

TABLE 2. EMPLOYMENT BY INDUSTRY AND SEX, 31 DECEMBER 1945, 30 JUNE AND 31 JULY 1946

| INDUSTRY | 31 December 1945 | | | 30 June 1946 | | | 31 July 1946 | | |
|---|------------------|------------------|------------------|------------------|------------------|------------------|-------------------|------------------|------------------|
| | Total | Male | Female | Total | Male | Female | Total | Male | Female |
| FACTORIES, CONSTRUCTION, AND UTILITIES | | | | | | | | | |
| Total | 370,565 | 306,453 | 64,114 | 534,567 | 443,196 | 91,371 | 540,349 | 450,301 | 90,048 |
| Machine & Tool Mfg. | 943,213 | 794,236 | 148,982 | 1,347,712 | 1,132,947 | 214,765 | 1,366,946 | 1,150,362 | 216,584 |
| Chemical | 372,295 | 255,049 | 116,446 | 505,021 | 348,074 | 156,947 | 522,450 | 362,545 | 159,905 |
| Gas, Electric & Water Works | 46,088 | 41,574 | 4,514 | 54,455 | 49,792 | 4,663 | 54,575 | 50,093 | 4,482 |
| Ceramic & Earthen & Stone | 135,664 | 96,114 | 39,550 | 190,493 | 137,354 | 53,139 | 192,602 | 137,991 | 54,611 |
| Textile | 467,093 | 341,455 | 125,638 | 646,086 | 492,239 | 153,797 | 656,794 | 495,599 | 161,195 |
| Lumbering & Wooden Products | 354,794 | 281,556 | 73,238 | 506,133 | 418,039 | 88,094 | 519,636 | 430,908 | 88,728 |
| Foodstuffs | 264,597 | 172,036 | 92,561 | 301,895 | 197,215 | 104,680 | 309,436 | 203,246 | 105,590 |
| Printing & Bookbinding | 51,112 | 35,562 | 15,550 | 73,516 | 52,562 | 20,954 | 76,238 | 54,910 | 21,328 |
| Civil Engineering & Construction | | | | | | | 632,273 | 573,490 | 58,783 |
| Other | 173,011 | 104,809 | 68,202 | 229,102 | 140,067 | 89,035 | 233,075 | 143,416 | 89,659 |
| TOTAL | 3,173,437 | 2,229,682 | 943,755 | 4,388,980 | 3,111,585 | 1,277,395 | 5,104,928 | 3,753,261 | 1,351,667 |
| MINING AND QUARRIES | | | | | | | | | |
| Total | 88,094 | 69,767 | 18,327 | 95,615 | 77,074 | 17,741 | 96,053 | 78,640 | 17,413 |
| Sand Ore | 943 | 662 | 281 | 1,305 | 784 | 521 | 1,083 | 776 | 307 |
| Coal | 317,643 | 258,522 | 59,121 | 407,660 | 341,592 | 66,068 | 409,060 | 343,460 | 65,600 |
| Petroleum | 8,734 | 7,401 | 1,333 | 9,743 | 8,525 | 1,218 | 9,986 | 8,778 | 1,208 |
| Other Mining | 6,274 | 4,637 | 1,637 | 6,924 | 5,369 | 1,555 | 6,928 | 5,398 | 1,530 |
| Quarries | 27,375 | 22,400 | 4,975 | 36,631 | 29,668 | 6,963 | 39,266 | 31,943 | 7,323 |
| TOTAL | 449,061 | 343,389 | 105,678 | 559,658 | 462,312 | 97,346 | 563,176 | 463,995 | 99,181 |
| TRANSPORTATION & COMMUNICATION | | | | | | | | | |
| Total | 1,241,610 | 914,265 | 327,345 | 1,329,189 | 1,007,808 | 321,381 | 1,322,352 | 1,002,807 | 319,545 |
| MISCELLANEOUS ESTABLISHMENTS | | | | | | | | | |
| Site | 64,968 | 51,699 | 13,269 | 81,885 | 62,499 | 19,386 | 79,542 | 63,229 | 16,313 |
| Offices & Miscellaneous Services & Commerce | 2,634,946 | 1,779,406 | 855,540 | 2,945,358 | 2,038,232 | 907,126 | 3,001,278 | 2,004,041 | 917,237 |
| TOTAL | 2,699,914 | 1,831,105 | 868,809 | 3,027,243 | 2,100,731 | 926,512 | 3,080,820 | 2,117,250 | 933,550 |
| TOTAL | 7,569,024 | 5,408,401 | 2,160,623 | 9,305,070 | 6,779,336 | 2,525,734 | 10,071,272 | 7,472,327 | 2,598,945 |

SOURCE: Labor Census, 1946, Cabinet Bureau of Statistics
 1/ Excluding civil engineering and construction

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775015

46. Seven prefectures accounted for 45 percent of total employment in July 1946, as follows:

| Prefecture | 1/ 31 December 1945 | 1/ 30 June 1946 | 1/ 31 July 1946 |
|--------------------------|---------------------|-----------------|-----------------|
| Tokyo | 1,054,770 | 1,336,202 | 1,457,894 |
| Osaka | 513,784 | 697,439 | 737,210 |
| Aichi | 346,312 | 473,894 | 513,409 |
| Fukuoka | 385,827 | 477,708 | 510,577 |
| Hokkaido | 426,779 | 469,457 | 493,793 |
| Hyogo | 381,211 | 484,618 | 458,022 |
| Kansai | 251,278 | 345,843 | 379,930 |
| Total, seven prefectures | 3,359,961 ✓ | 4,205,161 ✓ | 4,550,715 |

1/ Construction workers are excluded from December and June and included in July figures.

47. Of the 9,305,070 persons employed on 30 June 1946 (excluding construction workers), 4,570,287 were wage-earners and 3,187,353 were salaried employees, while 1,548,430 were apprentices and family workers.

accounted for the largest proportion of wage-earners, while salaried workers were most numerous in , as shown below.

Public Works Program

48. According to the first quarterly reports on public works projects (see summary for January), an average of 1,259,077 persons per day was employed on public works projects during November 1946. An additional 100,000 workers were employed on railway and communications projects.

Of the 1,259,077 persons reported three-quarters were unskilled workers. Agriculture and Forestry projects accounted for the largest number of workers, 70 percent of whom were farmers. Details are shown below.

AVERAGE NUMBER OF WORKERS EMPLOYED ON PUBLIC WORKS
PROJECTS PER DAY
November 1946

| Type of Project | Skilled | Unskilled | Total |
|--|---------|-----------|-----------|
| River and flood control | 32,804 | 83,313 | 116,016 |
| Road | 30,588 | 101,208 | 131,796 |
| City planning | 8,314 | 112,310 | 20,624 |
| Dwelling houses | 44,339 | 21,704 | 66,043 |
| Government buildings and schools | 10,705 | 3,570 | 14,275 |
| Ports | 4,990 | 7,843 | 12,833 |
| Agriculture | 73,515 | 384,002 | 457,517 |
| Forestry | 121,287 | 267,038 | 388,325 |
| Fishery | 4,593 | 9,745 | 14,337 |
| Bore test of coal | 431 | 1,279 | 1,700 |
| Vocational training, sanitation, scrap collection, etc. | 8,052 | 37,559 | 45,611 |
| TOTAL | 319,507 | 939,570 | 1,259,077 |

SOURCE: Ministry of Welfare

Employment Exchanges

49. First labor market survey by Welfare Ministry and prefectural and local employment exchange officials was begun in February for the city of Kumagaya. The survey was to serve as a pilot study for future labor market surveys throughout Japan on the basis of which the employment exchanges would plan employment programs.

50. According to Ministry of Welfare reports there were 393 licensed private employment exchange agencies in Japan in December 1946. Total activity was very small, amounting to only 536 vacancies reported for the month, 746 applicants for jobs and 438 placements (excluding Hyogo Prefecture). Seventeen prefectures had no private employment exchanges.

Vocational Training

51. The Advisory Committee on Vocational Education and Guidance held its third regular meeting on 4 February, followed by meetings of its subcommittees to discuss history of vocational guidance, apprenticeship, etc., and plans for future programs.

52. The number of persons participating in the vocational training program continued to increase, reaching a total of 15,409 persons in 423 courses in 358 training establishments at the end of January 1947, as shown below.

53. The number of Government-subsidized "jusan" or handicraft establishments totaled 1,991 training 101,803 persons (30,011 men and 71,791 women) at the end of January (see Summary for January). Persons who were working at home on "jusan" materials after completing the short training course numbered 60,404 (7,778 men and 52,626 women).

54. In addition to the regular vocational training and "jusan" programs the Government financed 46 cooperative factories and workshops which provided work for 1,635 unemployed persons at the end of January 1947 as follows:

| <u>Kind of Work</u> | <u>No. of Factories</u> | <u>Workers</u> |
|---------------------|-------------------------|----------------|
| Joinery | 13 | 485 |
| Machinery | 8 | 310 |
| Lumber | 4 | 172 |
| Handicraft | 12 | 410 |
| Food products | 9 | 358 |
| TOTAL | 46 | 1,635 |

SOURCE: Ministry of Welfare

55. In line with the current all-out efforts to increase coal production, a program of Government-financed schools for coal mine workers was undertaken late in 1946, with a goal of 36 schools training some 3,100 students per year in six month courses. The courses were to consist of 260 hours of class room lessons and 940 hours of training on the job in the mines. Class room lessons included instruction in geology, mining machinery, coal-getting, mine safety, blue-print reading, citizenship and labor relations.

While in training, students were to be paid according to their "status of recruit or as a regular worker." The program was begun in Hokkaido and in Kyushu and by the end of January 1947, 20 establishments had been set up training 1,521 persons.

56. The Ministry of Transportation on 15 February announced that appropriations had been made for the training and retraining of seamen as part of the full employment scheme for Japan's seamen. The program would start from the beginning of the 1947 fiscal year and would train 393 officers and 589 seamen and retrain 2,320 officers and 1,340 seamen.

On 1 January 1947 seamen totaled 48,461 persons, with 15,831 officers and 32,640 seamen, according to reports of the Civilian Merchant Marine Committee.

Recruitment Progress

57. Recruitment of workers for coal and textile employment resulted in a substantial net increase in employment during January except in the raw silk industry where high turnover more than offset recruitment, as shown below

LABOR FOR THE OCCUPATION FORCES

58. The Central Liaison Office in February announced payment to Occupation Force requisitioned labor of specified sums in addition to the "winter" allowance paid in December (see Summary for December), which was made as an interim payment only. The February additions brought the allowance to the total originally agreed on by the Government and the workers, namely, an amount equaling base pay plus special temporary allowances for two months. For persons whose base pay was less than ¥400 per month, ¥400 was used as their base pay in computing the "winter" allowance.

59. As a result of negotiations carried on between the Government and Occupation Force workers' unions and because many Occupation Force workers were leaving their jobs, an agreement was reached on 20 February providing for an increase of ¥150 in special allowances to regular labor requisitioned for the Occupation Forces. Family allowances were raised to a level ranging from ¥80 to ¥130. The increased allowances raised wages so that a regular employee performing light labor in Tokyo, for example, averaged a net wage of ¥650.

To correspond to the increase in the special allowance for regular laborers, day laborers were to receive an increase of ¥7.50 per day.

Increases were retroactive to the pay period 16 December 1946 - 15 January 1947. The new wages were temporary, pending wage revision by the Wage Investigation Commission.

50. Of a total force of some 3,700 inspectors approved by the Cabinet to inspect Occupation Force projects, 481 had been hired and were working by 31 February 1947.

A pamphlet on "Procedure of Inspectors" was under preparation for issue late in February, to include discussion on the regulations concerning working conditions and wages of persons working on procurement demand Occupation Force projects as stipulated in November (see Summary for November).

LABORCONTENTS*Japan - January*

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GENERAL

1. On 15 January the All-Japan Joint Struggle Committee of Labor Unions was formed, representing some 30 labor organizations with approximately four million workers. The Committee supported the strike scheduled for 1 February by the Joint Struggle Committee of All Government and Public Office Workers.

First meeting of the Wage Investigation Commission was held on 24 January.

On 22 January the Government announced the raising of the ¥500 limit on cash wages to ¥700, effective with January wages.

Instructions on determination of the "prevailing wage" to be paid workers employed on public work projects were issued on 21 January. For the immediate period such wages were to be based on the scale established for workers directly requisitioned for the Occupation Forces.

At the Spinning Rehabilitation Conference in mid-January, cotton textile industrialists approved a policy of increasing wages of cotton-mill workers.

Instructions issued to Prefectural Governors on 24 and 28 January outlined a program to eradicate completely the indentured labor system and to punish persons responsible for its continued existence in certain areas.

LABOR LEGISLATIONLabor Standards Bill

2. In January it was announced that the Labor Standards Bill would be among the first bills to be presented to the Diet session opening 1 February.

Workmen's Compensation Insurance Bill

3. Deliberation on principles of a workmen's compensation insurance system was completed by the Social Insurance Investigating Committee during January and preparation of a draft bill was begun for presentation to the Diet.

Unemployment Insurance Bill

4. Drafting of an unemployment insurance bill was completed by the Ministry of Welfare for submission to the Diet.

Seaman's Bill

5. Finishing touches were being put on the Seaman's Bill (see Summary for October) for presentation to the next Diet.

Amendment to the Seaman's Insurance Law

6. The Ministry of Welfare began preparation of an amendment to the Seaman's Insurance Law of 1939 which would increase the benefits under the workmen's compensation, health insurance and pensions systems provided by the law. The proposed change was submitted to and approved by the All Japan Seaman's Union.

Amendment to the Employment Exchange Law

7. Following public hearings on 7 and 8 January at which representatives of both worker and employer groups presented views, a draft bill to revise the Employment Exchange Law of 1933 was drawn up and put on the agenda for presentation to the Diet.

A similar amendment to the Seaman's Employment Exchange Law of 1933 was also prepared.

Ordinance on Disassociation of "Labor Front" Influence from Labor Affairs

8. On 18 January the Japanese Government expanded the scope of the 14 December Ordinance on disassociation of the "labor front" influence and leaders from labor affairs (see Summary for December). The revision forbids leaders of wartime patriotic associations from assuming any position or relation of influence in any organization

concerned with labor. The previous regulation merely precluded their becoming "important officers or officials". In addition, the Ministry of Welfare was given authority to designate as wartime ultra-nationalistic labor bodies other organizations besides the four listed in the original ordinance.

LABOR AND EMPLOYER ORGANIZATIONS

Labor Union Statistics

9. Labor unions registered on 30 November 1946 numbered 16,171 with 4,296,589 members, a net increase of 999 unions and 128,284 members over the 31 October total. Figures exclude the All-Japan Seamen's Union numbering some 60,000 members. Details follow:

Labor-Management Economic Reconstruction Conference

10. Announcement that the National Congress of Industrial Unions would participate formally in the Economic Reconstruction Conference (see Summary for December) resulted, during a meeting of the Conference on 28 December, in a decision to reorganize the group and revise the policy outlined in order to take into consideration basic Congress policies.

11. First meeting of the newly-established preparatory committee was held on 18 January, with over 100 representatives of all the major labor organs and the three most influential employer bodies attending.

A 24-man sub-committee was elected with equal representation of labor and industry to draft new rules and program of the Conference, to be presented to a meeting of the preparatory committee scheduled for 27 January.

Agreeing that coal production was the most important problem currently, a meeting of these delegates of management and labor who were concerned with the coal industry was held immediately following the meeting of the full preparatory committee, for the formation of a Coal Industry Reconstruction Conference. Discussion covered bottle-necks restricting the increased output of coal, labor conditions, materials and technical problems in coal mines, and concrete plans for rehabilitation of the coal industry were to be drafted and presented at the 27 January meeting of the preparatory committee.

12. Organization of regional industrial reconstruction councils in coordination with the national body got under way (see Summary for December) with the mid-January meeting of preparatory committees in the Kansai area and in Aichi Prefecture.

13. On 16 January the iron and steel producers' association decided to create a Reconstruction Council for the Steel Industry participated in by both operators and workers, and a preparatory committee was formed.

14. The preparatory committee for the Marine Industrial Reconstruction Council composed of various labor unions belonging to merchant marine corporations decided to inaugurate the new council formally on 17 January.

Labor Federations

15. The major labor federations continued to participate actively in the committee established by Social Democratic, labor, farmer, etc. organizations on 17 December to work for the ousting of the Yoshida Cabinet, and rallies sponsored by this committee received substantial support from workers.

16. New Year statements of policy for the coming year by the two major federations indicated agreement on aims of wage increase, reduction of inflation and economic reconstruction. The General Federation of Japanese Trade Unions, however, stated that it would continue its announced policy of "collective agreements through peaceful methods" with avoidance of strikes as much as possible, while the National Congress of Industrial Unions indicated that it would revise its tactics to fit varying situations and that general strikes were not a contradiction of the program for economic reconstruction.

Labor Union Activities

17. Unification of union groups received considerable impetus during January from the following developments:

- (1) The All-Japan Teachers' Unions Council was inaugurated on 22 December to include the All-Japan Teachers' Labor Union (Zen Nippon Kyoiku Rodo Kumiai), largest single organization of teachers in the country, the Western Japan Teachers Union and others except the National Federation of Teachers' Unions (Kyo Shokuin Kumiai Bango Kai) which continued its independent negotiations with the Ministry of Education (see Summary for November). Claimed membership totaled 318,686 persons or 80 percent of all primary and middle school teachers.

On 14 January the negotiations between the National Federation of Teachers' Unions' and the Minister of Education broke down and the Federation announced that it would carry on joint action with the Council in the strike scheduled by the latter organization.

- (2) Inauguration of the National Union of Finance Office Workers with 337 chapters and a total membership of 28,000 on 13 January completed organization of Government workers with the exception of the employees of the Ministries of Justice and Home Affairs, who decided not to organize at the present time.
- (3) On 10 January the General Federation of Private Railway Workers' Unions was formally inaugurated, uniting the 76 unions of privately-managed railways throughout the country. Total membership numbered 108,000.
- (4) Also on 10 January a preparatory conference for the organization of the All-Japan Metal Mining Workers' Union was held, chiefly at the instigation of workers of the Hitachi Copper Mine in the Ibaragi Prefecture.

18. Unions throughout the country, regardless of affiliation, united during January in an effort to provide relief to victims of the December earthquake. A central committee was formed to which local contributions were sent for redistribution. Local committees undertook investigation of the extent of the damage within their areas.

19. The Kanazawa Prefectural Teachers' Union in early January received the Governor's approval of its demand that school inspectors and principals of national primary schools be appointed from candidates recommended by the Union. Candidates for appointment were to be elected by the Union on 14 January.

Employer Organizations

20. Principle employer organization activity during January was their continued participation in the Economic Reconstruction ^{Conference} ~~Council~~ and their individual efforts to forward economic reconstruction (see paragraph on Labor-Management Economic Reconstruction ^{Conference} ~~Council~~).

LABOR RELATIONS

Labor Relations Committees

21. On the basis of recommendations by the major labor bodies, the Central Labor Relations Committee on 15 January announced the list of seven candidates and alternate candidates for the Committee's labor members (see Summary for September). Formal appointment was expected

to take place on 7 February.

Meanwhile the Federation of Economic Organizations, only employer body scheduled to make recommendations, during January announced its candidates for employer representatives.

22. Following November authorization for an increase in personnel the Executive-Director of the Central Labor Relations Committee reorganized the staff into three main sections, as follows: (1) investigation division, handling interpretation of the Trade Union and Labor Relations Adjustment Laws, organization and activities of unions, labor agreements etc.; (2) adjustment division, providing conciliation, mediation and arbitration services; and (3) general division, covering administrative, personnel, accounting and international matters.

23. From their establishment in March 1946 through the middle of October 1946, a total of 89 labor disputes were submitted to the 46 prefectural Labor Relations Committees for assistance in settlement, according to a Ministry of Welfare report. Twenty percent of these occurred in Tokyo and Hokkaido. Mediation was provided in 46 cases, conciliation in 21 and investigation in 2, as shown below, with other Committee activities.

| <u>Labor Relations Committee</u> <u>Activities</u> | <u>Total, 46</u> <u>Prefectures</u> |
|---|--|
| Labor disputes | |
| Mediation | 46 |
| Conciliation | 21 |
| Investigation | 2 |
| Withdrawn before any Committee action | 13 |
| Still under consideration | 4 |
| Unknown | <u>2</u> |
| TOTAL | 89 ✓ |
| Labor unions | |
| Arbitration of internal trouble | 12 |
| Investigation | <u>2</u> |
| TOTAL | 21 ✓ |
| Violation of Article 11 ^{1/} | 36 |
| Recommendations on conditions in general | 5 |

^{1/} Article 11 forbids an employer to discharge or discriminate against workers for union activity.

24. Beginning on 18 January regional meetings of prefectural Labor Relations Committees were held covering all of Japan, as a

follow-up to the December meeting of prefectural Committee chairmen with Government officials (see Summary for December).

Negotiations and Agreements

25. Joint action by Government workers (see Summary for December) led to the formation on 15 January of the All-Japan Joint Struggle Committee of Labor Unions, representing some 30 labor organizations with approximately four million workers and supporting the scheduled strike of Government workers.

26. Winter allowances granted Government workers in December were accepted by workers as representing only a part of their wage demand and pressure continued to obtain three basic demands: (1) establishment of "minimum wages to continue to live"; (2) abolition of income tax on workers' wages; and (3) lifting of the ¥500 cash limit on wages.

Rejecting Central Labor Relations Committee mediation plans for Government railways and communications workers' unions and receiving no commitments from the Government, the Joint Struggle Committee of All Government and Public Office Workers including some two million employees engaged in railway, communications, education and other governmental services and operations on 11 January announced a decision to call a strike for 1 February. Provision was made to maintain services required by the Occupation Forces and those workers prohibited from striking by the Labor Relations Adjustment Law (see Summary for October) were not to participate in the strike.

27. Following the 11 January announcement, four additional unions currently negotiating with employers decided to coordinate their threatened strike action with the Government workers. Included was the union of the All-Japan Motor Express Company, employing approximately 130,000 workers in country-wide motor transportation.

28. The All-Japan Joint Struggle Committee of Labor Unions inaugurated on 15 January included the three main federations (National Congress of Industrial Unions, General Federation of Japanese Trade Unions and All-Japan Council of Labor Unions), the Joint Struggle Committee of All Government and Public Office Workers, the All-Japan Motor Express Company Workers' Union and others.

Committee policy aimed at unification of the entire labor movement for common objectives, with the establishment of central and prefectural committees to implement this aim. Announced objectives included establishment of a minimum wage system, income tax revision, cash payment of all workers' incomes, immediate conclusion of collective agreements, opposition to discharge and "establishment of democratic government".

On 20 January the Committee outlined its policy of strong support for the scheduled strike of Government workers. Recognizing the independence of each member union, the Committee requested all the unions to join the strike of Government workers "in principle". The Committee would issue general instructions to its prefectural and other local struggle committees.

A number of unions scheduled sympathy strikes for 1 February, most of them to last 24 or 48 hours only.

29. On 22 January the Government announced a number of actions to meet the demands of the Government workers including the establishment of the Wage ^{Investigation Commission} ~~Policy Committee~~, temporary increases pending wage revision based on ^{Commission} ~~Committee~~ findings and raising of the cash limit on wages (see section on Wages).

30. On the basis of these Government actions direct negotiations between the Government and the joint committee of Government workers were held on 24 January with Central Labor Relations Committee members serving as conciliators, but the unions rejected the Government's proposals and reiterated their intention to strike.

On 26 January unions affiliated with the General Federation of Japanese Trade Unions withdrew their decision to participate and stated that they would make every effort to avert the walk-out.

31. Several concurrent events served to complicate the labor relations picture:

- (1) In his New Year's message to the country, Premier Yoshida labeled a group of labor leaders as "rebellious". Labor groups were unanimous in their protests and a demand for apology and withdrawal of the statement was

included in the demands made by the Government workers on 11 January.

- (2) On 20 January, K. Kikunai, president of the National Congress of Industrial Unions, was stabbed by two Japanese who, upon surrendering several days later, identified themselves as members of the Shin-ei Kiuro Taishuto, an ultra-nationalistic reactionary group. Labor groups interpreted the attack as the first move of anti-democratic forces to smash the labor movement. The Government expressed "regret" over the incident.
- (3) Anonymous letters threatening his personal safety and warning him to discontinue his current activities were received by Y. Iyi, executive chairman of the joint committee of Government workers.
- (4) On 21 January the Liberal Club, a non-Diet organization of the Liberal Party scheduled an anti-general strike rally as part of a general program to oppose the projected strike.

Labor Disputes

33. Ministry of Welfare reports indicated that during November the total disputes beginning during the month decreased sharply to a total lower than any month since November 1945. Workers involved in strikes starting in November were fewer than in any month since June 1946. Details are shown in the accompanying tables.

Table I. LABOR DISPUTES, AUGUST 1945 THROUGH NOVEMBER 1946^{1/}

| PERIOD | STRIKES | | BLow-DOWNS | | LOCK-OUTS | | PRODUCTION CONTROL | | NOT ACCOMPANIED BY ACT OF DISPUTE ^{2/} | | TOTAL | |
|-------------|---------|------------------|------------|------------------|-----------|------------------|--------------------|------------------|---|------------------|-------|------------------|
| | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved |
| 1945 | | | | | | | | | | | | |
| August | | | | | | | | | 1 | 129 | 1 | 129 |
| September | 2 | 813 | | | | | | | 1 | 100 | 3 | 913 |
| October | 16 | 9,106 | 3 | 328 | | | 1 | 2,000 | 12 | 5,558 | 32 | 17,292 |
| November | 21 | 11,558 | 2 | 2,327 | 2 | 3,045 | | | 41 | 19,433 | 66 | 36,363 |
| December | 33 | 9,595 | 3 | 1,261 | 2 | 389 | 4 | 6,674 | 99 | 91,587 | 141 | 109,506 |
| 1946 | | | | | | | | | | | | |
| January | 34 | 886 | 17 | 18,967 | 3 | 156 | 13 | 20,331 | 159 | 188,764 | 226 | 229,104 |
| February | 15 | 8,050 | 7 | 2,142 | 4 | 323 | 20 | 19,196 | 149 | 99,108 | 195 | 122,819 |
| March | 26 | 25,534 | 6 | 3,996 | 5 | 307 | 23 | 20,257 | 79 | 66,962 | 139 | 117,056 |
| April | 29 | 11,165 | | | 2 | 68 | 29 | 23,961 | 74 | 78,716 | 134 | 113,910 |
| May | 38 | 9,398 | 8 | 2,164 | 2 | 129 | 25 | 5,817 | 150 | 160,269 | 223 | 177,777 |
| June | 24 | 4,207 | 7 | 3,952 | 4 | 129 | 10 | 639 | 116 | 149,170 | 161 | 158,097 |
| July | 39 | 8,682 | 12 | 5,322 | 5 | 266 | 11 | 3,464 | 71 | 102,413 | 138 | 120,147 |
| August | 43 | 69,953 | 13 | 2,461 | 5 | 251 | 13 | 19,658 | 73 | 119,895 | 147 | 212,218 |
| September | 44 | 51,910 | 15 | 5,294 | 3 | 194 | 12 | 2,025 | 89 | 49,470 | 163 | 108,833 |
| October | 61 | 97,139 | 14 | 1,882 | 7 | 186 | 8 | 4,341 | 61 | 127,874 | 151 | 231,422 |
| November | 39 | 7,349 | 9 | 2,115 | 5 | 497 | 8 | 2,565 | 47 | 26,807 | 108 | 41,333 |
| TOTAL | 464 | 325,645 | 116 | 52,211 | 49 | 5,940 | 177 | 130,928 | 1,222 | 1,282,255 | 2,028 | 1,796,979 |

Note: 1/ Disputes are reported only during the month in which they began.
 2/ Includes negotiations reported.
 3/ Revised to include later reports.
 4/ Based on reports submitted to the Ministry of Welfare by 20 December.

SOURCE: Ministry of Welfare

Table II. LABOR DISPUTES BY INDUSTRY DURING NOVEMBER 1946

| INDUSTRY | STRIKE | | SLOW-DOWN | | LOCK-OUT | | PRODUCTION CONTROL | | NOT ACCOMPANIED BY AN ACT OF DISPUTE | | TOTAL | |
|---|-----------|------------------|-----------|------------------|----------|------------------|--------------------|------------------|--------------------------------------|------------------|------------|------------------|
| | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved | No. | Workers Involved |
| MANUFACTURING | | | | | | | | | | | | |
| Metallurgy | 3 | 669 | 2 | 1,109 | 1 | 13 | 3 | 1,337 | 1 | 427 | 10 | 3,555 |
| Machines and Tools | 19 | 4,066 | 4 | 231 | 4 | 434 | 3 | 1,159 | 18 | 21,072 | 44 | 27,062 |
| Chemicals | 4 | 550 | 1 | 343 | | | | | 7 | 913 | 12 | 1,806 |
| Gas, Electricity and Water Supply | | | | | | | | | 1 | 82 | 1 | 82 |
| Textiles | 4 | 865 | | | | | | | 2 | 286 | 6 | 1,151 |
| Foodstuffs | | | | | | | | | 1 | 169 | 1 | 169 |
| Printing and Binding | 3 | 462 | | | | | | | 1 | 89 | 4 | 551 |
| Civil Engineering and Construction | | | | | | | | | | | | |
| Other | 6 | 496 | 2 | 332 | | | 1 | 30 | 2 | 554 | 11 | 1,462 |
| Total | 35 | 7,103 | 9 | 2,115 | 5 | 497 | 7 | 2,526 | 33 | 23,637 | 89 | 35,938 |
| MINING | | | | | | | | | | | | |
| Metal | | | | | | | | | | | | |
| Coal | 3 | 153 | | | | | | | 4 | 1,956 | 7 | 2,109 |
| Other | | | | | | | | | | | | |
| Total | 3 | 153 | | | | | | | 4 | 1,956 | 7 | 2,109 |
| TRANSPORTATION AND COMMUNICATION | | | | | | | | | | | | |
| Railways and Trams | | | | | | | | | 1 | 127 | 1 | 127 |
| Water (Inland) | | | | | | | | | | | | |
| Other Transportation | | | | | | | | | 2 | 1,953 | 2 | 1,953 |
| Communication | | | | | | | | | | | | |
| Total | | | | | | | | | 3 | 2,080 | 3 | 2,080 |
| PUBLIC SERVICE AND LIBERAL PROFESSIONS | | | | | | | | | | | | |
| Public Service | | | | | | | | | 2 | 544 | 2 | 544 |
| Teaching | | | | | | | | | 1 | 182 | 1 | 182 |
| Other | 1 | 88 | | | | | | | 3 | 158 | 4 | 246 |
| Total | 1 | 88 | | | | | | | 6 | 884 | 7 | 972 |
| OTHER | | | | | | | | | | | | |
| TOTAL | 39 | 7,349 | 9 | 2,115 | 5 | 497 | 8 | 2,565 | 47 | 28,807 | 108 | 41,333 |
| SOURCE: Ministry of Welfare | | | | | | | | | | | | |

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33. Of the 108 disputes reported started during the month of November, 61 were settled by the end of the reporting period.

Settlement was reached by mediation of various groups in 15 cases as follows: 7 by the Central Labor Relations Committee, 1 by a labor administration official, 1 by a member of a political party, 3 by other labor unions and 3 unknown. Most of the 46 remaining settlements were reached by direct negotiations between parties concerned.

34. Unions won their demands in 29 of the settled cases; a compromise was reached in 28; and labor lost in 4.

35. The vast majority of union demands made included increases in wages. The following table indicates the 8 most frequently-made demands:

| DEMANDED | No. of Demands | No. of Settlements | RESULTS OF NEGOTIATIONS | | |
|---|----------------|--------------------|-------------------------|-------------|------|
| | | | Won | Compromised | Lost |
| Increase in wages | 85 | ✓ 46 | 20 | 22 | 4 |
| Conclusion of labor agreement | 35 | ✓ 19 | 12 | 5 | 2 |
| Opposition to dismissal or request for reappointment | 22 | ✓ 10 | 7 | 3 | 2 |
| Winter allowances | ✓ 18 | ✓ 10 | 3 | 4 | 3 |
| Increase in paid holidays | 15 | ✓ 8 | 7 | 1 | |
| Participation in management | 12 | ✓ 6 | 6 | | |
| Reduction in working hours | 12 | ✓ 6 | 5 | 1 | |
| Establishment of discharge allowance or increase of the allowance | 12 | ✓ 6 | 3 | 1 | 2 |

36. Only two significant strikes occurred during ^{late December and} ~~the month of~~ January:

- (1) A three-day strike of coal miners in Yamaguchi from 26-28 December ended when the workers were granted a ¥500 winter allowance in "free" yen.
- (2) A compromise agreement signed 21 January terminated negotiations carried on for 42 days between the union and management of the Hitachi Machine Works, second largest producer of machinery in Japan, involving 34,000 workers in 22 plants, and accented by a three-day strike.

This total will be corrected →

37. Final settlement of the prolonged dispute between the Japan Broadcasting Corporation and the All-Japan Newspaper and Radio Workers' Union (see Summaries for October and November) occurred 28 December when the order suspending nine section chiefs for activities sympathetic to the October strikers was rescinded.

LABOR EDUCATION

Publications on Labor

38. The first number of a four-page tabloid-size weekly Ministry of Welfare publication similar in topical content to the U. S. Department of Labor's Monthly Labor Review was scheduled to be issued on 1 February. Thirty thousand copies were to be published with a wide free distribution to Government, labor and employer groups.

Labor Schools

39. The six-month course in labor relations scheduled by the Kanto Employers' Association began on 15 January with an enrollment of some 300 students made up of employees of member companies whom the companies recommended; individuals recommended by unions; Government workers recommended by the Government; college and university students; and the general public.

Lectures were held four hours a day on two days a week through topics including labor legislation, Labor Relations Committees, disputes and mediation, health and welfare, health and unemployment insurance and pensions, personnel affairs, business administration etc.

40. Owing to food and housing difficulties and the unsettled political situation, both the National Congress of Industrial Unions and the General Federation of Japanese Trade Unions postponed until April labor schools planned for January.

WAGES AND WORKING CONDITIONS

41. Average money wages of workers in manufacturing, transportation and communications and mining generally rose substantially during October and November, as shown in the following table.

| INDUSTRY | AVERAGE DAILY WAGE | | | | AVERAGE MONTHLY WAGE | | | |
|----------------------------------|---------------------|------------|---------------------|-------------------|----------------------|------------|---------------------|-------------------------|
| | Percentage Increase | | Percentage Increase | | Percentage Increase | | Percentage Increase | |
| | Oct. | Over Sept. | Nov. | Over Oct. | Oct. | Over Sept. | Nov. | Over Oct. |
| Manufacturing | | | | | | | | |
| Male | \$29.91 | 5.2 | \$35.37 | 11.5 ⁶ | \$678.40 | 3.5 | \$764.98 | 12.8 ✓ |
| Female | 13.12 | 4.8 | 14.63 | 11.5 ✓ | 291.28 | 2.7 | 317.77 | 9.1 ✓ |
| Transportation and communication | | | | | | | | |
| Male | 26.04 | -.2 | 28.20 | 8.3 ✓ | 673.44 | 0.3 | 751.43 | 11.6 ✓ |
| Female | 12.77 | 9.0 | 14.31 | 12.1 ✓ | 535.01 | 11.0 | 376.73 | 13.1 ✓ |
| Mining, underground | | | | | | | | |
| Male | 33.71 | 7.3 | 34.93 | 3.6 ✓ | 713.85 | 6.1 | 727.26 | 2.0 2.1 ✓ |
| Mining, surface | | | | | | | | |
| Male | 23.46 | 8.9 | 24.19 | 3.1 ✓ | 554.61 | 9.4 | 584.46 | 5.4 ✓ |
| Female | 12.73 | 3.1 | 13.65 | 7.2 ✓ | 292.41 | 4.9 | 314.50 | 7.6 ✓ |

SOURCE: Cabinet Bureau of Statistics

42. Average bi-weekly family expenditures during November and early December continued to rise, although not as sharply as during the period from mid-September to mid-October. A decline occurred in expenditures on food, which accounted for close to 70 percent of total expenditures as follows:

AVERAGE BI-WEEKLY EXPENDITURES PER URBAN HOUSEHOLD IN JAPAN^{1/}

| PERIOD | TOTAL | FOOD | CLOTHING | FUEL AND LIGHT | HOUSING AND UTENSILS | OTHER |
|------------------|---------------------|-------|----------|----------------|----------------------|-------|
| 1946 | | | | | | |
| 29 July - 11 Aug | ¥ 887 [✓] | ¥ 613 | ¥ 68 | ¥ 22 | ¥ 48 | ¥ 131 |
| 12 Aug - 25 Aug | 858 [✓] | 604 | 70 | 25 | 41 | 118 |
| 26 Aug - 8 Sept | 847 [✓] | 583 | 60 | 23 | 54 | 127 |
| 9 Sept - 22 Sept | 850 ^{849✓} | 588 | 65 | 26 | 41 | 129 |
| 23 Sept - 6 Oct | 876 ^{875✓} | 592 | 71 | 29 | 48 | 138 |
| 7 Oct - 20 Oct | 901 [✓] | 629 | 86 | 28 | 38 | 120 |
| 21 Oct - 3 Nov | 952 [✓] | 647 | 87 | 32 | 51 | 135 |
| 4 Nov - 17 Nov | 958 [✓] | 640 | 100 | 32 | 44 | 142 |
| 18 Nov - 1 Dec | | | | | | |
| 2 Dec - 15 Dec | | | | | | |

Note: ^{1/} Figures are a population weighted average of actual yen expenditures as reported daily by a sample of approximately 5,000 families located in 26 representative cities on Honshu, Shikoku and Kyushu. Size of family varies by city, averages ranging from 4.1 to 5.5.

SOURCE: Consumers' Price Survey, Cabinet Bureau of Statistics.

43. Union pressure for wage adjustments to help meet the high cost of living (see section on Labor Relations) resulted during the latter part of January in several Government actions to ease the situation.

44. On 22 January the Japanese Government announced the establishment of the Wage Investigation Commission (see Summary for December) to formulate Government policy with regard to wage stabilization, revision of the wage system and related matters.

First meeting of the Commission was held on 24 January in the Premier's residence. Discussion centered on organizational and procedural details.

The Commission consisted of the Premier as chairman, the Minister of Welfare and the Director of the Economic Stabilization Board as vice-chairmen, and six representatives each of employers, workers and the public; as follows: T. Sakurada of the Niashin Cotton Spinning Company, H. Fugii of the Japan Iron and Steel Council, H. Nagata of the Japan Coal Mining Council, T. Sato of the Industrial Machinery Manufacturers Association, I. Hara of the Japan Gun Powder Manufacturing Company, and K. Moroi of the Chichibu Cement Manufacturing Company, representing employers; W. Teutsura and K. Dobashi of the National Congress of Industrial Unions, T. Hara and H. Kawano of the General Federation of Japanese Trade Unions, S. Mitamura of the All Japan Council of Labor Unions and S. Uchimura of the All Japan Government Railway Workers' Unions, representing labor; and H. Nakajima of the Liberal Party, Y. Tomiyachi of the Progressive Party, T. Morito of the Social Democratic Party, and I. Sushiro, ^{and} I. Nakayama ~~and~~ ^{scholar,} ^{representing} and K. Takahashi of the Central Labor Relations Committee, representing the general public.

Concerned ministers might attend meetings and express opinions but had no voice on decisions, which were to be made by a majority vote of the 18 members, excluding the chairman and vice-chairmen.

Six technical advisors plus four other persons made up the Commission's staff.

45. On 22 January the Government also announced the raising of

the general ¥500 limit on cash wages to ¥700, effective with January wages. Cash allowances for dependents, etc. remained the same.

46. In addition the Government reiterated its pledge to revise the income tax system as it affects workers.

47. As a further immediate measure to alleviate Government workers' difficulties pending general wage revisions (see Summary for December), the Government proposed temporary wage increases for them amounting to ¥150 per month for each worker plus 25 percent of the worker's base pay. This represented an average increase of 35 percent of base or 42 percent of total monetary pay including allowances. The Government workers unions stated that this proposal was unsatisfactory.

48. Final plans for the establishment of the Advisory Committee for Investigation of the Treatment of Government Employees (see Summary for December) were being formulated by the Allowance Bureau of the Finance Ministry during January and the Premier announced that the Committee would be established shortly.

EMPLOYMENT AND UNEMPLOYMENT

49. Unemployment remained high during January with under-employment of workers within industrial plants increasing because of the growing shortage of basic raw materials.

Public Works Program

50. Owing to the fact that wages on public works have been too low to attract unemployed labor, the Ministry of Welfare on 21 January issued instructions on determination of the "prevailing wage" required by the fair labor code for workers employed on public works. Such wages were to be determined on the basis of methods and standards established by a committee representing the Cabinet Bureau of Statistics, Economic Stabilization Board, Reconstruction Board, Ministries of Welfare, Home Affairs, Agriculture and Forestry and Transportation, and the Central Liaison Office, which would study and determine key occupations, labor market areas and methods of investigation. Organization of the committee was under way during January.

As a temporary measure pending formulation of a regular plan by this Committee, prevailing wages of key occupations were to be determined for each labor market area by prefectural labor administration

bureaus, subject to review by the Ministry of Welfare, on the basis of a survey carried on by local employment exchange offices beginning in mid-January and covering day workers employed in building, construction and transportation industries. These standard wages were to be put into effect early in April.

For the immediate period, the Economic Stabilization Board on 8 January announced that wages of public works employees would be based on the scale established for workers employed for the Occupation Forces on requisition.

Vocational Training

51. On 31 January the permanent Vocational Education and Guidance Advisory Committee sponsored by the Welfare and Education Ministries was formally established and held its inaugural meeting (see Summary for December).

The Committee was made up of 42 members, largely specialists in vocational training or guidance, with major representation from Welfare and Education Ministries, labor, management and the public and a few representatives from other Ministries and groups.

Subcommittees were established to deal with the following matters: (1) general problems of relating vocational guidance and training to the needs of the economy; (2) vocational training in schools; (3) vocational training in industry and business establishments; (4) vocational training in the community; and (5) vocational guidance.

52. The vocational training program expanded rapidly during November to a total of 331 training centers and 13,879 trainees (10,956 men and 1,923 women) on 30 November compared to 247 centers and 9,639 trainees (8,557 men and 1,082 women) on 31 October (see Summary for December).

The Ministry of Welfare drew up a schedule aiming at a goal of 450 centers training approximately 20,000 persons by the end of January.

53. In conjunction with this vocational training program another Government-subsidized project trained workers in "jusan" or handicraft shops which produced such necessities as tabi, textile goods, machines and machine repair, bamboo and wood products, straw and paper products

and preserved foods. On 30 November a total of 102,956 persons (28,861 men and 74,095 women) were being trained in 2,022 establishments while 59,277 persons (8,626 men and 50,651 women) had completed the short training period in the "jusan" and were working at home on "jusan" materials.

Recruitment Programs

54. Total employment in the textile industry numbered 493,762 as of 31 December 1946, including the 270,556 workers in small-scale mills as well as the 153,937 workers in plants belonging to the 10 largest corporations in the spinning and weaving industry and the 69,269 workers in the raw silk industry. It is for the last two groups that special recruitment campaigns have been developed.

55. With a total recruitment goal of 74,139 additional workers during the three-month period from October-December a net increase of 15,824 occurred as compared with a goal of 69,067 and a 25,234 net increase during the July-September quarter (see Summary for October). Details are shown in the accompanying table.

RECRUITMENT AND EMPLOYMENT IN THE TEXTILE INDUSTRY
(October through December 1946)

| SECTION | : Employed : : as of : : 30 Sept. : : 1946 : | : Recruitment : : Goals : | : No. : : Recruited : | : No. : : Leaving : : Jobs : | : Net : : Gain : | : Employed : : as of : : 31 Dec. : : 1946 : |
|--------------------------------|---|------------------------------|--------------------------|------------------------------------|---------------------|--|
| Cotton spinning and weaving | 72,538 | 29,775 | 25,658 | 19,090 | 6,568 ✓ | 79,406 ✓ |
| Silk spinning and weaving | 11,774 | 5,485 | 3,375 | 2,543 | 833 ✓ | 12,506 ✓ |
| Woolen and worsted | 33,769 | 7,524 | 4,737 | 2,883 | 1,849 ✓ | 25,618 ✓ |
| Hard fiber | 11,291 | 7,235 | 2,127 | 1,924 | 203 | 11,484 ✓ |
| Rayon yarn and rayon staple | 18,448 | 3,331 | 7,206 | 4,043 | 3,164 ✓ | 21,612 ✓ |
| Rayon pulp | 3,241 | 100 | 270 | 300 | -30 | 3,211 ✓ |
| Raw silk | 66,031 | 20,639 | 8,742 | 5,504 | 3,238 ✓ | 69,269 ✓ |
| TOTAL | 207,382 ✓ | 74,139 ✓ | 62,115 ✓ | 36,291 ✓ | 15,824 ✓ | 223,206 ✓ |

SOURCE: Raw Silk Association of Japan and Textile Association.

56. A major development in the textile industry occurred in mid-January when cotton textile industrialists assembled at the Spinning Rehabilitation Conference in Kobe agreed on a policy to increase wages greatly for workers in all cotton mills throughout Japan.

57. A special Ministry of Welfare investigation of the Hamamatsu plant producing more than 50 percent of the total production of the Nishia Cotton Spinning Company, one of the largest of the ten major companies in the industry, indicated that the improvement in amount of food and available dormitory space which occurred in the plant during the October-December period resulted in such a substantial increase both in numbers employed and in productivity of the individual workers that the plant's production rose sharply and December production goals were more nearly met than in any previous post-war month.

58. During the period October-December employment in the coal mines rose by approximately 19,000 workers to a total of 360,000, according to Coal Board estimates, as shown below.

| | |
|------------------------|-----------|
| Employed as of 1 Oct. | 341,000 |
| No. recruited | 58,000 |
| No. leaving jobs | 29,000 |
| Net employment gain | 19,000 ✓ |
| Employed as of 31 Dec. | 360,000 ✓ |

59. The program to increase the number of coal miners continued during late December and January (see Summary for December), with the announcement of details of the housing program for miners.

According to the program, 1,500 new residential houses for miners were to be built from January to March and 3,900 houses would be repaired. To facilitate the program, the Government instructed that all building and repairing materials be obtained through the Reconstruction Board at officially-fixed prices; that top priority be given to transportation of all necessary materials and that necessary expenses for the work be loaned by the Reconstruction Finance Bank to a maximum of some ¥200 million.

Indentured Labor

60. On 24 January the Ministry of Welfare issued instructions to the Hokkaido Prefectural Governor requiring effective punishment

of all persons, including employers and Government officials, responsible for the continued existence of the indentured labor system (Kangaku-beya) involving more than 13,000 individuals in Hokkaido (see Summary for October). Inspection staffs were to be increased and an education program ^{launched to enlist support} from the general public, including trade unions.

Instructions were issued to the Governors of all other Prefectures, with specific reference to Nagasaki and Fukuoka where the system was known to exist, requiring that special efforts be made along the lines set down for Hokkaido.

61. Supplementary instructions issued on 28 January to all Prefectural Governors outlined measures to prevent further recruitment of indentured labor through employment exchanges or licensed recruiting agents and to insure protection of civil rights of all labor recruited by such agencies.

LABOR FOR THE OCCUPATION FORCES

62. The wage standards adopted for workers employed on public works projects (see section on Employment and Unemployment) automatically applied to workers employed by contractors on construction projects for the Occupation Forces owing to the application of the public works fair labor code to these construction contracts, effective 4 January (see Summary for November).

63. On 25 January jurisdiction over labor directly requisitioned for the Occupation Forces was transferred from the Central Liaison Office to the Ministry of Welfare, with the exception of matters relating to public relations and operation and maintenance of Occupation Force buildings and installations.