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WOMEN AND MINORS' BUREAU *

L-300

TREMENDOUS TASK SHOULDERED

By

Mrs. Kikue Yamakawa **

The year 1949 was one of great problems for the Women and Minors' Bureau of the Labor Ministry, but it has also meant that we have gained increased confidence and hope in carrying out our task during 1950.

The determined enforcement of the austerity program in furtherance of the nine-point economic principles and the Dodge plan has emphasized the drastic retrenchment of expenditures by government and civilian organs alike. An unfortunate and not wholly intentional result of this policy has been that women and minors, who are not strongly organized and whose level of training is low, have suffered the most under personnel readjustments.

The Women and Minors' Bureau bears the responsibility of protecting the interests and welfare of this great section of the nation's population, and the task has been tremendous.

Popular Belief

When the government personnel readjustment plan was announced last year, a popular belief was that the purpose was to discharge women employees. Inquiries and petitions on the subject poured into the Labor Ministry, and on June 4 our Bureau addressed a request that women should not be discriminated against under the proposed reduction of personnel to the Chief Cabinet Secretary and to the President of the National Personnel Authority.

While few employers are discharging women employees solely because of their sex, the fact remains that there has been a great increase in the number of unemployed women. It is also clear that women are finding it increasingly difficult to obtain work.

Chief among the factors discouraging employment of women is the traditional belief that a woman obtains work purely on an immediate need for an income and does not intend to stay long on the job. It is also true that the inactivity of women within a labor union and the lack of understanding of the important role that women employees play in any field of employment create unfavorable conditions.

Education Important

To counteract these unfavorable factors, the Women Workers' Section has undertaken a campaign of education among employer groups and among women themselves. Activities of women union members are also encouraged by publications and conferences.

There are definite fields in which women can be employed more profitably and efficiently than men. One is the field of nursing. There is currently a shortage of 30,000 trained nurses in this country.

The working conditions for nurses, a profession which is almost exclusively entered by women, are far from satisfactory. Economic and social conditions afforded them are poor, and it is no wonder that an adequate number of women does not undertake this form of employment. The Deliberative Council on Problems of Women and Minors, an organ attached to the Labor Ministry, has begun a special study of the nursing profession as a part of the program to expand the employment field for women. The recommendations made by the Council to improve working conditions of nurses and other working women in Japan are being carried out by the Women Workers' Section.

To increase employment opportunities for women, the Section has asked employers to create more jobs for them. At the same time it has taken steps to make women more alert to employment possibilities and to improved technical training. A broad educational program was conducted during November and December of last year among the nation's women.

Minor Workers

The Minor Workers' Section conducted a survey for a period of two months last spring of minors employed in

Japan's cities. Of the 551 young workers interviewed, it was found that 60 per cent of them provide the financial support of their families. The monthly net income of most of these minor workers ranged from ¥4,000 to ¥6,000. The hours of employment and other working conditions for these young people were found to be unsatisfactory, and the Minor Workers' Section is currently working on plans to improve these conditions as soon as possible.

A survey carried out among the schools last April was prompted by the fact that there was an increase of absenteeism and of children of school age not going to school. It was found that a greater percentage of these children was being employed in violation of the Labor Standards Law or in places where the law had no application and that their pay was extremely low. These children, too, were bearing the burden of supporting their families.

To Eliminate Evil

After investigation of the "child slavery" practice in the Tohoku section of Japan, where children were being sold into bondage for a number of years in exchange for a sum of money, the Women and Minors' Bureau cooperated with the Labor Standards Bureau, People's Welfare Agency and Child Welfare Agency to plan steps to eliminate this evil. A study to achieve a fundamental cure for this problem is being carried out.

The Women's Section has issued an information sheet explaining the revised Civil Code, Child Welfare Law, Labor Standards Law and legislations affecting the women of Japan. It has also conducted lectures throughout the country to assist women's organizations in carrying out more effectively their educational campaign.

The Section also investigated the conditions of families of which women were the heads of the household and the position of women in general.

With the cooperation of government and private organizations, the Labor Ministry last year sponsored Women's Week from April 10, promotion of the Welfare of Women Workers' Week from August 1 and the Protection of Minor Workers' Movement Week from November 14.

As a part of Women's Week this year from April 10, a movement to increase the happiness of Japan's women and another to improve the welfare of women workers will be carried out simultaneously, and it is hoped that as the week is annually observed greater achievements will be gained each succeeding year.

The rise of unemployment in this country has been accompanied by the increase of women seeking home-industry work to supplement the family income. Attention has been called to growing number of women being exploited by unscrupulous commercial operators who take advantage of the economic conditions to capitalize on cheap labor by evading the provisions of the Labor Standards Law. These tactics endanger the gains made by labor unions in protecting the workers from exploitation. A program is outlined to investigate such home-industry operations and protect persons so engaged from such illegal methods.

Measures Planned

Closely related to the problems of protecting women workers and improving their working conditions is that of elevating the status and bettering the circumstances faced by the housewives and by farm women. Extensive measures are planned for this year to correct objectionable and unjustified conditions in rural areas in close cooperation with the Agriculture-Forestry Ministry.

The Women and Minors' Bureau of the Labor Ministry is prepared to strike at the heart of the many existing problems so that the women and children of Japan can look forward to their proper role in the democratic life of the country.

* Printed in NIPPON TIMES, January 25, 1950

** Mrs. Kikue Yamakawa is Director of the Women and Minors' Bureau of the Labor Ministry.

CHUGOKU

25 Nov 1950

~~W + M - G~~
W + M - G

INFORMATION

O.D. *[Signature]*

Labor Ministry
Women's and Minors' Bureau
Leaflet No. 19

L-300

"LABOR UNIONS PROTECT YOU!"

1. Why is a labor union necessary for workers?

An employer may not consider your opinion if presented individually, but if all the workers deal with the employer as a group, requests will be considered seriously. If in your working place there is need:

- To raise unduly low wages
- To provide adequate rest periods
- To improve safety equipment
- To improve sanitary conditions
- To better welfare facilities

you can negotiate (- to talk together) with the employer through the union.

2. What is a labor union?

It is an organization of workers who negotiate with the employer to protect their positions and to improve working conditions.

3. Union members and officers

Union officers negotiate in behalf of union members. Therefore you must elect officers who will represent you. Attend the meetings of your union without fail and express your opinions, so that your union officers can represent you faithfully.

4. Labor agreement

Through negotiation between the employer and the union (collective bargaining) an agreement (expressed in writing) is reached on working conditions. This is called a labor agreement and the employer and workers must abide by it. When the period of the agreement expires, it is renewed through negotiation between the labor union and the employer.

5. Women have achieved these results through union activities!

Women of the _____ National Union, together with men, tried very hard to obtain an increase in the wage-base at the time of the revision of the labor agreement, and succeeded in getting a 25 per cent raise in starting pay.

L-722

ECON 1403

The Women's Section of _____ Department Store asked the union to negotiate with management to eliminate discriminatory practices in retirement age (retirement age for women - 45 years, for men - 55 years) and the union was successful in having a 55-year age limit established for all workers.

Women of _____ factory presented to management a proposal agreed upon at a general union meeting for a new dressing room and were successful in getting one.

At _____ Company, women had to spend a great deal of time in miscellaneous work besides their own jobs, and so the Women's Section asked the union to negotiate with management to employ odd-job workers and were successful.

Women of _____ factory have won working clothes for all workers, through the efforts of the shop stewards.

6. Women workers! Don't be afraid of joining a union.

The labor union is an organization by which workers help one another.
The union protects you!

The right of union organization and collective bargaining is guaranteed by the Constitution Article 28.

The purpose of the Trade Union Law is to help workers form labor unions and insure collective bargaining for the conclusion of labor agreements, based on the rights guaranteed by the Constitution.

CHUGOKU

25 AUG 1950

INFORMATION:

O.D. 8

Labor Ministry
Women's and Minors' Bureau
Leaflet No. 19

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組合はあなたをまもります！

1. はたらく人にはなぜ労働組合が要るのでしょうか？

使用者はあなた一人のことならとりあげないかもしれませんが、はたらく人たちがまとまれば、しんげんに考えてくれます。もしあなたの職場で、不当にひくい賃金をひきあげるとか、正当な休けい時間をとるとか、安全設備をなおすとか、衛生上の環境をよくするとか、福利施設をととのえるとか、せねばならないときは、あなたは、組合を通して使用者と交渉（はなしあう）することができます。

2. 労働組合とは……

やとわれてはたらく人たちが、自分で自分たちの地位をまもり、はたらく条件をよくするために、力をあわせて、使用者と交渉する団体です。

3. 組合員と役員

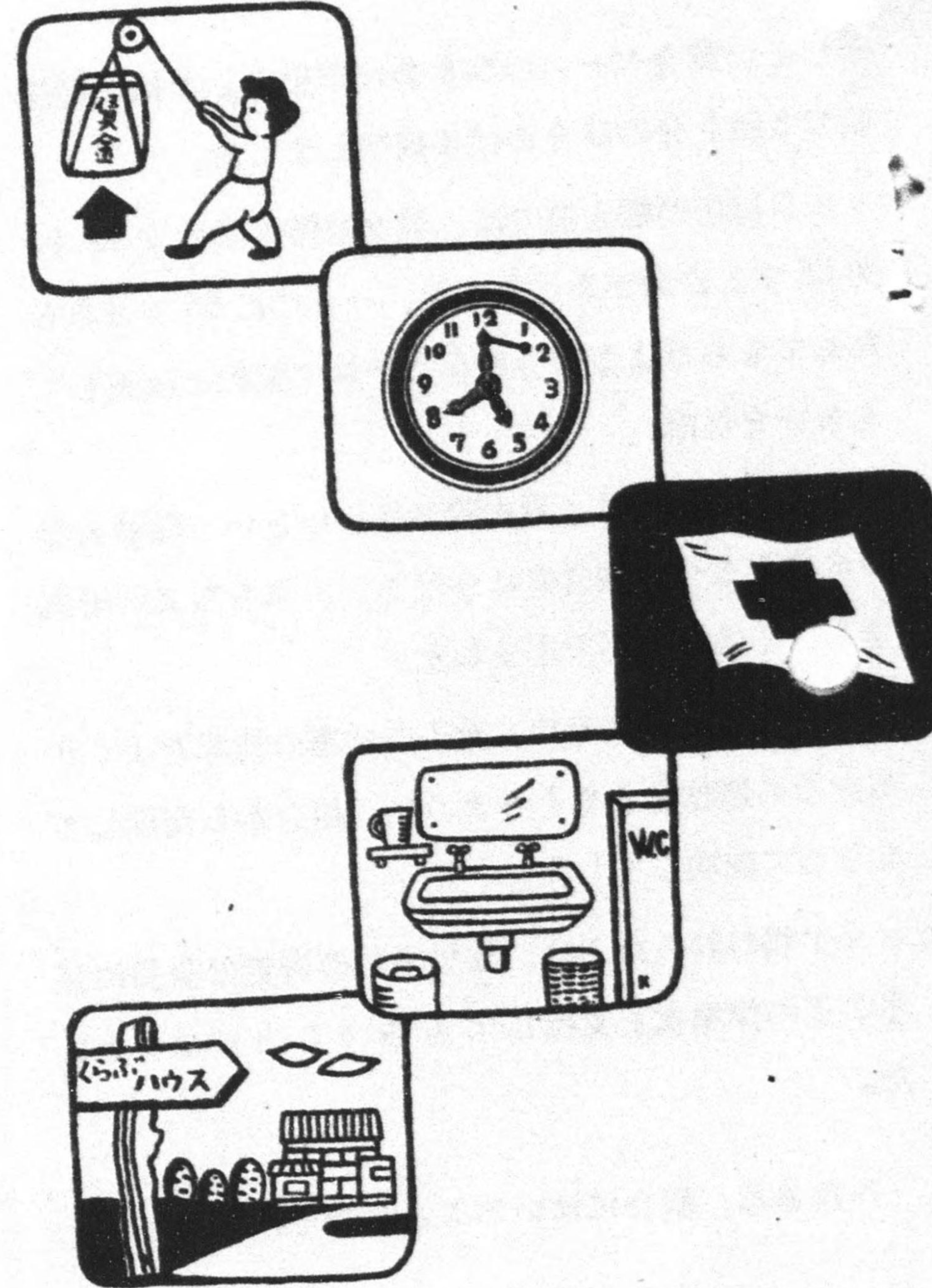
交渉には、組合員のみんなにかわつて役員があたります。ですからみなさんは、自分にかわつて自分の考えをのべてくれる人を役員にえらぶべきです。役員が組合員の意見をできるだけ忠実に代表できるように、あなたは組合会議にかならず出席して、あなたの考えを、のべてください。

4. 労働協約

こうして使用者と労働組合との間の交渉（団体交渉）によつて、はたらく条件について、とりきめ、文書にします。これを労働協約といつて、使用者も労働者もともにまもらねばなりません。そして協約は、きめられた期限がきたら、また団体交渉によつてつくりなおします。

5. 組合活動で婦人はこんなに成果をあげています！

△全国××組合の婦人たちは協約改正のとき、男女が



一しよに賃金ベースのひきあげ運動をした結果初任給で2割5分のひきあげに成功しました。

△××百貨店の婦人部では、男女の停年制に女45才、男55才と差別があつたのを、一りつに55才とあらためてもらふよう組合に申し入れて協約を改正してもらいました。

△××工場の婦人は、更衣室がほしいという職場大会の決議をもつて経営者にかへあい、気もちよい更衣室をつくることができました。

△××会社の婦人部では、女子の仕事の能率をよくするために雑務をやとうように、組合から交渉してもらつて成功しました。

△××工場の婦人たちは、職場委員の奔走で全員に夏冬2着の作業衣を支給してもらふことになりました。

6. みなさん、組合にはいることをおそれてはなりま

せん。組合ははたらく人がおたがいにたすけあうためのあつまりです。

組合はあなたをまもります!

◎労働者の団結権、団体交渉権は、憲法第二十八條で保障されています。

◎この憲法の保障する権利にもとずいて労働者が労働組合を結成し、労働協約をむすぶため、団体交渉を行うことをたすけるのは、労働組合法の目的です。

労働省婦人少年局 東京都千代田区代官町一

リーフレット No. 19

1950年8月

労働組合は
あなたをまもります



L-300

Fuhatsu No. 162

July 1, 1950

From: Director of Women and Minors' Bureau.
To : Head of Prefectural Field Representative Office.

**Re. Movement for Acceleration of Union Activities by
Women Workers**

We send to you enclosed herewith a copy of "Essentials for movement for Acceleration of Union Activities by Women Workers", a program scheduled to be carried out during the coming August and September. It is requested that the Prefectural Field Representative Office under your charge will make preparations based on the above essentials, so that the program could be effectively carried out.

Further, in connection with this enlightenment activities, the notification under the joint signature of Director of Labor Policy Bureau and Women and Minors' Bureau, has been issued to each Prefectural Labor Department (or Economic Department) in order to obtain their cooperation in the campaign.

(Annex)

Essentials for Movement for Acceleration of
Union Activities by Women Workers

Objective: To make women workers well-informed as to the necessity of union activities and give them an impetus to the acceleration of their voluntary participation in the same activities.

Object of the Movement:

1. Women workers in general.
2. Union leaders of both sexes.

Period: During August and September 1950.

Key points of the movement:

1. To provide women workers in general with the simplified knowledge of the principles of the union activities.
2. To make women union members examine questions particularly connected with them in the union activity.
3. To make union leaders (of both sexes) check up proper steps for the promotion of union activity of women workers.

Method of carrying out the movement:

The movement will be carried out in the following two ways.

1. Assistance to lecture meetings on labor education meetings scheduled for August and September.
 - a. The Prefectural Field Representative Office will ask Prefectural Labor Policy Section to include a program for education of women union activities in the Summer Labor Education Lecture Meeting under the sponsorship of the same Labor Policy Section.

- b. The Prefectural Field Representative Office will encourage various establishments and workshops to hold "Lecture meetings for labor education for women workers in general, and will cooperate with them.

2. Union leader conference:

Period; 1 - 15 September.

- a. The Field Representative Office will sponsor the opening of union leader conferences attended by union leaders (men and women) from various establishments in the prefecture, and have them mutual discussion to find effective means of hastening positive participation by women workers in the union activity.
- b. The Field Representative Office will encourage local unions of various enterprises in the prefecture to hold round-table conferences of women union officers and other officers to check proper steps leading to the positive participation by women workers in the union activities, and also give them encouragement to have meetings for finding concrete measures to attain the above object in each establishment.

Data:

1. Data to be distributed.
- (1) Lantern slides.
 - (2) Leaflets.
 - (3) Pamphlets.
 - (a) On the principles of the trade union.
 - (b) Model for conducting a conference.

(c) On recreation

(4) Wall newspapers.

On the object of the movement.

(5) Pictures to be pasted on boards.

(6) Films.

On the importance of the union activities.

2. Reference data used by the Prefectural Field Representative Office.

(1) "Outline of labor education program scheduled during the months from July to September." prepared by Labor Policy Bureau.

(2) A guidance to the acceleration of the union activities by women workers.

CHUGOKU

INFORMATION

O.D. 8

File L-47-G

9 AUG 1950

Notice No. 150, issued by Women's & Minors' Bureau

L-300

June 21, 1950

**On the Request for Unemployment Counter-measures
for Women out of Employment**

1. Securing employment and protection for day laborers is getting more and more urgent lately. Complaints from women day-laborers on the actual situation being brought to our Bureau, we looked into the matter and found out the results as stated in the accompanying sheets, and we request you to look over them.
2. We asked for your special consideration by notice No. 234, issued by Women's & Minors' Bureau on August 24, 1949, so that you may plan special projects in selecting and planning the kinds of Unemployment Counter-measures' work, suitable for women. In Tokyo and Hyogo Prefectures, the local governments have chosen school-land services and assistants at hospitals, etc., for Work Relief Projects apart from the Counter-measures projects under the Unemployment Counter-measures Law.

Moreover, by the notice No. 1,106 issued by Economic Stabilization Board on October 27th, 1949, the Economic Stabilization Board presented to your Bureau three kinds of jobs besides the school-land services as kinds of jobs for unemployment counter-measures work for women unemployed.

According to the Unemployment Counter-measures Law, No. 3, Article 4, it is provided as one of the requirements for unemployment counter-measures work, as "absorb as many as possible of particular types of workers to you here, again, that you would take into consideration the kinds of jobs our Bureau has requested you to taken up for unemployment counter-measures work, together with the kinds of jobs presented by the Economic Stabilization Board, when you select the kinds of jobs for Unemployment Counter-measures Work.

Director of Women's and Minors' Bureau sent the following request as to the work relief projects to the Director of Employment Security Bureau, Fu-hatsu No. 234, 24 August 1949.

(Copy) Fu-hatsu No. 234.

From: Director, Women's and Minors' Bureau
To: Director, Employment Security Bureau
Subject: Request on Work Relief Projects for woman unemployed workers.

The types of work relief projects under Article 4 of the Emergency Unemployment Counter-measures Law are shown in the Ministry of Labor Notification No. 15, 5 August 1949. I wish to request you that particular attentions be paid upon the following items in selecting and planning the type of work relief projects for women workers, from the point of view that many women are expected to become unemployed in future.

1. To select the projects particularly fit for women workers in terms of special mental and physical characteristics of women.
2. To exclude such projects as involving the works which violate the prohibition of women's handling heavy goods specified by the Labor Standards Law or any other works which are considered inadequate to women from the viewpoint of welfare and health.
3. To contemplate the program for conducting such projects as follows which may meet the principles under 1 and 2 are also the manpower requirements under the present situation.

1) Assistant in nursing facilities:

Washing of dirty clothes, cleaning of facilities and other odd jobs which can be dealt with by the present work force of nurses and other staffs.

2) Assistant in Food stuff Distribution Corporation:

Clerical work for rationing of foodstuff, liaison with consumers, works in rationing centers, etc.

3) Assistant for meal supply in school:

Cooking, distribution and other works which are being handled by school janitors or PTA members.

4) Servants in National or public sanatoriums: which need not be

Cleaning and other odd jobs in hospitals which need not be handled by nurses.

4. When many women workers are bringing their infants and children with them, special consideration must be given upon their conducting works and taking care of such infants and children.

Also at the same time, Director of Women's and Minors' Bureau orally requested the same to Director-General of Economic Stabilization Board.

Since then all local public entities have been operating the work relief projects both on the basis of the Emergency Unemployment Counter-measures Law and on the basis of their own program.

Complaints from women day laborers are frequently being filed to Director of Women's and Minors' Bureau, saying that there is quite a discrimination as to wages between men and women. The Bureau conducted the survey by using women's section staffs and prefectural representatives over the work relief projects in Tokyo and other prefectures.

The results are as follows. (Only the summary is shown here, because detailed tabulation is not so reliable due to inadequacy and contradiction of data in some localities.)

The Work Relief Projects by Prefectures

I. Types of the Work Relief Projects.

1. The Work Relief Projects based on the Emergency Unemployment Counter-measures Law:

Clearance of road; cleaning of ditch; ground levelling of road; works in cleaning beds; playground levelling; reclamation of air-raid shelters; clearance of devastated streets; clearance of vacant public ground; improvement of rivers and water-courses; improvement of harbors; environment sanitation works; care of parks.

2.2. The Work Relief Projects by Local Autonomy Board:

Repair of road; cleaning of ditches; ground levelling of parks; repair of watercourse in farm; cleaning of park, police hospital, metropolitan board; government and public school; improvement of rivers; levelling of playground; clearance of vacant public ground; assistant work in school lunch supply and survey and statistics; odd work in nurseries and public hospitals; sand guard; agricultural engineering works, new establishment of riverside green zone.

II. Number of day laborers.

An example on a specific day (Fukuoka-ken)

	Male	Female	Total
Fixed No. on budget.			
No. registered	14,869	8,363	23,232
No. employed	2,389	1,946	4,335

III. Method of employment

Rotation system	6 ken	
In order of arrival	1 ken	Saitama
In order of registration	1 ken	Tokyo

IV. Contents of Work.

Contents of jobs of females are relatively light work among the types of the Work Relief Projects mentioned above. Their main jobs are; cleaning of road, park; odd work in school lunch supply, nurseries and hospitals.

V. Working hours.

Maximum: 8 hours of actual work

Minimum: 6.5 hours of actual work

VI. Wages.

	Maximum	Minimum
Light work	\$ 228	\$116
Heavy work	295	150

**Information on Chance of Employment, on Ages, and
on Other Matters about Women Day-laborers.**

1. Ages.

Laborers under 20 years of age are restricted. (Aichi, Hyogo)

Laborers under 18 years of age are restricted. (Fukuoka)

As a general rule, laborers over 60 years of age are restricted (Aichi, Hyogo), but those who are the supporter of the family and able to work are not restricted (Fukuoka).

2. Chances for employment.

(1) Motive of being employed of female laborers is that chiefly widows with children or dependents of factory laborers who have not been paid, intend to get over the difficulty of living.

(2) Generally there is no discrimination in treatment between male and female but in allocation of jobs, light work is given to females after examining their contents.

(3) Most of jobs is out-door work, a kind of earth-works, and frame-work of job order for light work is small and scope of employment of female laborers is narrow (Kanagawa)

(4) It is common phenomenon to all PESOs that the number of female applicants for day labor is greater than that of general female job applicants.

(5) In Tokyo-to and Hyogo-ken, they operate the school lunch supply, unlicensed sick nurse system to dispatch to hospitals as the Work Relief Projects by prefectures besides those which based on the Emergency Unemployment Counter-measures Law.

3. Others.

Women in company with their children and pregnant women whose time is near or those only a week after giving birth, are seen engaging in the day labor.

On School Lunch Service as a Work Relief Project by Tokyo-to.

Tokyo-to adopted school lunch service as a type of the projects in compliance with the Program of the Work Relief Project of Jan. 27, 1950. The operating status of the projects is that the number of persons on budget within the metropolis is 1380. They were assigned to 17 PESOs there. There were employed 1061 persons including 831 females in the work of school lunch supply as assistants as of March 31, 1950 according to the statistics made by the women Worker's Section from "Daily report on Day Labor Referral" which were submitted by each PESO in the Metropolis to Tokyo Labor Bureau.

No assistant in the work of school lunch supply has been employed through Shinjuku or Shibazono PESO.

No. of Assistant of School Lunch Supply as of Mar. 31, 1950

	PESO		Male	Female	Total
1.	Kaneko	A	9	96	105
2.	Ono	B	8	22	30
3.	Gotanda	C	12	103	115
4.	Shibuya	D	11	88	99
5.	Kanda	E	8	56	64
6.	Ikebukuro	F	31	83	114
7.	Adachi	G	60	71	131
8.	Mitaka	H	18	18	36
9.	Hachioji	I	5	16	21
10.	Tachikawa	J	2	14	16
11.	Iidabashi	K	31	38	69
12.	Honden	L	22	96	118
13.	Oji	M	20	44	64
14.	Ueno	N	6	51	57
15.	Omori	O	4	35	39
16.	Shinjuku	P	0	0	0
17.	Shibasono	Q	0	00	0
	Total		340	831	1061
	Percentage				100

We visited A and B PESO where there were comparatively a large number of female workers employed to survey the employment status of assistants in the work of school lunch supply, then visited the workers at the schools where they were working.

1. Method of referral and employment.

PESO refers them in response to the job order from schools keeping contact with the Education Section of the Ward Office. Ordinary applicants

are handled by the Employment Section and day laborers, by the Labor Section.

First the workers receive character test and then physical examination (Roentogen test and examination of feces by a health center) and those passed these examinations are to take the procedure to affiliate themselves with unemployment insurance. The conditions of the laborers desired by schools are these who are healthy in physically and spiritually and clean. They do not care so much as to the sex of the workers.

2. Wages.

As light work, their daily wage is \$203 (including 3 as price of stamp used for unemployment insurance) and \$200 is the home-taking wage. No discrimination between male and female.

Most of them are paid weekly according to their own desire. Every Saturday they report themselves to PESO to submit the Employment Approval and receive the referral card for the next week and submit it to the school.

3. Working hours.

8-hour labor--- an hour's recess Sunday is a holiday, other festival days and vacations are not regarded as holidays and they get paid.

(1) Example of "A" School.

Working hours 08:00---16:00

Tue. Wed. Fri. Milk (10:00) lunch (12:00)

Mon. Thu.: Milk only

As the school adopts a half time school system, on those days when both milk and lunch are supplied the work is over at 15:30 but it is over at 13:30 when only milk is supplied. After the work, workers lend hands to such works as cleaning, mimeograph printing and other deskwork.

(2) Example of "B School".

To attend at 08:00

08:00 — 09:00 recess

09:00 — 13:30 or 14:00 lunch work.

After this, cleaning or other work is given.

(3) Example of "C School".

08:00 — 16:00 working hour including an hour of recess.

At 13:30 the work of lunch supply is over. After this, workers must find work for themselves. A female worker said that they were sorry to find appropriate work to do after the lunch work was over.

4. Contents of work.

(1) Carrying materials.

Most materials are brought in by merchants but some of them must be carried by school servants or male day laborers from the school where the materials are pooled for distribution.

(2) To fire the kitchen range to boil water to offer tea to teachers.

(3) Cleaning (including teachers' room)

(4) Washing of vegetables.

(5) Cutting of vegetables.

(6) Milk distribution (10:00)

To distribute it to five class rooms. Upper class pupils bring for themselves.

(7) Lunch (12:00)

Same as above.

(8) Washing of tablewares.

(9) Putting the kitchen in order and cleaning.

5. Opinions on the part of schools.

They are very glad because the day laborers work very efficiently.

On the contrary low efficient, work of school servants is noticeable. There is a fear to occur frictions between the former and the latter. Schools desire to regularize the day laborer when they become to able to supply perfect school lunch in near future.

6. Opinions on the part of day laborers.

They are working gladly because they cannot obtain as much income by side job at home as they get from the day labor. Moreover the environment of working place is good and the work is easy. They are earnestly desiring to continue the work for long time, i.e., they are desiring to become regular workers.

CHUGOKU

INFORMATION

8

20 JUN 1950

L-38
L-300

WHAT RULES DO THE LABOR STANDARDS LAW PROVIDE FOR THE DORMITORIES?
(Leaflet No. 17 Women's and Minors' Bureau, Labor Ministry)

Rules of dormitory attached to enterprise.

SELF-AUTONOMY OF DORMITORY LIFE.

The private lives of the workers in the dormitory are entirely free and separate from labor relations.

Especially the employer must not do the following things:

1. Interfere with the election of committees for the self-government.
2. To require the boarders to obtain permission from the employer concerning leaving the premises or staying out of the dormitory overnight.
3. To force the workers to take part in such events as education, amusement and so forth.
4. The workers who live in the dormitory attached to the enterprise shall not be under restriction to see their visitors except at a place and time which may impair the common interest of the workers.

On other matters too the employer must not interfere with the private lives of the boarders living in dormitories.

ORDER OF DORMITORIES

1. To properly and pleasantly carry on the daily life of the dormitory, it is important to follow the rules of the dormitory. For this purpose the employer must draw up rules of dormitory concerning the following items and submit them to the competent Labor Standards Inspection Office.
 - a. Rising and bed time hour, leaving the premises or staying out all night.
 - b. Functions.
 - c. Food.
 - d. Safety and sanitation.

- e. Administration of building and facilities.
- 2. In case the employer is drawing up dormitory rules, on items a, b, c, and d, it requires the vote of more than half of the boarders' representatives. It is the same when revising the rules too.
- 3. In case over half of the boarders are minors the draft should be posted at a place where everyone can see it at least 7 days before the vote.
- 4. The rules of the dormitory are to keep the dormitory life in order, so the employer and the boarders should follow it.

FACILITIES, SAFETY, SANITATION OF THE DORMITORY

To protect the lives, health and discipline of the boarders the employers must follow the following rules.

- 1. Important rules for Class A dormitories which are defined to accomodate workers for over six months.

PLACE- such as the neighborhood of a working place handling explosive, combustible, or ignitable raw materials and unsanitary and hazardous places must be strictly avoided.

ROOMS-

- a. Men and women must not be accommodated in the same dormitory building; however, this shall not apply in case a perfect partition and separate entrances and exits are provided.
- b. Floor space of one room shall be at least two and a half square meters per head (1 and a half tatami).
- c. Suitable closets or individual shelves shall be provided.
- d. Windows of the bed-room leading to the outside shall be equipped with at least sliding doors and shoji (sliding paper doors) or with glass sliding doors and window curtains.
- e. A light of at least ten candle power shall be installed per four square meters of the living space.

- f. Suitable heating arrangements shall be made.
- g. Mosquito net and bedding must be provided for exclusive use of each worker.
- h. Two or more sets of workers with different bedtimes must not be accommodated in the same bedroom.

PASSAGEWAYS AND STAIRWAYS-

- a. The stairways and passageways should be made so as to enable the workers to escape easily at any time in case of emergency.
- b. The hallway must be only on one side of the bedroom and at least 1.2 meters wide.

The capacity of the bedroom and the names of the workers who live in it must be posted at the entrance to the bedroom.

The dormitory where thirty or more workers live continuously must have a dining room.

Disinfecting arrangements for tableware, foodstuffs and so forth shall be made.

BATH- Unless there are bathing facilities available in the neighborhood of the dormitory, an adequate bathing place shall be installed.

Dressing room and bathroom shall be separate for men and women.

Pure water shall be used.

TOILETS-

Toilets shall be separate for men and women, and partition and separate entrances to each section shall be provided if possible.

Shall be kept clean.

In proportion to the number of workers, adequate and sufficient washrooms, laundry place and drying place for laundry shall be established.

Separate washbasins for persons with infectious eye-diseases must be provided other than those provided for the healthy.

PHYSICAL EXAMINATION

- a. Must be given at least twice a year.
- b. In case a person's health is found to be harmful to other boarders he must not be allowed to live in the dormitory.

In case fifty workers or more live in the dormitory continuously, a sickroom must be provided.

Bedding and like and the bedrooms used by those who suffer from contagious diseases must not be used by other workers until the completion of disinfection.

2. CLASS B DORMITORIES

There are rules for Class B dormitories too.

(Class B dormitory is used to accommodate workers for a period of six months or less.)

Detailed information is available at the prefectural Labor Standards Bureau office, offices of the Women's and Minor's Bureau Field Representatives, or Local Inspection Offices.

16 MAY 1950

CHUGOKU

FORMATION:

O.D. 8

WHY IS SELF-GOVERNMENT NECESSARY?

ECONOMICS
LABOR FILE
NO. _____

SO YOU CAN
BE A REAL
FREE PERSON.

L-300

At Your Dormitory

- (1) Did you make the constitution of your self-government association by your own ideas?
- (2) Were officers elected by secret ballot?
- (3) Is everybody glad to be an officer?
- (4) Does everybody attend meetings of their own free will and speak up at the meetings?
- (5) Do you have meetings often?
- (6) Does everybody fully know the financial situation of the self-government association?

IF YOU CAN ANSWER "YES" YOUR SELF-GOVERNMENT IS MOVING IN THE RIGHT DIRECTION.

Wall Newspaper #5, Women's & Minors' Bureau, Labor Ministry.

L-308

Let us enlarge field of job for women.

L-300

1. Women have made progress such as this in the field of jobs.

During the war women were engaged in all kinds of jobs. As a result women are now found in almost all kinds of jobs.

Let us take Tokyo as an example

For clerks, as which most of the women are employed, was approximately 13,000 in 1930 and increased to approximately 7 times as much in 1947 with nearly 90,000

There were 7,173 women teachers in 1930 but more than 9,140 in 1947.

In 1879 the first 15 women teachers graduated from Women's Normal School and 70 years since then their number through out the country has risen to more than 210,000 in 1948. During this period the number of women that were assigned to important post as teachers increased and in 1947 there were more than 75 women principal of public schools through out the country.

Doctors, dentists and pharmacists together were 763 in 1930, however they increased to 1,779 in 1947.

The first successful woman candidate in the national examination for doctor appeared in 1885, however in 1948 there are approximately 5,500 women doctors through out the nation.

Jobs where women employment is low:

Electric technician was only 1 in 1930, however in 1947 the number increased to 173.

Civil engineer was none in 1930, however there were 27 in 1947.

Judicial workers such as lawyers, attorney and other were none in 1930, however it increased to 25 in 1947.

So far there have been 12 successful women candidates in the national examination for lawyers, among which 8 are running their own office. Also there are 2 judges on probation and 1 procurator.

Incl 1

Field workers has also increased.

Skilled workers, such as watch makers and watch repairers, were 324 in 1930 but 609 in 1947.

Draftwomen were 216 in 1930 but they increased to 475 in 1947.

One of the jobs in which no women could be found prior to just after the termination of the war is the woman police. Sixty women police were hired for the first time in Tokyo in 1946 but now there are 1,288 through out the nation.

Among the women public service workers there are 881 installed officials in the central government as of the end of 1948 and most of them have been installed after the war. For public service workers there are many suitable jobs for women as administrative officials such as child welfare officer, juvenile investigator, farm land living standard promoting agent, labor standard inspector and others. In these fields the number of women workers are increasing every year.

Jobs which always have been occupied by women by far greater numbers than by men are, midwives, nurses, public health nurses, dieticians, domestic servants, spinners, silk-reelers, weavers, knitters, telephone operators, etc.

It is interesting to find that in 1930 through out the country, jobs exclusively occupied by women were 3 kinds: "geisha-girls", "shakufu" (bar-maids) and midwives. On the other hand, number of kinds of jobs in which no women had engaged were about 50, including such jobs as welders, firemen and carpenter that require heavy labor, and such professional work as lawyers, attorneys and public accountants. Whereas, after the war, in 1947, out of 120 classified jobs almost all kinds of job had some women workers employed and there were no job occupied solely by women.

Thus, women have made advance now to a very wide field of jobs and they also have the ability to serve in almost any kind of jobs.

2. Let us receive vocational guidance and vocational training and find suitable jobs!

You, who seek jobs, remember that it is essential that you should receive proper vocational guidance and training, so that you

may take root in the firm ground of jobs which women have developed in the past.

What jobs then, are suitable to you?

Jobs suitable to women

A. Jobs for which vocational training is required before employment

a). Jobs which require vocational training for short period (from 3 to 6 months) before employment.

These are the jobs for which middle school graduates or high school graduates and those with lower education receive training for the jobs from 3 months to 6 months at the Public Vocational Training Centers or other vocational training institutions and then apply for employment.

- Typist (English and Japanese)
- Accountant (training in calculating machine and abacus)
- Book-keeper (simple book-keeping)
- Telephone operator
- Foreign dress-maker assistant

b). Jobs which require vocational education for considerable period (from one year to two years) before employment.

These are the jobs for which middle school graduates, high school graduates and even those with more education receive vocational training for one or two years at vocational training institutes and then apply for employment.

- Dietitian
- Barber and beautician
- Electric communication operator
- Stenographer
- Book-keeper
- Foreign dress-maker, Cutter, Designer
- Draftsman, designer
- Dental hygienist, Dental technician
- Librarian
- Translator, interpreter
- Photographer
- Poster painter
- Nurse for nursing installation stipulated in the Child Welfare Law.
- Social worker (case-worker)

c). Jobs which require high class professional education before employment.

These are the jobs for which professional education for 3 or 4 years or more at colleges and universities is required before entering occupational career.

Midwife, nurse, public health nurse
 Teacher, -- Primary school, middle school, high school, college, university, and kindergarten teacher
 Physician, Dentist, Pharmacist
 National and local government official
 Journalist, Editorial staff
 Judicial worker -- (lawyer, judge and procurator)
 Scientific surveyor
 Statistician
 Public accountant
 Personnel affairs administrator -- Chief clerk of educational and personnel affairs at factories, department stores and other establishments

B. Jobs for which vocational training is not required before employment but require training at the working place.

a). Jobs for which training in the actual work for two or three months to six months is required before learning necessary techniques of the work.

These are the jobs for which it takes a person without experience from 2 or 3 months to 6 months of practice in the actual work before getting skilled in the jobs.

Photographer (assistant)
 Inspector assistant, Examiner assistant at factory work
 Draftsman assistant
 Tuner of harmonica
 Surveyor
 Statistic clerk
 Cook
 Assistant worker of foreign dress-maker

b). Jobs for which training in the actual work for one or two years is required before getting skilled at work.

These are the jobs for which it takes a person 1 or 2 years of practice in the actual work to get the skill in the jobs.

Dental technician, dental hygienist
 Assistant worker in scientific research
 Radio-broadcasting technician
 (announcer, maker of broad-casting schedule)

Dancer, chorus girl
 Decorator
 Poster painter
 Photographer
 Mechanist, examiner and inspector of watches and clocks
 Lens grinder
 Tuner of piano and organ
 Dressmaker

c). Jobs for which high grade training in the work is required.

These are the jobs which require a person not so much of school career as high standard specialized training and experience in the actual work.

Artist -- (painter, cartooner.)
 Commercial artist
 Musician
 Actress

C. Jobs for which no training is required before employment.

These are comparatively simple jobs and they do not required special vocational training before employment, and persons can take these jobs after finishing middle school courses.

Simple clerical worker -- (Employee at national and local government - non official.
 Receptionist, guide of office, usher of theatre and cinema-house, booking clerk, ticket-clipper, bill-collector, secretary and copyist.)
 Shop-clerk -- (sales-girls, waitress at dining-room, register-clerk of store and department store.)
 Assistant worker to decorator and designer
 Apprentice at foreign dress-maker
 Domestic servants - house-keeper, maid and nurse-maid
 All kind of unskilled workers -- (Knit-worker, spinner, silk-reeler, worker at pharmaceutical factory, worker at electric bulb manufacturing factory, Telegraph-wire manufacturing worker, assorter, assistant draftwomen, apprentice of photographer.)

Let us Arm Ourselves with Techniques for Jobs!

1. It is important to arm yourselves with skill and techniques to get jobs.

2. You who are seeking your first jobs by graduating school, consult with your teachers and officials of Public Employment Security Centers, confiding them with your desire.

3. Before you choose your job, receive the aptitude test and use its result as your reference in the choice of job.

4. After you have chosen your job, ask the guidance of your teachers and officials of Public Employment Security Centers for what kind of training you should take.

5. At your working places, take care to develop your job technique, and train your skill so that you may be advanced to a responsible position.

Obtaining skill and technique of your jobs. --- That is the best way to enlarge the field of jobs for women.

(Notice)

Whenever you wish to consult about your jobs and to have advices about your jobs, come to the Public Employment Security Center or to the Prefectural Sections in charge of the employment security work.

If you wish to have vocational training and acquire skill needed for jobs, consult with the Public Vocational Training Center or the Public Employment Security Centers,

When you wish to find jobs, apply for the Public Employment Security Center near your places.

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PROBLEMS OF WOMEN IN INDUSTRY
AND
CHILD LABOR IN JAPAN

L-300

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TOKYO

17 February 1947

PROBLEMS OF WOMEN IN INDUSTRY AND CHILD LABOR IN JAPAN

In our meeting this afternoon I plan to discuss the most serious problems of women in industry and child labor in Japan, the needs of these groups for special protective legislation, the steps taken in the United States to afford this protection, standards recommended by such organizations as the ILO, and the need for effective enforcement machinery.

It should be recognized that there are many problems related to labor contracts, wages, hours of work and other working conditions that are common to all workers and for which protective legislation is needed. These problems involve risks or abuses against which the individual worker is unable to protect himself by individual action in a modern, complex, industrial society. Concessions won by labor unions can do much to improve conditions where their bargaining power is strong, but minimum standards must be set by the government to protect workers whose bargaining power is weak. Minimum standards fixed by law also serve to protect the more progressive employer who is willing to improve employment conditions voluntarily against substandard competition. Finally, minimum legal standards also help to protect the gains won by unions from being undermined by substandard conditions.

Exploitation of women and children, whose bargaining power has traditionally been weak, has too long been associated with Japan's industrial system. Japan already has protective laws on its books, such as the Factory Act, the Industrial Workers' Minimum Age Act, and the Shop Act, but these laws have only limited coverage, set standards of unduly long hours, and permit employment at too young an age. Their net effect is only slight. It is essential that if Japan is to take its place with the democratic nations of the world, it must revise its economic way of life and establish standards of employment which will no longer make Japan synonymous with "sweat-shop" labor.

Adequate laws regulating the hours of employment and other working conditions of women must be enacted if the interests of approximately three million or more gainfully employed women workers are to be safeguarded. Such laws are also in the public interest since safeguarding the health of women workers, who are potential mothers, is essential for the protection of the welfare of the nation. Child labor laws must be enacted which will set a minimum age for employment, regulate working hours, and restrict the employment of minors in dangerous or hazardous jobs or jobs which are otherwise harmful to their health and welfare. Unless such protection is given, the children of Japan will continue to be deprived of their right to full educational opportunities and their chance for development as healthy, intelligent, and useful citizens in a democratic society.

General MacArthur in his statement of 11 October 1945 to Baron Shidehara, expressly noted that there should be "the institution of such measures as may be necessary to correct the evils which now exist in child labor practices." Article 27 of the new Constitution also provides that the exploitation of children shall be prohibited.

For the purpose of our discussion it would seem advisable to consider separately the specific problems of women in industry and those involving the employment of children and youths.

Problems of Women in Industry

Equal Pay for Equal Work

The principle of no discrimination with regard to wages as between men and women is of the utmost importance to the women workers of Japan who have traditionally been paid lower wages than men for comparable work. While figures are not available on earnings of men and women for comparable work, it is significant that today the average earnings of women are less than half that of men.

The principle of equal pay for equal work is not a new one and has gained wide acceptance in recent years. It has been vigorously supported by the International Labor Organization which, in its most recent recommendation (1944) noted as follows:

"In order to place women on a basis of equality with men in the employment market and thus to prevent competition among the available workers prejudicial to the interests of both men and women workers, steps should be taken to encourage the establishment of wage rates based on job content without regard to sex."

At present in the United States the federal government and many state and local governments apply this principle to their employees. In seven states laws have been enacted which apply this principle to employees in private industry. Even in the states which do not have such a law, many employers have voluntarily accepted the principle as constituting good business practice. Trade unions in the United States as well as in other countries are supporters of the equal pay for equal work principle, since they recognize that it helps sustain the level of men's wage rates.

The women of Japan, however, must realize that important as it is to have this principle enacted by law, the real problem arises in its effective enforcement. In the United States analysis of job content and the evaluation of jobs for the purpose of wage setting have become accepted practices, particularly in large plants. On the other hand, in Japan wages are primarily related to the individual worker, his age, number of dependents, previous schooling, and other personal factors rather than solely on the basis of the job he is required to do. Since the principle of equal pay for equal work involves analysis of job, much will have to be done in terms of job evaluation before the principle can be fully effectuated.

A further problem arises in that in some industries such as textiles, only women are employed in certain occupations and no comparison with wages of men are possible. In such cases it may be necessary to evaluate the women's jobs in terms of the jobs performed by men. In the United States, particularly in large plants, jobs have been evaluated on the basis of job requirements such as degree of skill, intelligence, strength, training, education and experience required to do the work, working conditions, job hazards and the relative importance of the job in the company's wage structure. The rate for the job is then set, and the same rate is paid whether a man or a woman fills the job.

Working Hours

Excessive working hours and lack of rest not only injure the worker's

health but also increase the risk of accident due to fatigue. Under existing legislation protective provisions with regard to maximum working hours are extremely inadequate. The Factory Act limits employment of women to ten hours a day and requires for them two rest days a month. Further, this Act covers only women working in factories employing more than ten workers unless certain types of power-driven machinery are used. The Shop Act, while setting a 10 p.m. closing hour in certain retail establishments, sets a maximum 10-hour day only in large department stores; thus, hours of work in many important fields in which women are employed are unregulated; for example, service industries including hotels and restaurants, transportation, small retail stores, etc.

In a report published by the Women's Bureau of the U. S. Department of Labor, called "The Industrial Nurse and the Woman Worker," the following statement by Dr. Isadore Lubin, former U. S. Commissioner of Labor Statistics, is quoted:

"It can be proven by medical evidence that the amount of fatigue increases at a more than proportionate rate as you go beyond a certain number of hours a day . . . There is evidence to show that the eighth, ninth, and tenth hours do not result in many industries in as much output per man as any of the first six or seven hours."

The study also cites surveys made by an eminent British authority who found that increasing hours of work produces a greater incidence of accident among women than men.

The working standards for women recommended by eight federal government agencies in the United States include an 8-hour day, 6-day week. At present in the United States, 43 states and the District of Columbia have laws limiting the daily and weekly hours of employment in one or more industries. One-half of the states, including most of the large industrial ones, set eight hours a day and/or 48 hours a week or less as the maximum time in one or more industries a woman may be employed. In almost all these states manufacturing establishments are covered by these standards. In most of the remainder of the states a maximum 54-hour week has been established. It should be pointed out that in some states which have a 48-hour maximum week, certain limited overtime is permitted as, for example, in New York where longer hours are permitted in the canning industry for a specified period or in department stores during the Christmas holidays.

In Japan today, the establishment of a maximum eight-hour day and 48-hour week for women with some provision for limited overtime would seem entirely feasible in manufacturing and a number of non-manufacturing industries. The extent to which longer hours should be permitted, if at all, in certain non-manufacturing industries should be determined only after careful consideration of the needs of the industry, the health and welfare of the workers, and the public interest.

Days of Rest

As already noted, the present Factory Act requires only two days of rest per month for women workers. There is virtually universal agreement that one day of rest in seven should be required for women workers in order

to safeguard their health. In the United States about one-half of the states prohibit the employment of women for more than six days per week in some or all industries. In seven of these states the laws cover both men and women.

Maternity Laws

The problem of maternity leave is one that has been much in the limelight. As far back as 1919, the ILO had recommended that in public or private or commercial undertakings or in any branch thereof other than undertakings in which only members of the same family are employed, that a woman:

a. Shall not be permitted to work during the six weeks following her confinement.

b. Shall have the right to leave her job if she produces a medical certificate stating that her confinement will probably take place within six weeks.

c. Shall, while she is absent from her work, be paid benefits (benefits out of public funds or insurance necessary to maintain herself and her child).

In the United States legislation regarding maternity leave has not progressed as far as other phases of protective legislation for women. This may be due to the fact that economic pressures to continue working immediately before and after childbirth in the United States is not so great as here. The federal government and many state and local governments have maternity leave policies which permit the women employees leave of absence for specified periods during which time their positions are guaranteed to them. Many advanced employers also have maternity leave policies, and group insurance plans also cover this contingency. A few states have passed legislation on this subject. Where such legislation has been enacted, it provides for outright prohibition of employment for specified periods, usually before and after childbirth.

In Japan the present Factory Act forbids the employment of women until six weeks after childbirth and requires that four weeks' leave be granted before confinement, if requested. The extension of the coverage to other industries and the raising of the period for leave before childbirth would bring the present standards in conformity with ILO standards.

Physiological Holidays

The question of granting physiological holidays for women workers has been much discussed in Japan. This question has never been an issue in the United States. All workers in the United States are free to decide when and where they will work. Most women workers in the United States continue on their jobs during this period. If a woman is too ill to work, she remains at home. However, most governmental agencies, as well as many of the larger private establishments, have a so-called "sick leave" policy which permits an employee to remain away from his job when he is ill for a certain

number of days per month or year, during which time the worker receives his salary. Also, many state laws require factories employing a certain number of women to have rest rooms in which cots are placed for the use of women employees. It is customary to permit women who wish to do so to take short rest periods during which time they may lie down.

The situation in Japan, however, may be different from that in the United States. Lack of rest rooms, sanitary facilities and modern personal hygiene may make it essential that women workers be permitted a certain number of days in which they may remain at work or in their dormitories. In any case, it should be the right of the woman worker to decide for herself whether she is able to work.

Dormitories

Problems arising from the dormitory system are also of particular significance to women since the vast majority of dormitory dwellers, particularly those employed in the textile industry, are women. The dormitory system in Japan has long been criticized for the many serious abuses that are possible under it. While physical conditions in some dormitories are adequate, there still exist dormitories in which the physical conditions such as ventilation, lighting, space, toilet facilities, etc. are such as to be detrimental to the health, safety, and welfare of the workers.

Fully of as great significance as the question of physical standards is the fact that the dormitory system has followed a general pattern of preventing individual freedom and democratic living. Rules regulating the dissemination of reading materials, the freedom of the workers to leave the dormitories, to receive guests and to mix with the community at large have caused statements similar to the description given by one visitor who called the dormitories "high-class penal institutions."

Many of the girls coming from rural areas enter the mills at an early age and form a docile group of workers who are readily subjected to the stringent regimentation of their personal lives. If these girls and women are to take part in the democratization of Japan, it is essential that legislative safeguards be established to control the authority of the employer to regulate the social life in the dormitories. The argument advanced that special controls of the social life of dormitory dwellers are needed because of their youth should be effectively answered with the raising of minimum age standards for employment. Only through the greatest possible autonomy with workers taking part in the drafting and enforcement of dormitory rules will it be possible to refute the critics of the Japanese dormitory system.

Other Problems

In addition to the problems discussed above, there are many others that require the attention of those concerned with protecting the health and welfare of women workers. These include, among others, night work, safety and sanitation, prohibition of employment in hazardous occupations including underground mining, seating, lifting of heavy loads, special problems of domestic workers in homes, etc.

Child Labor and Youth Employment

Minimum Age (All ages referred to in this section are ages computed from actual date of birth or "full age").

In Japan the Industrial Workers' Minimum Age Act of 1923 applies to nearly all mining, manufacturing, construction, transportation, and goods handling activities. This Act prohibits employment of children under 12 and permits children from 12 to 14 to work only if they have completed elementary school. Other laws set higher minimum age standards for employment in mines, at sea, and in certain hazardous occupations.

The elimination of exploitation of child labor in Japan requires both the extension of coverage to additional industries and the adoption of higher minimum standards in those industries already covered.

In the United States the Fair Labor Standards Act sets the following minimum ages (American style) for the employment of minors in or about establishments producing goods for shipment to other states or to foreign countries:

- 16 for any employment during school hours.
- 16 at any time in manufacturing, mining, or processing occupations or in occupations requiring the performance of any duties in work rooms where goods are manufactured, mined, or processed.
- 16 at any time in the operation of elevators or operation of any power-driven machinery except office machines and in other specified occupations.
- 18 in occupations found and declared particularly hazardous by order of the Chief of the Children's Bureau. (7 such orders have been issued to date.)
- 14 outside school hours in limited occupations (occupations other than those specifically enumerated as having a 16 or 18-year minimum age) and only under specified safeguards.

In addition to the federal act, every state has a child labor law regulating the conditions under which children and young people may work. These laws vary in the standards and coverage. Seventeen states (including one in which the law is soon to go into effect) have laws which set a 16-year minimum age for employment during school hours. A few of the states have exceptions for employment in agriculture or domestic service in private homes. Four states have a 15-year minimum age during school hours. Twenty-six states have a 14-year minimum age for employment during school hours, and one state has established no minimum age, but children under 16 required to attend school may not be employed during school hours. In addition, a number of states prohibit the employment of minors under 18 in certain specified occupations.

The U. S. Children's Bureau has strongly recommended a minimum age of 16 years for employment except work outside school hours in certain non-factory employment at 14 and 15. These standards have received the

approval of national organizations in the United States and the State Labor Commissioners.

In view of the present economic conditions in Japan, it may not be entirely feasible to attempt to meet the standards recommended above at the present time, although these standards should be an ultimate goal. In those industries already covered it would seem entirely feasible to raise the minimum age to full 15 years with some exception for those full 14 years of age who have completed compulsory schooling. It should be pointed out that the 15-year standard is embodied in the conventions of the ILO (1937) for certain types of industrial undertakings.

If the 15-year standard is set, children under full 15 years of age should not be permitted to work during school hours.

With regard to the employment of children outside of school hours in other than manufacturing, mining, construction, transportation, and goods handling activities, the question arises as to what should be the lowest age for employment. Ideally, such a minimum age is recognized to be 14. However, in view of the present economic conditions, such a limit may not be practicable, and it may be necessary to permit children to work at a somewhat lower age. The youngest age mentioned by the ILO (1932, 1937) is 12 years. If such work is permitted, however, safeguards must be set up so that the child may be employed only in light work which is not injurious to his health and welfare and which does not hinder his schooling, and with the permission of his parent or guardian, the school authorities, and the competent agencies administering labor laws.

With regard to employment in hazardous occupations it is imperative that the minimum age for employment be raised to at least 18 years of age. The young worker usually lacks the caution and judgment that characterizes a safe worker. He is not so well developed physically as an adult and is undergoing rapid physical, mental and emotional changes. He is naturally adventuresome and often may neglect to use guards or protective equipment or may attempt to lift objects beyond his strength. These facts contribute to a higher accident rate for young workers than for adult. The prevention of the employment of young people under 18 in dangerous or hazardous jobs is essential not only for the protection of the young workers involved, but for the protection of their fellow workers whose safety may likewise be jeopardized.

Hours of Work

Long hours of work are particularly harmful to young people under 18 who have not yet reached their full strength and whose physiological and psychological immaturity entails greater susceptibility to fatigue. Today in Japan, virtually the only maximum hours protection afforded minors under 16 are those provided in the Factory Act, and even for these children, ten hours of work per day is permitted. For those concerned with the health of the young people of Japan where the incidence of tuberculosis have assumed appalling proportions, the following statement by Eugene L. Opie, MD, President of the National Tuberculosis Association in the United States, is significant:

"The injurious effects of child labor are doubtless greatest in early childhood, but during adolescence long hours of muscular or mental effort may be equally disastrous in transforming the incipient tuberculosis that is frequent at this period into active and often fatal disease."

In the United States the Children's Bureau and many national organizations concerned with the problem have recommended the following standards as desirable: a maximum 8-hour day and a maximum 40-hour, 6-day week for young workers under 18; additional limits on daily and weekly hours of work when combined with school; "night work" prohibited at least between 6:00 p.m. and 7:00 a.m. for boys and girls under 16 and at least between 9:00 or 10:00 p.m. and 6:00 a.m. for those 16 and 17 (or during similar night hours).

These standards have not as yet been fully realized in the United States. The Fair Labor Standards Act of 1938 does not set maximum hours for employment for those 16 years of age and over. However, children 14 or 15 years of age who are permitted to work in certain occupations may be employed a maximum 3-hour day and 18-hour week when school is in session and a maximum 8-hour day and 40-hour week when school is not in session. All work must be performed between 7:00 a.m. and 7:00 p.m., with certain exceptions for newspaper distribution.

Most states also prohibit children under 16 years of age from working longer than an 8-hour day, 48-hour week, and seven states limit the weekly hours of such children to 40 or less. About 1/3 of the states, including a number of the large industrial ones, regulate the hours of work for 16 and 17-year-olds to the extent of establishing a maximum work week of 48 hours or less, at least for employment in factories or stores.

It would seem, in view of the reported large-scale unemployment in Japan, that a maximum of 48 hours of work should be established for at least all minors under 18 years of age. For those under 15 years of age who may be permitted to work outside school hours, it is desirable that shorter hours of work be established. The ILO in its 1937 convention has recommended that the duration of such employment outside of school hours not exceed two hours per day on either school days or holidays, and the total number of hours spent at school and on light work in no case to exceed seven per day, or in effect 42 hours per week.

Night work standards should be established which will insure for young workers ample rest, sleep and leisure time for recreational and cultural activities.

Apprenticeship

The apprenticeship system in Japan which has purportedly been designed for the training of skilled workers has, in effect, often been no more than a method of exploiting cheap child labor. In the small workshops, in particular, so-called apprentices seldom learned the trade but were employed for unusually long periods of time at low wages. The contract often involved advance payment to the apprentice's parents with the result that the apprentice was employed under conditions which resembled

involuntary servitude. While there are laws and ordinances on the books covering apprentices, the coverage is limited and gives virtually no protection, permitting contracts as long as 10 years regardless of occupation.

It is imperative that this method of exploiting young workers be eradicated. Legislation must be enacted which will eliminate abuses in the training of skilled workers by requiring that certain standards of wages, hours, working conditions, training, education, and appropriate supervision be met before the approval of the administrative office for the employment of such worker is granted. In the United States there has been established a Federal Committee on Apprenticeship on which outstanding employer and labor representatives serve in equal number together with members of interested government agencies and which acts as a national policy body for the apprenticeship unit set up in the United States Department of Labor. In addition, national committees in certain industries, such as construction, have been established. Many states have also enacted voluntary apprenticeship legislation and have set up state apprenticeship councils.

As defined and approved by the Federal Committee on Apprenticeship and by the United States Office of Education, the term "apprentice" means "a person at least 16 years of age who is covered by a written agreement with an employer or with an association of employers or employees acting as an agent for an employer, and approved by the State Apprenticeship Council or other established authority which apprentice agreement provides for not less than 4,000 hours of reasonable, continuous employment for such person, for his participation in an approved schedule of work experience through employment, and for at least 144 hours per year of related supplemental instruction." In order for an apprentice to be employed at less than an applicable minimum wage, the employer must present evidence that the apprentice is to begin a thorough-going training on the job in compensation for a lower than minimum wage. He must submit a written agreement conforming to the standards of the Federal Committee on Apprenticeship which has been approved by an authorized public apprenticeship agency.

In a number of industries in the United States, apprenticeship standards have been developed between the employer and unions through collective bargaining and have been incorporated in union contracts.

Other Problems

In addition to the problems discussed above, there are many others which are of major concern. These include elimination of the practice of money-in-advance contracts where advance payments are made to the minor's parents or guardian and which, in effect, result in involuntary servitude. Legislation is needed to insure that the parent or guardian is not permitted to make a labor contract with the employer for the minor, that wages are paid directly to the minor, and that no deductions other than those permitted by law may be allowed.

Effective Enforcement

So far I have stressed legislation. But legislation without enforcement is a pretty package without contents. It is of no purpose to enact laws which adequately safeguard the employment of women and minors if the laws do not contain stringent penalties for violation and if machinery is not established for effective enforcement.

Not only are the standards set by present Japanese laws inadequate, but they have "no teeth in them." Providing for money fines constitutes a wager with the employer where he often stands to lose little. Only imprisonment or penal servitude will prevent the serious violations. Further, inspections have been totally inadequate. At present there are only 68 inspectors, including only one woman inspector, enforcing protective legislation for all Japan. Under these conditions it is readily understandable why violations have continued and violators have gone unpunished.

Labor laws can be made effective only through vigorous but understanding enforcement by the labor officials responsible for administration. The labor inspector is not a policeman. An important part of his job is that of educating employers and workers as to the benefits to be derived by good labor standards. Effective enforcement means that well-qualified and trained inspectors including women inspectors must be provided in sufficient numbers to insure periodic visits to all establishments covered and to make reinspections whenever necessary. To achieve this end adequate and continuing appropriations must be provided for administration.

Above all, effective enforcement means the active and informed support of employers, workers and the public. The agency enforcing labor protection laws must embark on a large-scale, educational program. Employers must be educated to the fact that good standards that protect the health and welfare of the worker is "good business" and that effective enforcement protects him from the unfair competition of unscrupulous employers. Workers can individually and through their labor organizations insure that the laws are observed. The public must be awakened to the fact that effective enforcement of protective labor legislation is of paramount importance to the community as a whole.

Women's organizations, employers' organizations, unions, legislators, etc., can and should take an active part in developing a sound program for protective labor legislation and for making such legislation effective.