representative of it.
(4) Names of member organizations which constitute the recommendable mother-body. (In respect of a recommendable mother-body which has federations of unions as its members, names of unit-unions which constitute each federation shall be written.
(5) Number of members belonging to each of organizations which constitute a recommendable mother-body. (In respect of a recommendable mother-body which has federations of unions as its members, number of members belonging to each of unit unions which constitute each federation shall be written.)

4. The recommendable mother-body as stated in the preceding Article shall elect the member of the Recommendation Committee at the ratio of one against fifty thousand.

Elected members as mentioned in the preceding paragraph shall establish the Recommendation Committee, decide upon the representing persons of the Committee, and set up the Office of the Committee; and shall immediately report to the Minister of Welfare with regard to the said matters.

Encl 2

5. The Recommendation Committee shall confirm the qualifications of the Recommendable mother-bodies and correctness of the total number of members belonging to each recommendable mother-body, and also shall make the allotment of fourteen candidates to each recommendable mother-body in proportion to the total number of members belonging to each recommendable mother-body. All this shall be reported to the Minister of Welfare.

The presentation of the report shall be made within the period of four weeks following the date designated by the Minister of Welfare in accordance with the provisions of Article 3.

6. Upon receipt of the reports mentioned in Paragraph 1 of the foregoing Article, the Minister of Welfare shall check up all the reports. When he has recognized the reports fair, he shall demand the recommendation of the allotted number of candidates for the members of the Central Labor Committee representing laborers' from the recommendable mother-bodies, in accordance with Paragraph 4 of Article 37 of the Enforcement Act of the Labor Union Act.

7. Upon receipt of the demand stated in the preceding Article, the recommendable mother-body concerned shall elect the candidates allotted, and shall submit the Minister of Welfare the letter of recommendation within two weeks following the day on which the recommendable mother-body concerned received a demand from the Minister of Welfare.

8. The name of a recommendable mother-body, and the name of the representative thereof as well as the name, the occupation, the age, the address and the personal history of a candidate shall be entered in the letter of recommendation. Number showing order shall be put to candidates.

9. The Minister of Welfare shall announce the occupation, the name, the age, the address and the personal history of the candidates recommended on the date following the passage of three weeks from the day on which the Minister of Welfare demanded the recommendation of candidates from the recommendable mother-body as mentioned in Article 6.

Simultaneous with the official announcement, the letter of recommendation provided for by Article 8 shall be sent to the Recommendation Committee immediately.

10. Based on the said letter of recommendation, the Recommendation Committee shall decide upon seven full candidates and seven next candidates in proportion to the number of candidates allotted to each recommendable mother-body, and shall report the matter to the Minister of Welfare within two weeks after the Recommendation Committee has received the letter of recommendation from the Minister of Welfare. However, the balance among branches of industries shall take into consideration with regard to the decision on the said candidates. Those candidates who represent the unions of public servants, school teachers and workers engaged in government and public projects shall not exceed two throughout.

11. On the day after the elapse of three weeks from the date of official announcement mentioned in Article 9, the Minister of Welfare shall appoint the said full candidates to the members of the Central Labor Committee based on the reports stated in Article 10.

Local Labor Relations Committee.

12. The election of the members of the Local Labor Relation Committee representing laborers shall be made in accordance with the procedures given below.

13. A recommendable mother-body which is qualified to recommend the candidates shall be the highest federations of unions being organized in the prefecture concerned. In this case, the total number of members belonging to the federations shall be more than that fixed by the Local Governor. (As a principle, the total number shall be more than one tenth of the total number of the members of all unions in the prefecture concerned.) Federations of unions or unit-unions which exist in the prefecture concerned and which are not the members of the highest federation mentioned in the preceding paragraph may constitute a recommendable mother-body with the total number of the members amounting to more than that mentioned in the preceding paragraph, by mutual conference.

In the case of the preceding two paragraphs the number of the members of the federation of unions shall be the total of members registered in the list of the members of each of unit-unions belonging to the federation.

14. The recommendable mother-body stipulated in the preceding paragraph shall report to the Local Governor with regard to the following matters nots later than the date fixed by the Local Governor (approximately a month preceding to the day on which the Local Governor demands the recommendation of candidates for the members of Local Labor Relation Committee representing laborers from the recommendable mother-body in accordance with paragraph 4 of Article 37 of the Enforcement Act of the Labor Union Act).

(1) Name of a recommendable mother-body.

(2) Name of the representative of it.

(3) Names of member organizations which constitute the recommendable mother-body. (In respect of a recommendable mother-body which has federations of unions as its members, the names of the unit-unions which constitute each federation shall be written.)

(4) Number of members belonging to each organization which constitute the recommendable mother-body. (In respect of a recommendable mother-body which has federations of unions as its member, the number of the members belonging to each of unit-unions which constitute each federation shall be written.)

15. The recommendable mother-body stated in the foregoing paragraph shall elect the members of the Recommendation Committee at the ratio of one against the number fixed by the Local Governor in accordance with Paragraph 1 of Article 13.

Elected members as mentioned in the preceding paragraph shall organize the Recommendation Committee decided upon the representing person of the committee, and set up the Office of the Committee. The said matters shall be reported to the Local Governor without delay.

16. The Recommendation Committee shall confirm the qualifications of each recommendable mother-body and the correctness of the total number of the members of belonging to each recommendable mother-body, and shall make the allotment of ten to twenty candidates to each recommendable mother-body in proportion to the number of the members belonging to each recommendable mother-body. All this shall be reported to the Local Governor.

The presentation of the reports mentioned in the foregoing paragraph shall be made within four weeks from the date which the Local Governor desig-

nates in accordance with Paragraph 14.

17. The Local Governor shall, when received the report stated in Paragraph 1 of the preceding Article, check up it, and shall, when has recognized the report fair, demand the recommendation of candidates from each recommendable mother-body in proportion to the allotted number to it, in accordance with Paragraph 4 of Article 37 of the Enforcement Act of the Labor Union Act.

18. The recommendable mother-body which has received the demand stated in the preceding article, shall elect the candidates allotted to it, and shall submit to the Local Governor the letter of recommendation within two weeks following the date on which the recommendable mother-body received the demand.

19. In the letter of recommendation shall be entered the name of the recommendable mother-body, and the name of the representing person of it as well as the occupation of a candidate, his age, his address and his personal history.

20. The Local Governor shall officially announce the occupations, the names, the ages, the addresses and the personal histories of the candidates recommended, on the date following the elapse of three weeks from the date on which the Local Governor demanded the recommendation of candidates in accordance with article 17. At the same time, the Local Governor shall demand the voting for the recommendation of candidates from unit-unions in the prefecture concerned. The said demand shall be carried, in the official gazette or the newspapers.

21. The unit-unions which have the right to vote shall be those whose establishment has been reported to the Local Governor by the date on which the said unit-unions received the demand mentioned in the preceding Article.

The unit-unions mentioned in the preceding paragraph shall elect one from among candidates who have been officially announced, and shall submit to the Local Governor the voting-book in which the name of the candidate elected is entered, within the period of two weeks from the date on which the demand for voting was received.

Such unit-union shall, with all responsibility, conduct the choice of candidate to be voted in a democratic way.

In the voting-book mentioned in paragraph 2 shall be entered, without fail, the name of the unit-union, the representing person of the union, and the total number of the members belonging to the unit.

The number of the members mentioned in the preceding paragraph shall be the number registered in the list of the members of the union concerned.

22. The Local Governor shall immediately send to the Recommendation Committee the voting-book mentioned in the preceding Article.

Upon receipt of the voting-book mentioned in the foregoing paragraph, the Recommendation Committee shall decide upon five full-candidates and five next-candidates on the basis of the said voting-book in the order of the total vote casts polled. The name of the said candidates and the total vote cast polled for each of them shall be reported to the Local Governor.

23. The total vote casts polled mentioned in the foregoing Article shall be counted as one vote in the case the total number of the members of unions does not reach one hundred persons, while in the case of more than one hundred persons, shall be counted at the ratio of one vote against one hundred persons. The odds shall be cut off.

24. In such a case as the purposely dishonest registration has been found on the list of the members of a union, the vote of the union shall become void.

25. On decision of candidates, the Recommendation Committee shall take the balance among branches of industries into consideration, and also shall endeavor lest the candidate who represents the unions of public servants, school-teachers, and workers engaged in government and public projects should exceed one person.

26. On the day after the elapse of three weeks from the date of announcement mentioned in Paragraph 20, the Local Governor shall entrust the said full candidates with the membership of the Local Relation Labor Committee, based on the reports stated in Article 22.

LABOR ADMINISTRATION BUREAU
LABOR MINISTRY

I N S T R U C T I O N
(Sent to Prefectural Governors)

___December, 1947

Concerning the Application of the "Method of Electing Members of Labor Relations Committee."

I. Neutral Members.

As we have stated in the Government answer to the All Japan Labor Relations Committees' Liaison conference, the Governor has the right to appoint the neutral members. It is desirable that at selecting he should take the opinions of labor and management into consideration. It is, however, absolutely necessary that the neutrality of the neutral members should be secured. The Governor shall select them with firm determination as not to appoint the members easily from among the people recommended either by labor or management, without any condition.

II. Members Representing Management.

As to the members representing management, they have not been all those who have shown much interest in labor problems. You will try every available means to appoint those who can display much activity as the members of the Labor Relations Committee. As the management organizations have been changed much since the "Method of Electing Members" was settled, recommending bodies shall be decided as the actual circumstances need.

In this case, Federation of the Management Organizations may be used.

III. Members Representing Labor.

1. Concerning the recommendation of the candidates.

(a) In forming recommending body, the so-called neutral labor unions (those which are not affiliated to San-Betsu, So-Domei or any other big federations) have not been able to form a recommending body by themselves, even though their membership is considerably large. Taking the above fact into consideration, you will take measure to admit positively those neutral unions to form recommending bodies according to the spirit of Paragraph 2, Article 13 of the Method of Electing Members ofLabor Relations Committee. You shall decide the number of membership necessary for forming a recommending body as to be convenient for performing the above measure.

In this case, if the coordination cannot be easily made among those neutral unions, the recommending body shall be made in each district under the jurisdiction of labor offices, and furthermore, the Recommending Committee shall make those neutral recommending bodies have connection together, and take measure to designate a suitable number of candidates.

(b) The distribution of candidates shall be made from among ten persons proportionally to the membership and for each candidate a substitute candidate shall be recommended from the same recommending body.

(c) The Governor shall especially be responsible for taking measure to make each recommending body select their candidates democratically and impartially.

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(d) In announcing in public the names of the candidates (substitute-candidate included), not only their personal histories but their views as members of the Labor Relations Committee shall be publicly made known to every voter.

(e) As to the recommendation of candidates, every effort shall be made to avoid to leave it wholly to recommendation by the prefectural labor unions' conference or such kind; but in unavoidable cases, strict and definite conditions shall be attached so that the recommendation shall be done democratically, for instance by way of secret ballot or not leaving recommendation only for some special leaders.

2. Concerning Method of Voting

(a) Special measures shall be taken to avoid abstention from voting, especially to those belonging to the small unions.

(b) Votes for the regular candidates shall be considered at the same time as votes for the substitute-candidates.

3. Concerning the Appointment of the Members.

In case some accident happens to those chosen as the members representing labor, or during the term of office, substitute-candidates shall be appointed; and still more, if some accident happens to the substitute candidates, the members shall be appointed from among the persons recommended from the same recommending body.

4. The determination of the period provided in the Enforcement Ordinance of the Trade Union Law and provided in the election system is designed to show the pattern to be followed in ordinary cases. Therefore, when occasion calls it may not always be followed and due attention should be paid so that the measures in election might not be made slow and resultant evils might not be brought forth.

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

APO 500
6 November 1947

MEMORANDUM TO: Military Government Team Labor Officers

SUBJECT: Democratic Union Elections

1. Recent conferences with labor and CIE officers of MG teams indicate that labor officers on the MG teams can be vitally instrumental in encouraging local labor union members to follow accepted and recognized methods of democratic procedure in the internal administration of their respective unions with particular reference to democratic union elections.

2. A democratic union is one whose policy is made by the freely expressed will of a majority of its members. The only way such democratic policy can be formulated is through a free and unhampered discussion of important issues and the use of democratic procedures in voting on these issues at local district, regional and national levels of the unions. The most democratic method of voting is by the use of a written secret ballot. No intimidation or undue influence by any organized cell or fraction within the union should be permitted.

3. Although voting procedures must necessarily vary under different circumstances, it is important when officials of delegates are to be elected that there be an elections committee elected by all of the members of a given unit for the purpose of supervising the voting procedures. The elections committee, by a given date, should accept nominations under agreed democratic procedures, and then, after reviewing the qualifications of the candidates, conduct the election at a publicized later date. All of the members should have the opportunity of casting a secret written ballot for the candidates of their choice. In voting on issues before the membership of a given unit, the voting, as far as practical, should be by secret written vote.

4. Elections of officials and delegates of Japanese unions are particularly important since the executive committee and officers of the Japanese unions exercise wide executive authority. Where the local organization is weak, where the membership meets rarely as a unit, where the units are too small to be effectively coordinated as an opposition to the leadership, the power of these officials is larger than ordinarily. For the same reasons therefore, the selection of such committee delegates or officials must be made most cautiously so that leadership elected truly represents the rank and file membership.

5. Present election procedures in Japanese unions leave much to be desired. The present concepts provide for so-called pyramid elections, where the membership elect delegates, which delegates elect a central committee, which committee in turn elects a central executive committee, which central executive committee elects in turn the officers of the national union. Rarely does the individual union member ever vote directly for his local union officials, his delegates to the national organization, his national central committee, his national central executive committee, or his national union officials. A practice of "proxy" voting is beginning whereby certain individuals gather up the proxy vote of disinterested members so that these people may exercise influence considerably out of proportion to their actual strength. There has been no instance in Japan of a union election conducted by a direct secret written vote by mail. Such procedures, in their nature, permit trained members of militant fractions to manipulate elections and to achieve a result satisfactory to their purposes.

6. In the interest of stimulatin; democratic union elections, the labor officers on the MG team may use the following procedures:

a. Stimulate the local union membership to use a secret written ballot in the selection of officials, delegates, standing and dispute committee within the local and national unions and in voting on issues confronting the union.

b. Encourage democratic union procedures in union elections scheduled in your area to include election of an elections committee to supervise elections, existence of nominations procedures, and elections scheduled at a publicized date, a reasonable interval later than the announcement of the proposed candidates.

c. Maintain familiarity with current labor union elections.

d. Become familiar with the constitution of local labor unions and encourage the adoption of democratic provision for safe-guarding democratic voting procedures and the individuals' rights within the framework of each constitution.

7. A guide reference is made to the election procedures of the National Railroad Workers Union in Japan.

a. A central committee of 124 members is the governing body of this union at the national level. The delegates to the committee are elected on a ratio of one to 5,000 members. These delegates are selected at local or district level but there is no prescribed procedure governing their choice. In some cases the choice may be by the appointment of the district committee and no direct elections by the membership occurs. There appears to be no uniform procedure for grouping the small branch units of the various local unions.

b. The central executive committee, composed of 40 members, is elected by the 124 main central committee from among its own membership. It is thus clear that since the top executive committee of the union, the central executive committee, comes from the central committee, the election of this central committee is of utmost importance.

c. This union, with a total membership of 575,000, is the strongest and most important independent union in Japan. Inclosures 1, National Organizational Structure; 2, Regional Federation Structure; and 3, Sendai Local Union Structure, of the Railroad Union is forwarded herewith for your information and guidance.

d. Elections of delegates to the new central committee of the national union is scheduled at local level for 20 November. These elections will provide an opportunity for local MG Labor officers to observe an important union election and to explore the use of techniques outlined above.

8. For the assistance of the MG Labor officer in an understanding of the problems related, reference is made to the following literature already distributed by ESS/LA to the MG Labor officer.

a. Trade Unionism: The Danger of Totalitarian Undemocratic Control (English)..

b. Trade Unionism: The Danger of Totalitarian Undemocratic Control (Japanese).

c. Democratic Trade Unionism (English).

d. Democratic Trade Unionism (Japanese).

e. Dubinsky: A Warning Against Communists in Unions (A Saturday Evening Post article.)

f. Press statement, "Local Union Meetings".

g. Press statement, "Union Conventions".

h. Press statement, "The Local Union".

i. Constitution of the American Federation of Teachers.

W. F. MARQUAT
Brigadier General, U. S. Army
Chief, Economic & Scientific Section

3 Incls
1. General Federation of Govt Railway Workers Union.
2. Sendai Regional Federation.
3. Sendai Separate Labor Union

GENERAL FEDERATION OF THE JAPANESE GOVERNMENT RAILWAY WORKERS' UNION

EXECUTIVE CHAIRMAN
EXECUTIVE VICE CHAIRMAN
SECRETARY GENERAL
ESTABLISHED 15 MARCH '46
LOCATION: 1-1 MARUNOUCHI, CHIYODAKU, TOKYO
MEMBERSHIP: 535,549

REGIONAL FEDERATION

- HOKKAIDO
- TOKYO
- NIIGATA
- NAGANO
- SENDAI 47,674
- SHIKOKU
- HIROSHIMA
- KYUSHU
- OSAKA

SEPARATE LABOR UNIONS

- FUKUSHIMA 8334
- MORIOKA WORKSHOP 1635
- AOMORI 9820
- SENDAI ADM. WORKERS 321
- MORIOKA 9118
- KORIYAMA WORKSHOP 2927
- SENDAI (LESS ADM.) 12629

Incl 1

SENDAI REGIONAL FEDERATION OF JAPANESE GOVERNMENT RAILWAY WORKERS UNION

EXECUTIVE CHAIRMAN
EXECUTIVE VICE CHAIRMAN
CHIEF CLERK
LOCATION: SENDAI RAILWAY BUREAU, HIGASHI SHICHIBANO
MEMBERSHIP: 47,674

SEPARATE LABOR UNIONS

- SENDAI (LESS ADM. WORKERS)
- SENDAI ADM. WORKERS
- FUKUSHIMA
- MORIOKA
- MORIOKA WORKSHOP
- AOMORI
- KORIYAMA WORKSHOP

Incl. 2

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

APO 500
18 July 1947

MEMORANDUM TO: Military Government Team Labor Officers

SUBJECT: Labor Relations Committees

1. Reference Memorandum to Military Government Team Officers, dated 23 June 1947, subject: Labor Relations Committees, paragraphs 4 and 8b.

2. Report recently submitted by the Labor Administration Bureau of the Welfare Ministry includes various information concerning the Prefectural Labor Relations Committees. The following inclosures are attached hereto:

a. Inclosure 1: Personnel Employed in Prefectural Labor Relations Committee Offices as of May 1947.

b. Inclosure 2: Personnel authorized for Employment in Prefectural Labor Relations Committee Offices for 1946 Fiscal Year.

c. Inclosure 3: Personnel to be Added to Prefectural Labor Relations Committee Office Staffs During 1947 Fiscal Year, by Quarters.

d. Inclosure 4: Personnel to be Added to Prefectural Labor Relations Committee Office Staffs During 1947 Fiscal Year, by Job Classification.

e. Inclosure 5: Funds Budgeted for Prefectural Labor Relations Committees for 1947 Fiscal Year.

These data are transmitted for your information and guidance in connection with the procedure suggested in paragraph 8b referred to above.

3. The importance of stimulating and implementing recruitment of personnel for the Prefectural Labor Relations Committee offices is indicated in the following observations:

a. A total of 673 persons was reported to be employed during May 1947 on the Prefectural Labor Relations Committee office staffs. Of this number, 240 were designated as full-time employees, 433 as part-time. Detailed breakdowns of these numbers are shown in Inclosure 1.

b. Only 12 of the 46 Prefectures were shown as having employed a full-time Chief Secretary. As you will note in Inclosure 2, it was intended that all of these persons be engaged during the 1946 fiscal year.

c. Employment goals for the fiscal year ending March 1948 total 1,380 full-time employees - slightly more than double the number presently engaged on both full and part-time bases. A total of 782 employees is due at the end of June 1947, 989 at the end of September, and 1,185 at the end of December. Breakdowns of these figures by target dates for hiring are shown in Inclosure 3, and by type of employee in Inclosure 4.

BASIC: Memorandum to Military Government Team Labor Officers, dated 18 July 1947, subject: Labor Relations Committees.

4. Economic and Scientific Section, Labor Division, was further advised that, beginning with May 1947, each prefectural government was to allot out of its own revenues funds to be used by the local Labor Relations Committee. These funds will be supplemented by subsidies from the national government. It is intended that the two levels of government contribute equivalent amounts to the support of these committees. Economic and Scientific Section, Labor Division, is further advised that the amounts which will be budgeted for these purposes by the National Government for the 1948 fiscal year are conditional upon the amounts actually made available by the Prefectures during the 1947 fiscal year. It is thus essential that each Prefecture and its Labor Relations Committee be aware of this fact, and take appropriate action in the immediate future to assure continued support from the National Government. Certain details of the budgets for the 1947 fiscal year are shown in Inclosure 5.

5. Each Prefectural Labor Relations Committee must assume initiative and responsibility in assuring itself an adequate budget by

a. Claiming for its proper use the money already budgeted by the National Government for these purposes.

b. Insisting upon performance by the prefectural government of its duty to provide funds at least equivalent in amount to those budgeted by the National Government.

6. In addition, each Prefectural Committee should concern itself immediately with the scheduled recruitment of competent, full-time personnel for its staff.

7. The scope and importance of the responsibilities placed upon the Prefectural Labor Relations Committees by Japanese Law make them a key part of the machinery established to promote peaceful industrial relations. It is suggested that Labor Officers encourage and implement, by all proper means, the full establishment and proper function of these committees.

W. F. MARQUAT
Brigadier General, U. S. Army
Chief, Economic & Scientific Section

5 Incls
1. Personnel Employed in Prefectural Labor Relations Committee Offices as of May 1947.
2. Personnel Authorized for Employment in Prefectural Labor Relations Committee Offices for 1946 Fiscal Year.
3. Personnel to be Added to Prefectural Labor Relations Committee Office Staffs During 1947 Fiscal Year, by Quarters.
4. Personnel to be Added to Prefectural Labor Relations Committee Office Staffs During 1947 Fiscal Year, by Job Classification.
5. Funds Budgeted for Prefectural Labor Relations Committees for 1947 Fiscal Year.

NUMERICAL LIST OF THE PERSONNEL ENGAGED IN THE SECRETARIATE OF THE LOCAL RELATIONS COMMITTEE AT PRESENT - MAY 1947

Prefecture	Chief Secretary		Secretary (Kanji)			Clerk			Employee (Koin)	Employee (yomin)	Total
	Full Time	Concurrently 2 class Secretary	Full Time	Concurrently 2 class Secretary	Concurrently 3 class Secretary	Full Time	Concurrently 3 class Secretary		Full Time	Full Time	
Hokkaido	1	0	3	8	0	8	8		7	1	36
Aomori	0	1	0	1	0	0	5		0	0	7
Iwate	0	1	1	3	0	1	3		0	0	8
Miyagi	1	0	1	3	0	4	6		3	2	15
Akita	0	1	1	2	0	3	4		2	2	17
Yamagata	0	1	1	3	0	2	3		3	0	14
Fukushima	1	0	2	2	0	3	8		3	0	21
Ibaragi	1	0	2	4	0	4	5		3	0	14
Tochigi	0	1	0	1	0	1	7		3	0	14
Gumma	0	1	1	2	0	2	6		5	0	18
Saitama	0	1	1	3	0	1	4		1	0	10
Chiba	0	1	1	2	0	1	8		0	1	37
Tokyo	1	0	3	12	0	12	6		3	0	21
Kanagawa	0	1	2	6	0	2	5		3	1	20
Niigata	0	1	1	3	0	5	2		2	0	10
Toyama	1	0	1	2	0	2	4		2	0	12
Ishikawa	1	0	1	2	0	2	4		2	0	6
Fukui	0	1	1	1	0	1	1		0	0	7
Yamanashi	0	1	0	1	0	1	4		4	0	23
Nagano	1	0	2	4	0	0	8		2	0	14
Gifu	0	1	0	6	0	0	5		1	0	17
Shizuoka	1	0	0	8	0	0	5		0	0	19
Aichi	0	1	0	11	0	0	6		1	0	11
Mie	0	1	1	2	0	0	6		2	0	11
Shiga	0	1	1	2	0	0	4		2	0	14
Kyoto	0	1	1	5	0	1	11		3	0	37
Osaka	1	0	0	16	0	6	10		4	1	30
Hyogo	0	1	1	3	0	9	8		0	0	14
Nara	0	1	1	5	0	0	4		2	0	10
Wakayama	0	1	1	3	0	0	3		5	0	12
Tottori	0	1	1	2	0	0	5		0	0	8
Shimane	0	1	1	2	0	0	7		2	0	13
Okayama	0	1	1	0	0	0	4		0	0	12
Hiroshima	0	1	1	7	0	0	2		4	0	19
Yamaguchi	0	1	1	6	0	0	3		0	0	6
Tokushima	0	1	1	2	0	0	3		3	0	11
Kagawa	0	1	1	4	0	0	3		3	0	16
Ehime	0	1	1	2	0	0	5		2	0	12
Kochi	0	1	1	2	0	1	5		0	0	13
Fukuoka	0	1	1	6	0	0	6		0	0	7
Saga	1	0	0	1	0	2	1		2	0	14
Nagasaki	0	1	1	2	0	1	4		5	0	12
Kumamoto	0	1	1	5	0	1	4		0	0	12
Oita	0	1	1	1	0	1	3		1	0	7
Miyazaki	1	0	0	1	0	2	2		1	0	7
Kagoshima	0	1	0	1	0	1	1		0	0	4
TOTAL	12	34	35	170	3	96	226		91	6	673

Incl 1

PERSONNEL AUTHORIZED FOR EMPLOYMENT IN PREFECTURAL LABOR RELATIONS COMMITTEE OFFICES FOR 1946 FISCAL YEAR

Prefecture	Chief Secretary	Secretary	Clerk	Employee (Koin)	Employee (Yonin)	Total
Hokkaido	1	4	10	10	2	27
Aomori	1	1	3	2	2	9
Iwate	1	1	3	2	2	9
Miyagi	1	2	4	3	2	12
Akita	1	1	3	2	2	9
Yamagata	1	1	3	3	2	9
Fukushima	1	2	3	3	2	11
Ibaragi	1	2	3	3	2	11
Tochigi	1	2	3	3	2	11
Gumma	1	2	3	3	2	11
Saitama	1	2	3	3	2	11
Chiba	1	6	12	12	2	33
Tokyo	1	3	8	8	2	22
Kanagawa	1	3	6	6	2	18
Niigata	1	1	2	2	2	8
Toyama	1	1	2	2	2	8
Ishikawa	1	1	2	2	2	8
Fukui	1	1	2	2	2	8
Yamanashi	1	2	4	4	2	13
Nagano	1	1	3	3	2	10
Gifu	1	3	6	6	2	18
Shizuoka	1	4	8	8	2	23
Aichi	1	2	3	3	2	11
Mie	1	1	2	2	2	8
Shiga	1	3	8	8	2	22
Kyoto	1	5	10	12	2	30
Osaka	1	4	8	10	2	25
Hyogo	1	1	2	2	2	8
Nara	1	1	2	2	2	8
Wakayama	1	1	2	2	2	8
Tottori	1	1	2	2	2	8
Shimane	1	2	4	4	2	13
Okayama	1	3	6	6	2	18
Hiroshima	1	2	4	4	2	13
Yamaguchi	1	1	2	2	2	8
Tokushima	1	2	2	3	2	10
Kagawa	1	1	2	2	2	8
Ehime	1	1	2	2	2	8
Kochi	1	1	2	2	2	8
Fukuoka	1	5	10	10	2	28
Saga	1	1	2	2	2	8
Nagasaki	1	3	4	4	2	14
Kumamoto	1	1	2	2	2	8
Oita	1	1	2	2	2	8
Miyazaki	1	1	2	2	2	8
Kagoshima	1	1	2	2	2	8
TOTAL	46	92	184	184	92	598

Incl 2

PERSONNEL TO BE ADDED TO PREFECTURAL LABOR RELATIONS COMMITTEE OFFICE STAFFS DURING 1947 FISCAL YEAR - BY QUARTERS

Prefecture	Fixed No. for 1946 Fiscal Year	To be increased, 1947 fiscal year	Number due at end of each quarter of 1947 fiscal year			
			End of June 1947	End of Sept 1947	End of Dec 1947	End of March 1948
Hokkaido	27	31	35	43	51	58
Aomori	9	12	12	15	18	21
Iwate	9	12	12	15	18	21
Miyagi	12	15	16	20	23	27
Akita	9	11	12	14	17	20
Yamagata	9	11	11	14	17	20
Fukushima	11	14	15	18	22	25
Ibaragi	11	13	15	18	21	24
Tochigi	11	13	14	18	21	24
Gumma	11	17	15	19	24	28
Saitama	11	17	15	19	23	28
Chiba	11	15	15	19	23	26
Tokyo	33	82	53	74	94	115
Kanagawa	22	25	28	34	40	47
Niigata	18	15	22	26	30	33
Toyama	8	12	11	14	17	20
Ishikawa	8	11	11	14	16	19
Fukui	8	11	11	13	16	19
Yamanashi	8	8	10	12	14	16
Nagano	13	12	16	19	22	25
Gifu	10	10	13	15	18	20
Shizuoka	18	14	21	25	28	32
Aichi	23	40	33	43	53	63
Mie	11	13	14	18	21	24
Shiga	8	10	11	13	16	18
Kyoto	22	15	26	29	33	37
Osaka	30	48	42	54	66	78
Hyogo	25	38	34	44	53	63
Nara	8	9	10	13	15	17
Wakayama	8	12	11	14	17	20
Tottori	8	8	10	12	14	16
Shimane	8	10	11	13	16	18
Okayama	13	16	17	21	25	29
Hiroshima	18	17	22	26	31	35
Yamaguchi	13	21	18	23	28	34
Tokushima	8	10	10	13	15	18
Kagawa	10	11	13	16	19	21
Ehime	8	12	11	14	17	20
Kochi	8	10	11	13	16	18
Fukuoka	28	30	35	43	50	58
Saga	8	11	11	14	16	19
Nagasaki	14	14	18	21	25	28
Kumamoto	8	13	11	14	18	21
Oita	8	12	11	14	17	20
Miyazaki	8	9	10	12	14	17
Kagoshima	8	12	11	14	17	20
TOTAL	598	782	794	989	1185	1380

Encl 3

PERSONNEL TO BE ADDED TO [illegible]FECTURAL LABOR RELATIONS COMMIT[illegible]E OFFICE STAFFS DURING 1947 FISCAL YEAR - BY JOB CLASSIFICATION

Prefecture	Chief Secretary	Secretary	Clerk	Employee (Koin)	Employee (Yonin)	Total
Hokkaido	0	8	7	16	0	31
Aomori	0	2	4	6	0	12
Iwate	0	2	4	6	0	12
Miyagi	0	3	5	7	0	15
Akita	0	2	3	6	0	11
Yamagata	0	2	3	6	0	11
Fukushima	0	3	4	7	0	14
Ibaragi	0	2	4	7	0	13
Tochigi	0	2	4	7	0	13
Gumma	0	3	5	9	0	17
Saitama	0	3	5	9	0	17
Chiba	0	2	4	9	0	15
Tokyo	0	16	28	38	0	82
Kanagawa	0	6	7	12	0	25
Niigata	0	4	4	7	0	15
Toyama	0	2	4	6	0	12
Ishikawa	0	2	4	5	0	11
Fukui	0	2	4	5	0	11
Yamanashi	0	1	2	5	0	8
Nagano	0	2	4	6	0	12
Gifu	0	2	3	5	0	10
Shizuoka	0	3	3	8	0	14
Aichi	0	9	11	20	0	40
Mie	0	2	4	7	0	13
Shiga	0	2	3	5	0	10
Kyoto	0	4	4	7	0	15
Osaka	0	10	15	23	0	48
Hyogo	0	9	11	18	0	38
Nara	0	1	3	5	0	9
Wakayama	0	2	4	6	0	12
Tottori	0	1	2	5	0	8
Shimane	0	2	3	5	0	10
Okayama	0	4	4	8	0	16
Hiroshima	0	4	4	9	0	17
Yamaguchi	0	5	6	10	0	21
Tokushima	0	2	3	5	0	10
Kagawa	0	2	4	5	0	11
Ehime	0	2	4	6	0	12
Kochi	0	2	3	5	0	10
Fukuoka	0	7	7	16	0	30
Saga	0	2	4	5	0	11
Nagasaki	0	3	5	6	0	14
Kumamoto	0	2	5	6	0	13
Oita	0	2	4	6	0	12
Miyazaki	0	1	3	5	0	9
Kagoshima	0	2	4	6	0	12
TOTAL	0	156	235	391	0	782

Incl 4