SCAP LTR DTD 5 OCT. 48 SUBJ. "REGRADING OF CONFIDENTIAL DOCUMENTS" ATTACHED TO BACK OF THIS LETTER.

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

VOL II NUMBER 1 — 25 SEPTEMBER 48

LABOR RELATIONS

ELECTRIC POWER DISPUTE

The refusal of the Electric Power Industry to adhere to the terms of the sliding-scale clause in the union contract resulted in a growing labor dispute during the past month. As reported in the August "Labor Letter", the company claims that current power rates are not sufficient to allow it to meet its contractual obligations. Accordingly, the union went into localized struggle tactics.

A request to the effect that the union refrain from blackouts pending further conciliation was rejected by the union's Central Executive Committee 15 to 14. Finally, after further negotiations proved fruitless, and sporadic power blackouts continued, the Labor Minister invoked the authority of the law to seek compulsory mediation from the CLRC.

The union is opposed to compulsory mediation because it feels that it will lose its right to dispute; the union insists that this dispute is merely the outgrowth of the same dispute that was mediated by the CLRC in March and thus is not subject to compulsory mediation, it will make representations to the mediating body. It has reserved to itself, however, the right to continue dispute tactics.

COAL NEGOTIATIONS

Although an agreement was reached on the Hokkaido differential 11 August, no method of financing it has yet been made because, for financing purposes, it has been lumped together with the repercussion problem. Repercussion is provided for under the terms of the contract when the official prices are changed. Both unions sought a 34% repercussion payment from the operators.

The operators turned to the Government for an official decision on the matter. The Government's decision was that the miners should receive a repercussion increase only to the degree that the cost of official prices was greater for the miners than for ordinary workers. This was estimated by the Government to be 5%. Both unions have rejected the Government's decision.

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A new Federation of coal mine workers, called Tanko-Kyo (Council of Coal Mine Workers), has been organized. It consists chiefly of office workers' unions in the Hokkaido region although it includes several large mines, notably the Mitsui Bibai.

LABOR UNION MEMBERSHIP

Labor unions in Japan 31 July 1948 numbered 34,129 with 6,687,659 members. Of this number 938 new unions with 102,685 members were formed. 369 unions with 42,140 members were discontinued during July.

LABOR EDUCATION

LABOR FESTIVALS

During July and August Miyagi Military Government staged, in co-operation with the Prefectural Government, a series of labor festivals in Sendai, Shiogama, Okawara, Furukawa, Ishinomaki, and Kesennuma. The labor festival in Sendai ran for five days, and the other festivals, in smaller towns, for three days each.

Posters announcing the labor festival were prepared a month in advance and appeared on bulletin boards and in railroad stations. Radio and press announcements kept the public informed in advance of the affair. An advisory committee of local union leaders was formed in order to work out the details. One day prior to the opening of each festival, L-5's loaned by the Army flew over the cities concerned to drop tiny leaflets announcing the labor festival program.

The first series, in Sendai, from the 19th through 23rd July, drew a nightly audience of from 3,000 to 4,000 persons. Each day of the festival local union baseball teams played in front of the Prefectural Building, with a play-off game on Friday. On the same last day of the festival, workers took part in a gala sports meeting which included races, high jumps, hop-skip-jump events, and a marathon race around Sendai City.

The nightly programs generally ran from 1800 hours through 2200 hours, with ice candy and ice cream on sale for the benefit of the local P.T.A. Extensive exhibits were in various school rooms of the building used: Labor Administration Section, Women's and Minors' Bureau, PESO, Labor Standards Office, and so forth.

The Sendai nightly program is as follows:

Monday Night: Singing contest (preliminary); guitar contest; poetry reading contest; address by the Governor and the Mayor; lecture on Unemployment Insurance; dramatic skit, "Collective Bargaining" based on the baseball story found in the Labor Division pamphlet "Collective Bargaining Procedures"; an Umbrella dance by the Electrical Workers; speech by Military Government Labor Officer; CIE movies and film strips; drawing for a door prize.

Tuesday Night: Singing contest (preliminary); musical entertainment by a union band; round-table question-and-answer program; lecture on Collective Agreements; boxing matches (3 matches of three rounds each) by the Railroad Workers' Union; CIE movies; door prize.

Wednesday Night: Singing Contest (preliminary); music; lecture on Women and Minors and the Law; quiz contest; skit, "How to Form a Democratic Organization" (based on CIE pamphlet of the same title); folk dancing by Electrical Workers Union; CIE movies; door prize.

Thursday Night: Singing contest (preliminary); music; lecture on Labor Standards Law; music, dramatic skit; motion picture; door prize.

Friday Night: Variety show - Japanese dances to union accordion players; skit, "How To Conduct a Union Meeting" (based on Labor Division labor play 'Union Meeting'); lecture on Shop Steward System and Grievance Machinery; folk dancing by School Teachers' Union; motion picture; singing contest (finals); door prize. Awarding of banner to the winning baseball team and the winners of the sports meeting.

LABOR EXHIBITS

The major cities of Japan will have a chance this fall to see a successful labor exhibit which was staged in Tokyo during the first part of September. The exhibit, which was housed in a big department store, includes posters and photographs, model equipment, and film strips and movies which are shown continually. They describe the work of the Labor Ministry, democratic trade unionism, collective bargaining, industrial safety, and other topics.

The exhibit will be shown in Nagoya from 13 to 23 October, and later in Osaka, Kobe, Sapporo, and Yokohama.

LABOR EDUCATION

EDUCATION MATERIALS

The Labor Ministry issued instructions to all Labor Administration Sections on 25 August to publicize the location and nature of local labor libraries and create a system for lending books and pamphlets to workers on a short-term basis.

Film strips on "Labor Agreements" and "Grievance Machinery", the first to deal with practical mechanics of collective bargaining, were distributed by the Labor Ministry to each Labor Administration Section on 25 August.

A compilation of labor newsreels entitled "March of Labor," covering outstanding events during the first half of 1948, was produced in September by the Labor Ministry.

The Central Labor Relations Committee has published a collection of Japanese translations of four GHQ, SCAP pamphlets. It is to be distributed to the members and staff of each prefectural Committee. The book includes:

Democratic Trade Unionism,
Principles of Collective Bargaining,
Grievance Machinery and the Shop Steward System, and
Building Industrial Democracy Through Sound Labor Contracts.

MANPOWER DEVELOPMENTS

OCCUPATION FORCE WORKERS

On 31 August the government announced that Occupation Force workers directly employed by the Japanese government are included under the Cabinet order of 22 July and are not permitted to strike or bargain collectively. All contracts have been cancelled. This order does not apply to workers employed by contractors on Occupation Force projects.

UNEMPLOYMENT INSURANCE

The Employment Security Bureau is developing a program to increase the number of employers reporting and paying premiums, to establish promptness in reporting and paying premiums and to increase premium amounts. The program contemplates a system for scrutinizing premium reports, checking those that appear questionable, making assessments promptly, issuing demands for payment promptly in cases where the employers fail to pay and attaching the property or prosecuting employers who refuse to pay. Field auditors will be used to check employers' books to determine coverage liability and accuracy of premium reports. Principal responsibility for putting the program into effect lies with the six supervisory auditors, each of whom has an assigned area of seven or eight prefectures. National office supervisory control over the prefectural offices will be strengthened.

LABOR UNION SURVEY

During August Labor Division published the Statistical Survey of Labor Unions and Federations in Japan as of 31 December 1947. This forty-seven page survey includes a short summary and 25 tables of membership in national labor organizations unions affiliated with GFTU, NCIU, Government workers' unions, unions by prefecture and sex, collective bargaining agreements, etc. Copies of the survey may be obtained by contacting Labor Division directly.

MANPOWER DEVELOPMENTS

UNEMPLOYMENT

Indications of growing unemployment, attributed to the tight credit situation, shortages of raw materials and fewer opportunities for employment in black market activities, are supported by the increase in job applications. During the past twelve months job openings and job applications received by Public Employment Security Offices were reported as follows:

	New Job Openings	New Job Applications
August 1947	193,000	164,000
September	195,000	166,000
October	238,000	168,000
November	187,000	141,000
December	121,000	105,000
January 1948	217,000	135,000
February	193,000	133,000
March	240,000	196,000
April	248,000	208,000
May	212,000	196,000
June	175,000	184,000
July	191,000	226,000

Preliminary reports from the major cities indicate that during August the trend in new job applications has continued upward while the number of job openings has not increased substantially. The number of new job applications does not, of course, accurately measure total unemployment.

EMPLOYMENT SECURITY SYSTEM

Supervision of 20 prefectural Employment Security Sections by six national supervisors was under taken in September, pursuant to the Labor Minister's instruction that national supervisors would be authorized to inspect prefectural offices.

On 1 September the Kandabashi Public Employment Security Office in Tokyo was formally reopened as an experimental office where new procedures can be tried out under the guidance of the national government. The office is also to serve as a demonstration in training programs for prefectural and national officials. As a result of publicity given the reopening ceremony, job orders and job applicants increased threefold within a week of the opening day.

PRISON LABOR

On 20 August 1948 the Cabinet adopted the principle that prisoners should be removed from private industry and that prison facilities should be increased to make this possible. Full implementation of this new policy will require adjustment over a considerable period of time since a large number of prisoners are now housed by private industry (shipbuilding, charcoal making, etc.) in private premises

Prison Labor (Cond)

particularly constructed for this purpose, whereas the prisons have neither adequate housing for prisoners nor sufficient employment opportunities on public projects. The purpose of the new policy is to allow increased employment opportunities for free labor and to prevent lowly paid prison labor from undercutting the labor market. As a first step in implementing this policy, the Labor Ministry issued an order requiring that prison labor be eliminated from the coal mines by 30 September 1948 because of the unsavory history of the use of forced labor in coal mines and the abundance of free labor for this purpose.

HANDICAPPED

In conjunction with Miss Helen Keller's visit to Japan, the Labor Ministry publicized its first "Employ the Physically Handicapped Week" from 1-7 September with posters, newspapers articles and radio programs. Preliminary reports indicate that as a result of this publicity many handicapped persons applied for jobs at local Public Employment Security Offices for the first time and that some of them were placed in normal jobs. This represents a new trend in Japan where it has been customary to regard handicapped persons as not fit for normal employment.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDC # 775212

WOMEN AND MINORS

The Labor Ministry has scheduled 1-10 November as "Nationwide Drive for Protection of Minor Workers," supported by other Ministries, unions, employer organizations, PTA's, and women's organizations. The main objective is to obtain public understanding of and interest in minor workers' problems. An exhibit is planned for each prefecture and a one-day meeting will be held in 12 large cities. Press, radio, and theater publicity is scheduled for September and October as well as during the period itself, and the various organizations and agencies concerned have instructed local personnel to prepare projects for the exhibits and meetings. Field representatives and other local labor officials are to coordinate local projects, plans and publicity.

The second regional conference for Women's and Minors' Bureau field representatives was held in Tokyo on 20-21 September for personnel from the seven Kanto prefectures. In line with the aim of the conference to clarify the field representative's position, a maximum amount of time again was allocated to discussion. Remaining conferences are scheduled as follows: nine Chubu prefectures, 4 October, Gifu City; seven Kinki prefectures, 6 October, Kyoto City; nine Chugoku and Shikoku prefectures, 8 October, Okayama City; seven Kyushu prefectures, 11 October, Fukuoka City.

The first issue of the "Women's and Minors' Bureau Monthly Bulletin" was issued on 1 September. The Bulletin is a one-page factual sheet reporting meetings, publications, important new job appointments, significant legal cases and interpretations, and other events of importance to women and minors. The first issue includes information on Women's and Minors' Bureau organization and functions; enforcement cases of the equal-pay-for-equal-work requirement; the number of women labor standards inspectors; a graph showing the high proportion of young workers who have received injury as railroad couplers (an occupation new prohibited for minors by the Labor Standards Law); and statistics on employment, union membership, and wages.

As the first part of a wage investigation of all railroad workers, aimed to obtain equal pay for equal work, the Women's Section of the Government Railroad Workers' Union (Kokutetsu) has completed an investigation of wage rates for railroad workers in Tokyo. Base pay and area allowances of men and women workers were checked, both as to beginning rates and promotion rates, and in cases where men and women had the same education, length of service, and job, the rates were carefully compared. Upon completion of the full investigation the Women's Section will present the facts to the Transportation Ministry and the National Personnel Authority and request correction of any discrepancies.

All Women's and Minors' Bureau field representatives were istructed in late August to obtain the following items from the prefectural labor standards office and report the information to the Bureau: (a) Comparision of number of minors under full 15 years in the area with number of employment certificates issued, (b) method of checking on age certificates and employment certificates as included in the inspectors' check list, (c) any problems of employment certificate issuance, (d) violations of age and employment certificates found to date by inspectors.

Two-day conferences for women union leaders were held in Chugoku and Kinki regions in late August and early September, under the combined auspices of MG labor officers and those education officers in charge of women's affairs. The aim of the conferences was the training of union women in leadership and in methods whereby women can work in their unions to solve important problems. The scheduling of discussion groups, panel discussion, reports to the general meeting, and similar activities resulted in maximum participation by the delegates themselves, and the women indicate this was helpful in giving them some idea of how to translate theory into practice.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Economic and Scientific Section
APO 500

312.1(5 Oct 48)ESS

5 October 1948

SUBJECT: Regrading of Confidential Documents

TO: Military Government Team Labor Officers

1. References:

a. Labor Division Monthly Summary Number 1, September - October 1945, classified "CONFIDENTIAL".

2. Pursuant to General Headquarters, Supreme Commander for the Allied Powers, Document Downgrading Board, List of Regraded Documents Number 17, document listed in paragraph 1 a, above, has been regraded from "CONFIDENTIAL" to "UNCLASSIFIED".

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

FILE IN LABOR

The LABOR LETTER

OF

LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

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LABOR DEVELOPMENTS - THIRD YEAR OF OCCUPATION

Legislation and Administration

By the end of the third year of the occupation, Japan had ten basic labor laws, comprising a system meeting international standards of labor legislation, and its first Ministry of Labor, providing integrated machinery for the administration of labor affairs.

With the exception of the Trade Union Law and the Labor Relations Adjustment Law, which were already in operation, all of the labor laws came into effect during the third year of occupation. The Labor Standards Law and the Seamen's Law extend to all classes of non-agricultural workers protection up to, and in some cases beyond, ILO standards. The Workmen's Compensation Insurance Law sets up an insurance system for compensation of occupational injuries and diseases. The Unemployment Insurance Law and the Seamen's Insurance Law provide compensation for involuntarily unemployed workers in covered enterprises.

The Labor Ministry, established on 1 September 1947, includes Japan's first Women's and Minors' Bureau and the first Bureau of Labor Statistics and Research. The Employment Security Law outlaws labor bosses and provides a revised nation-wide network of employment exchanges and vocational training for unemployed. The Seamen's Employment Security Law, administered under the newly established Seamen's Bureau in the Ministry of Transportation, provides similarly for maritime labor.

Labor and Employer Organizations

Union membership reached 6,637,000 in 34,000 local unions by 30 June 1948, increasing by 1,363,000 members during the preceding twelve months.

The influence of the two major federations declined, as many workers were critical of their political tendencies, charging the JFL (Sodomei) with being dominated by the Social Democratic Party and the NCIU (Sambetsu), by the Communist Party. Slightly over two million workers belonged to the two major federations at the end of June 1948, as compared to 3.8 million who belonged to other, independent national unions. Democratization Leagues were formed within unions at both local and national levels to combat Communist fraction activities.

Parallel with the national industrial unions, nation-wide industrial employers' associations were organized, primarily to deal with labor relations, and in April 1948 affiliated into the Japan Federation of Employers' Associations. On the other hand, the tripartite Economic Reconstruction Councils organized in the second year of the Occupation became largely inactive, and the

FIRST ANNIVERSARY

With this issue the Labor Letter completes its first year of publication. The occasion is being marked by the inclusion of a short summary of labor developments in Japan during the past twelve months.

OTHER ANNIVERSARIES

During the first week in September the Labor Ministry will try to celebrate four things at once:

1. The anniversary of its establishment on 1 September 1947.
2. The first anniversary of the enforcement of the Labor Standards Law.
3. Labor Education Week, featuring workers' festivals throughout Japan.
4. Hire the Handicapped Week, timed to coincide with Helen Keller's visit. America's Labor Day falls in the same week.

national Council dissolved in April 1948 when the management and JFL (Sodomei) members broke with the NCIU (Sanbetsu) group, alleging that the latter's Communist-influenced position obstructed constructive action.

Labor Relations

Although labor disputes were widespread and tense, there were no extended or large-scale work stoppages or disruptions, and less than one fifth of one percent of total available man-days of work were lost through strikes and lockouts during the 12-month period ending 30 June 1948. Disputes in such key industries as coal, electric power, transportation and fertilizer, while numerous, were settled before they had had any great effect on production.

The Labor Relations Committees handled cases which covered approximately 99% of all workers involved in disputes. The only instance in which GHQ, SCAP took action was the prohibition of the threatened nation-wide communication workers' strike in March 1948.

All major disputes were over wage demands to meet the continually rising living costs. Other causes for disputes were alleged discrimination by employers against workers for union activity and disagreements over the terms of labor contracts.

Labor and Employer Education

The government led in labor education, using every available medium to reach large groups. It concentrated on acquainting the workers and employers with the provisions of labor laws coming in force during the year. Hundreds of thousands of posters, pamphlets, and other printed material on the newly operative legislation were distributed and hundreds of lectures were given.

The Labor Ministry published monthly and weekly periodicals, a wall newspaper, and numerous books and pamphlets; sponsored a weekly labor hour on the radio; and produced two film strips every month. An Information Unit was set up to coordinate the Ministry's publicity work. Ten one-week summer schools were conducted under the Ministry's auspices, and permanent labor schools were set up in more than 30 prefectures.

Labor unions redirected their educational programs and publications somewhat to more practical subjects, and have set aside substantial budgets for education. But in general, the unions and the employer associations have not been as active as the Labor Ministry and its prefectural offices.

Wages

While the rate of increase of wages slowed down during the third occupation year, wages more than doubled and average monthly wages set through collective bargaining during the June-July period ranged between ¥5,500 and ¥6,500 for male workers in private industry. Late in June the Government revised the ¥1,800 standard wage established in July 1947 for price-setting purposes to ¥3,700 and accordingly increased the government workers wages from the ¥2,920 in effect since January to ¥3,791 retroactive to 1 June or 2.1 times the July 1947 level.

The general pattern of wage components, characterized by numerous allowances, bonuses and payments in kind remained generally unchanged in private industry. However, with increasing emphasis on "pay for job" special allowances showed a marked tendency to become incorporated into base pay.

Employment and Unemployment

While employment in general was at a high level, placement of repatriates and the recruitment of workers for key industries required special attention. Employment in coal mines reached capacity in terms of available facilities, and was frozen for six months at the level of 30 April. Sufficient labor was recruited for the textile industry.

LABOR DEVELOPMENTS (CONTD)

Since March, when labor bosses were banned by the Employment Security Law, about a third of the illegal labor suppliers have either gone out of business or changed their operating methods sufficiently to comply with the law.

In its second year, the public works program absorbed unemployment by providing more than 500,000 man-years of work. It also contributed significantly to flood control, land reclamation, irrigation, housing, repaid of war damage, and increased output of food and other essentials.

Job studies were completed in 20 industries and started in 80 others. Job descriptions in the electric light bulb and tobacco industries were published.

IMPERIAL OIL COMPANY DISPUTE

About 26 July approximately 10,000 workers of the Imperial Oil Company went into strike, although at that time mediation was being carried out by the CLRC. The dispute revolved around the union's demand for increased wages, certain other monetary increases and insistence upon participation in the reconstruction and rehabilitation of the corporation's business. The union refused to agree to the company's argument that, to pay additional monies to the workers, it would be necessary to discharge approximately 3,000 employees declared to be surplus. The CLRC finally made a mediation proposal that the company should pay wage, retirement and dismissal increases and put the question of surplus personnel up to a tripartite committee of experts to decide the matter. The proposal also recognized the union's right to participate in the drawing up of reconstruction-rehabilitation plans of the company. On 20 August the union and the company accepted the mediation proposal - both sides attaching certain drastic conditions to such acceptance, however. In effect, therefore, the proposal was actually rejected.

Because of the cessation of oil production in Japan, which amounts to approximately 10% of the total petroleum products consumed by the Japanese economy, GHQ, SCAP was requested to intervene directly in this matter in order to bring about a termination of the strike and a possible settlement. A series of conferences were held in which suggestions were made based on the mediation proposal, amended, however by certain established policies of GHQ, SCAP, in the field of labor-management relations. The company substantially accepted the suggestions made and the union appeared favorably inclined thereto. However, in order to avail itself of an additional month of collective bargaining the union finally decided on 24 August to call off the strike without definitely accepting any suggestions for settlement hitherto advanced.

ELECTRIC POWER DISPUTE

A dispute which may build up to major proportions in the near future is foreseen in the electric power industry. In this case the union and the company had a clear agreement which provided for the application of a sliding scale to wages in January, April, July, and October. The award by the CLRC in March spelled out the application of the sliding scale through the use of the Consumers' Price Index. However, as of 1 July, the company refused to honor this portion of the contract, pleading financial inability.

Because of the stress which the Occupation has placed upon the adherence to contractual obligations on the part of the unions, and because carrying out a contract is the basis of property rights, considerable pressure was placed on the company to reverse its attitude. However, the company insists that current power rates do not give it any margin to increase wages as it had promised. The situation is further complicated by the fact that the union's demand for a sliding scale increase is based not upon the Consumers' Price Index but upon their own formula.

Because of the failure to get central agreement on the enforcement of the contract, the union's central executive committee has given authority to the various regional committees to go into acts of dispute in an effort to secure their demand. Thus far most stoppages in the power industry have been of short duration and have not had any appreciable effect on industrial production. However, if the situation continues without a solution, it is expected that the stoppages will increase in severity and industrial recovery may face a real threat.

SURVEILLANCE REPORTS

The surveillance reports on the Labor Standards Law being submitted by MG are proving very informative in most respects. Little information, however, has been reported on the activities of the field representatives of the Women's and Minors' Bureau.

COAL LABOR RELATIONS

It has been traditional in Japan that workers in Hokkaido have received a climate allowance over and above normal national wages. In the coal industry the setting up of the national wage agreement made it necessary for separate negotiations to be conducted in Hokkaido on this question. At the same time, the operators sought to reduce the Hokkaido overtime rate of approximately 70% to the national average of 35%. During the course of the Hokkaido negotiations, miners in Hokkaido (Tanro and Zensekitan unions) refused to work overtime. However, on 11 August an agreement was reached, through the mediation of the Eighth Army Coal Team, which provided for payment of ¥580 climate allowance and reduction of the overtime rate to 37%.

Provision for the climate allowance was not made in the establishment of current coal prices. Therefore the operators need either a new price revision or a government subsidy or loan in order to honor the agreement.

The current wage contract also provides that in the event of unusual increases in the cost of living, the miners will receive a government-approved "repercussion increase" in wages. Accordingly, both Zensekitan and Tanro, the two major unions in the industry, sought this "repercussion increase" after new prices began going into effect on basic commodities. Thus far the government has not been able to suggest where the operators will get the money to pay such increases. A conference on 25 August between the operators and the miners will discuss this problem; both unions have scheduled national conferences at the end of this month to plan further action. An additional complication is seen in the fact that, in accordance with the contract which expires 30 September, wage talks for a new contract will begin 1 September.

Delay in establishment of a Coal Safety Code and indecision as to which government ministry will have responsibility for its enforcement has resulted in both unions establishing a policy of "safety struggle." Recent explosions in various mines, which have cost the lives of more than 100 miners, have underlined the necessity of a proper safety code. Thus far the safety struggle, which merely means that miners will not go into unsafe pits, has not resulted in any appreciable loss of production.

WOMEN'S AND MINORS' BUREAU

The two subcommittees of the Women's and Minors' Advisory Committee concerned with women workers and minor workers met in late July. The subcommittee on women workers discussed an interpretation of the maternity leave provisions of the Labor Standards Law and started consideration of how to increase employment opportunities for women. The subcommittee on minor workers devoted most of its consideration to the subject of vocational training and vocational guidance and also stressed the need to have relief provisions of the Livelihood Protection Law put fully into effect to minimize hardship to low-income families whose children must be transferred to different jobs or discharged under the Labor Standards Law.

The Women's and Minors' Bureau held the first of a series of regional conferences for its field representatives in Morioka, Iwate prefecture, on 4 and 5 August. The conference was for two field representatives from each of the six Tohoku region prefectures and Hokkaido. The field representatives were given the opportunity to discuss some details and ask questions arising in their work so far. One such conference will be held each month until all the field representatives have been covered.

The Minor Workers' Section of the Bureau has completed plans for a balanced program of supervising the field representatives concerning minor workers' problems. The first visit under this program was made to Iwate prefecture in mid-August, including a visit to both the field representatives and the labor standards office. In line with the top priority which the Minor Workers' Section gives the enforcement of the employment certificate program, emphasis was laid on the importance of including in the inspection check list and instructions a check both on employment certificates for minor workers aged 12 to 15 and age certificates for workers aged 15 to 18. The way in which the check was to be made by the labor standards inspectors was also studied.

The Bureau has issued instructions to seven field representatives to investigate the reaction to and use made of two of the Bureau's pamphlets, with the aim of determining whether the terminology of the pamphlets was simple enough for easy use, and whether the subject matter is regarded as significant.

WORKMEN'S COMPENSATION

The coverage of workmen's compensation insurance continues to expand at a very satisfactory rate. Coverage for April was 121,000 employers; for May, 128,-000; and for June, 139,000. The largest increase occurred in Hokkaido during June, where 2,000 were added to the covered list. This may be associated with the fact that attachment proceedings were carried out against 13 employers during the month.

Benefits were paid to a total of 33,000 new cases during June. This includes 424 death cases. The largest number of deaths occurred in Fukuoka and Hokkaido. Total benefit payments were 142 million yen. The average payment made to workers as wage-loss compensation was ¥63 per day. In addition, an average of ¥58 per day was paid for cost of medical care.

Despite the fact that very large sums are now being dispensed as benefit payments, prefectural offices are doing very little to check the correctness of these payments to prevent fraud by workers or employers against the insurance. Payments, which in a few individual cases may run as high as half a million yen, are paid without question. This practice has grown up in part because of the shortage of personnel, and because of a desire to pay the benefits at the earliest possible date. However, personnel is now being expanded, and it is believed that if proper procedure is followed, claims might be checked without seriously delaying benefit payments. Questionable cases should be checked before payment. Other cases which do not, on the face, appear suspicious should be paid prior to auditing, but a certain percentage of them should be spot-checked afterwards.

Although the Workmen's Compensation Law provides that benefits will be paid directly to the worker, some prefectures have circumvented the provisions of the Law and are paying the benefits through the employer. This is in accordance with pre-Occupation Japanese practice. It has been adopted in part because of the shortage of personnel which has made it convenient to pay claims to the employers who thus take care of handling much of the paper work. However, the practice is paternalistic and lends itself to fraud. With additional personnel now becoming available, it is believed that prefectural offices should abide by the letter and spirit of the Law and pay their benefits directly to workers. Instructions to local offices to this effect have been issued.

LABOR EDUCATION MONTHLY

The Labor Ministry has issued the first number of the Labor Education Monthly Review. Although dated April-May 1948, it appeared only recently. The review will report on all types of labor education activities current throughout Japan -- schools, radio programs, periodicals, pamphlets, visual aids, and so on. Foreign labor education activities are also covered.

Up to now, it has been difficult for the Japanese to find out what activities are going on and what materials are available in other parts of the country. It has been necessary for the Labor Division to issue bibliographies of Japanese labor publications and film strips, since no one else was doing so. The new publications will therefore fill an important gap by providing those interested in labor education with source materials. The Review will be distributed by the Labor Ministry to its prefectural offices.

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TOHO STUDIOS DISPUTE

The Toho Motion Picture Co. dispute, last reported in the May Labor Letter, has developed into a case of national importance. A majority of the Toho workers seceded from the striking union and sought to conduct separate negotiations with the company to end the dispute. However, the remaining minority, under Communist influence, took over one of the studios and, with the aid of sympathizers from other unions, barricaded themselves and defied ejection. The company sought and received a court order which authorized Japanese police authorities to evict the trespassers. Action on the court order was delayed until after the company rejected a decision by Dr. Suehiro of the the CLRC. Accordingly, on 18 August Japanese police surrounded the barricaded studio and succeeded in getting the strikers to withdraw without incident. Some First Cavalry troops were also alerted in the event that the Japanese police could not handle the situation. Management later agreed to allow the strikers access to union offices and other buildings within the studios.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDC # 77-5077

EMPLOYMENT SECURITY PROJECTS

The Saitama prefecture demonstration project, designed to develop the best possible procedures for supervision of local Employment Security Offices, continued with an intensive training course for key prefectural officials, conducted by Employment Security Bureau officials. Five main points for improvement in the Employment Security Office operation were adopted by the prefectural office. These are as follows:

1. All workers and employers in the area served by the office should be fully informed of the location and services of the office.

2. The largest possible number of employers should notify the office of their job openings.

3. The largest possible number of job applicants should come to the office for jobs.

4. Job openings filed with the office should be filled promptly and with the best available candidates.

5. Job applicants should be referred promptly to suitable jobs.

The goal from September 1948 to February 1949 will be to improve the first point by 50 percent and the others by 25 percent. Local offices were instructed to send to the prefectural office an evaluation of their present status with respect to these points.

On 1 August, the remodelled Kandabashi Public Employment Security Office in Tokyo was formally reopened as an experimental office which will be used by national officials to try out new policies and procedures suggested by SCAP officials for improving the services rendered by PESO's. The Kandabashi office will also be used for demonstrating improved techniques to other Employment Security officials.

OCCUPATION FORCE WORKERS

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The collection of unemployment insurance premiums shows some improvement but remains very unsatisfactory. In general, premiums are still being collected from less than half of the employers who are theoretically liable under the law. It has become a common practice, even among the large employers, to deduct the worker's share of the premium from his pay, but to refuse to pay it to the government. Prefectural Employment Security Bureaus send out a limited number of notices of demand for payment containing threats of legal action with time limits, but they are not followed up, and legal action is not actually carried through.

Originally premiums were collected by the local Public Employment Security Office. However, it was felt that vigorous prosecution of their tax collection responsibility was inconsistent with their employment service role based on close, friendly relations with employers. The collection function was therefore transferred to the prefectural Employment Security Offices. To assist the prefectural offices, field auditors were appointed, whose duty was intended to be checking employers' books in order to establish liability for coverage under the law among those employers not paying the premium, and checking the correctness of the premium reports of those employers who do pay. These functions are absolutely essential to any successful premium collection program. However, most prefectures have diverted the field auditors from their proper function and have used them instead as errand boys making the rounds collecting the cash premium and report forms. Report forms should be mailed, and payments should also be mailed, or paid to a bank or post office. The Employment Security Bureau does not have personnel and cannot afford to send a representative to employers every month to bring in their reports and premiums. It also cannot collect the premium without the effective performance of the function which the field auditors were established to perform.

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The LABOR LETTER
OF
LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

NUMBER 12 ANNIVERSARY ISSUE 23 AUGUST 1948

LABOR DEVELOPMENTS - THIRD YEAR OF OCCUPATION

Legislation and Administration

By the end of the third year of the occupation, Japan had ten basic labor laws, comprising a system meeting international standards of labor legislation, and its first Ministry of Labor, providing integrated machinery for the administration of labor affairs.

With the exception of the Trade Union Law and the Labor Relations Adjustment Law, which were already in operation, all of the labor laws came into effect during the third year of occupation. The Labor Standards Law and the Seamen's Law extend to all classes of non-agricultural workers protection up to, and in some cases beyond, ILO standards. The Workmen's Compensation Insurance Law sets up an insurance system for compensation of occupational injuries and diseases. The Unemployment Insurance Law and the Seamen's Insurance Law provide compensation for involuntarily unemployed workers in covered enterprises.

The Labor Ministry, established on 1 September 1947, includes Japan's first Women's and Minors' Bureau and the first Bureau of Labor Statistics and Research. The Employment Security Law outlaws labor bosses and provides a revised nation-wide network of employment exchanges and vocational training for unemployed. The Seamen's Employment Security Law, administered under the newly established Seamen's Bureau in the Ministry of Transportation, provides similarly for maritime labor.

Labor and Employer Organizations

Union membership reached 6,637,000 in 34,000 local unions by 30 June 1948, increasing by 1,363,000 members during the preceding twelve months.

The influence of the two major federations declined, as many workers were critical of their political tendencies, charging the J/L (Sodomei) with being dominated by the Social Democratic Party and the NCIU (Sanbetsu), by the Communist Party. Slightly over two million workers belonged to the two major federations at the end of June 1948, as compared to 3.8 million who belonged to other, independent national unions. Democratization Leagues were formed within unions at both local and national levels to combat Communist fraction activities.

Parallel with the national industrial unions, nation-wide industrial employers' associations were organized, primarily to deal with labor relations, and in April 1948 affiliated into the Japan Federation of Employers' Associations. On the other hand, the tripartite Economic Reconstruction Councils organized in the second year of the Occupation became largely inactive, and the

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FIRST ANNIVERSARY

With this issue the Labor Letter completes its first year of publication. The occasion is being marked by the inclusion of a short summary of labor developments in Japan during the past twelve months.

OTHER ANNIVERSARIES

During the first week in September the Labor Ministry will try to celebrate four things at once:

1. The anniversary of its establishment on 1 September 1947.
2. The first anniversary of the enforcement of the Labor Standards Law.
3. Labor Education Week, featuring workers' festivals throughout Japan.
4. Hire the Handicapped Week, timed to coincide with Helen Keller's visit. America's Labor Day falls in the same week.

national Council dissolved in April 1948 when the management and J&L (Sodomei) members broke with the NCIU (Sanbetsu) group, alleging that the latter's Communist-influenced position obstructed constructive action.

Labor Relations

Although labor disputes were widespread and tense, there were no extended or large-scale work stoppages or disruptions, and less than one fifth of one percent of total available man-days of work were lost through strikes and lock-outs during the 12-month period ending 30 June 1948. Disputes in such key industries as coal, electric power, transportation and fertilizer, while numerous, were settled before they had had any great effect on production.

The Labor Relations Committees handled cases which covered approximately 99% of all workers involved in disputes. The only instance in which GHQ, SCAP took action was the prohibition of the threatened nation-wide communication workers' strike in March 1948.

All major disputes were over wage demands to meet the continually rising living costs. Other causes for disputes were alleged discrimination by employers against workers for union activity and disagreements over the terms of labor contracts.

Labor and Employer Education

The government led in labor education, using every available medium to reach large groups. It concentrated on acquainting the workers and employers with the provisions of labor laws coming in force during the year. Hundreds of thousands of posters, pamphlets, and other printed material on the newly operative legislation were distributed and hundreds of lectures were given.

The Labor Ministry published monthly and weekly periodicals, a wall newspaper, and numerous books and pamphlets; sponsored a weekly labor hour on the radio; and produced two film strips every month. An Information Unit was set up to coordinate the Ministry's publicity work. Ten one-week summer schools were conducted under the Ministry's auspices, and permanent labor schools were set up in more than 30 prefectures.

Labor unions redirected their educational programs and publications somewhat to more practical subjects, and have set aside substantial budgets for education. But in general, the unions and the employer associations have not been as active as the Labor Ministry and its prefectural offices.

Wages

While the rate of increase of wages slowed down during the third occupation year, wages more than doubled and average monthly wages set through collective bargaining during the June-July period ranged between ¥5,500 and ¥6,500 for male workers in private industry. Late in June the Government revised the ¥1,800 standard wage established in July 1947 for price-setting purposes to ¥3,700 and accordingly increased the government workers wages from the ¥2,920 in effect since January to ¥3,791 retroactive to 1 June or 2.1 times the July 1947 level.

The general pattern of wage components, characterized by numerous allowances, bonuses and payments in kind remained generally unchanged in private industry. However, with increasing emphasis on "pay for job" special allowances showed a marked tendency to become incorporated into base pay.

Employment and Unemployment

While employment in general was at a high level, placement of repatriates and the recruitment of workers for key industries required special attention. Employment in coal mines reached capacity in terms of available facilities, and was frozen for six months at the level of 30 April. Sufficient labor was recruited for the textile industry.

LABOR DEVELOPMENTS (CONTD)

Since March, when labor bosses were banned by the Employment Security Law, about a third of the illegal labor suppliers have either gone out of business or changed their operating methods sufficiently to comply with the law.

In its second year, the public works program absorbed unemployment by providing more than 500,000 man-years of work. It also contributed significantly to flood control, land reclamation, irrigation, housing, repaid of war damage, and increased output of food and other essentials.

Job studies were completed in 20 industries and started in 80 others. Job descriptions in the electric light bulb and tobacco industries were published.

IMPERIAL OIL COMPANY DISPUTE

About 26 July approximately 10,000 workers of the Imperial Oil Company went into strike, although at that time mediation was being carried out by the CLRC. The dispute revolved around the union's demand for increased wages, certain other monetary increases and insistence upon participation in the reconstruction and rehabilitation of the corporation's business. The union refused to agree to the company's argument that, to pay additional monies to the workers, it would be necessary to discharge approximately 3,000 employees declared to be surplus. The CLRC finally made a mediation proposal that the company should pay wage, retirement and dismissal increases and put the question of surplus personnel up to a tripartite committee of experts to decide the matter. The proposal also recognized the union's right to participate in the drawing up of reconstruction-rehabilitation plans of the company. On 20 August the union and the company accepted the mediation proposal - both sides attaching certain drastic conditions to such acceptance, however. In effect, therefore, the proposal was actually rejected.

Because of the cessation of oil production in Japan, which amounts to approximately 10% of the total petroleum products consumed by the Japanese economy, GHQ, SCAP was requested to intervene directly in this matter in order to bring about a termination of the strike and a possible settlement. A series of conferences were held in which suggestions were made based on the mediation proposal, amended, however by certain established policies of GHQ, SCAP, in the field of labor-management relations. The company substantially accepted the suggestions made and the union appeared favorably inclined thereto. However, in order to avail itself of an additional month of collective bargaining the union finally decided on 24 August to call off the strike without definitely accepting any suggestions for settlement hitherto advanced.

ELECTRIC POWER DISPUTE

A dispute which may build up to major proportions in the near future is foreseen in the electric power industry. In this case the union and the company had a clear agreement which provided for the application of a sliding scale to wages in January, April, July, and October. The award by the CLRC in March spelled out the application of the sliding scale through the use of the Consumers' Price Index. However, as of 1 July, the company refused to honor this portion of the contract, pleading financial inability.

Because of the stress which the Occupation has placed upon the adherence to contractual obligations on the part of the unions, and because carrying out a contract is the basis of property rights, considerable pressure was placed on the company to reverse its attitude. However, the company insists that current power rates do not give it any margin to increase wages as it had promised. The situation is further complicated by the fact that the union's demand for a sliding scale increase is based not upon the Consumers' Price Index but upon their own formula.

Because of the failure to get central agreement on the enforcement of the contract, the union's central executive committee has given authority to the various regional committees to go into acts of dispute in an effort to secure their demand. Thus far most stoppages in the power industry have been of short duration and have not had any appreciable effect on industrial production. However, if the situation continues without a solution, it is expected that the stoppages will increase in severity and industrial recovery may face a real threat.

SURVEILLANCE REPORTS

The surveillance reports on the Labor Standards Law being submitted by MG are proving very informative in most respects. Little information, however, has been reported on the activities of the field representatives of the Women's and Minors' Bureau.

COAL LABOR RELATIONS

It has been traditional in Japan that workers in Hokkaido have received a climate allowance over and above normal national wages. In the coal industry the setting up of the national wage agreement made it necessary for separate negotiations to be conducted in Hokkaido on this question. At the same time, the operators sought to reduce the Hokkaido overtime rate of approximately 70% to the national average of 35%. During the course of the Hokkaido negotiations, miners in Hokkaido (Tanro and Zensekitan unions) refused to work overtime. However, on 11 August an agreement was reached, through the mediation of the Eighth Army Coal Team, which provided for payment of ¥580 climate allowance and reduction of the overtime rate to 37½.

Provision for the climate allowance was not made in the establishment of current coal prices. Therefore the operators need either a new price revision or a government subsidy or loan in order to honor the agreement.

The current wage contract also provides that in the event of unusual increases in the cost of living, the miners will receive a government-approved "repercussion increase" in wages. Accordingly, both Zensekitan and Tanro, the two major unions in the industry, sought this "repercussion increase" after new prices began going into effect on basic commodities. Thus far the government has not been able to suggest where the operators will get the money to pay such increases. A conference on 25 August between the operators and the miners will discuss this problem; both unions have scheduled national conferences at the end of this month to plan further action. An additional complication is seen in the fact that, in accordance with the contract which expires 30 September, wage talks for a new contract will begin 1 September.

Delay in establishment of a Coal Safety Code and indecision as to which government ministry will have responsibility for its enforcement has resulted in both unions establishing a policy of "safety struggle." Recent explosions in various mines, which have cost the lives of more than 100 miners, have underlined the necessity of a proper safety code. Thus far the safety struggle, which merely means that miners will not go into unsafe pits, has not resulted in any appreciable loss of production.

WOMEN'S AND MINORS' BUREAU

The two subcommittees of the Women's and Minors' Advisory Committee concerned with women workers and minor workers met in late July. The subcommittee on women workers discussed an interpretation of the maternity leave provisions of the Labor Standards Law and started consideration of how to increase employment opportunities for women. The subcommittee on minor workers devoted most of its consideration to the subject of vocational training and vocational guidance and also stressed the need to have relief provisions of the Livelihood Protection Law put fully into effect to minimize hardship to low-income families whose children must be transferred to different jobs or discharged under the Labor Standards Law.

The Women's and Minors' Bureau held the first of a series of regional conferences for its field representative in Morioka, Iwate prefecture, on 4 and 5 August. The conference was for two field representatives from each of the six Tohoku region prefectures and Hokkaido. The field representatives were given the opportunity to discuss some details and ask questions arising in their work so far. One such conference will be held each month until all the field representatives have been covered.

The Minor Workers' Section of the Bureau has completed plans for a balanced program of supervising the field representatives concerning minor workers' problems. The first visit under this program was made to Iwate prefecture in mid-August, including a visit to both the field representatives and the labor standards office. In line with the top priority which the Minor Workers' Section gives the enforcement of the employment certificate program, emphasis was laid on the importance of including in the inspection check list and instructions a check both on employment certificates for minor workers aged 12 to 15 and age certificates for workers aged 15 to 18. The way in which the check was to be made by the labor standards inspectors was also studied.

The Bureau has issued instructions to seven field representatives to investigate the reaction to and use made of two of the Bureau's pamphlets, with the aim of determining whether the terminology of the pamphlets was simple enough for easy use, and whether the subject matter is regarded as significant.

WORKMEN'S COMPENSATION

The coverage of workmen's compensation insurance continues to expand at a very satisfactory rate. Coverage for April was 121,000 employers; for May, 128,000; and for June, 139,000. The largest increase occurred in Hokkaido during June, where 2,000 were added to the covered list. This may be associated with the fact that attachment proceedings were carried out against 13 employers during the month.

Benefits were paid to a total of 33,000 new cases during June. This includes 424 death cases. The largest number of deaths occurred in Fukuoka and Hokkaido. Total benefit payments were 142 million yen. The average payment made to workers as wage-loss compensation was ¥63 per day. In addition, an average of ¥58 per day was paid for cost of medical care.

Despite the fact that very large sums are now being dispensed as benefit payments, prefectural offices are doing very little to check the correctness of these payments to prevent fraud by workers or employers against the insurance. Payments, which in a few individual cases may run as high as half a million yen, are paid without question. This practice has grown up in part because of the shortage of personnel, and because of a desire to pay the benefits at the earliest possible date. However, personnel is now being expanded, and it is believed that if proper procedure is followed, claims might be checked without seriously delaying benefit payments. Questionable cases should be checked before payment. Other cases which do not, on the face, appear suspicious should be paid prior to auditing, but a certain percentage of them should be spot-checked afterwards.

Although the Workmen's Compensation Law provides that benefits will be paid directly to the worker, some prefectures have circumvented the provisions of the Law and are paying the benefits through the employer. This is in accordance with pre-Occupation Japanese practice. It has been adopted in part because of the shortage of personnel which has made it convenient to pay claims to the employers who thus take care of handling much of the paper work. However, the practice is paternalistic and lends itself to fraud. With additional personnel now becoming available, it is believed that prefectural offices should abide by the letter and spirit of the Law and pay their benefits directly to workers. Instructions to local offices to this effect have been issued.

LABOR EDUCATION MONTHLY

The Labor Ministry has issued the first number of the Labor Education Monthly Review. Although dated April-May 1948, it appeared only recently. The review will report on all types of labor education activities current throughout Japan -- schools, radio programs, periodicals, pamphlets, visual aids, and so on. Foreign labor education activities are also covered.

Up to now, it has been difficult for the Japanese to find out what activities are going on and what materials are available in other parts of the country. It has been necessary for the Labor Division to issue bibliographies of Japanese labor publications and film strips, since no one else was doing so. The new publications will therefore fill an important gap by providing those interested in labor education with source materials. The Review will be distributed by the Labor Ministry to its prefectural offices.

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TOHO STUDIOS DISPUTE

The Toho Motion Picture Co. dispute, last reported in the May Labor Letter, has developed into a case of national importance. A majority of the Toho workers seceded from the striking union and sought to conduct separate negotiations with the company to end the dispute. However, the remaining minority, under Communist influence, took over one of the studios and, with the aid of sympathizers from other unions, barricaded themselves and defied ejection. The company sought and received a court order which authorized Japanese police authorities to evict the trespassers. Action on the court order was delayed until after the company rejected a decision by Dr. Suehiro of the the CLRC. Accordingly, on 18 August Japanese police surrounded the barricaded studio and succeeded in getting the strikers to withdraw without incident. Some First Cavalry troops were also alerted in the event that the Japanese police could not handle the situation. Management later agreed to allow the strikers access to union offices and other buildings within the studios.

EMPLOYMENT SECURITY PROJECTS

The Saitama prefecture demonstration project, designed to develop the best possible procedures for supervision of local Employment Security Offices, continued with an intensive training course for key prefectural officials, conducted by Employment Security Bureau officials. Five main points for improvement in the Employment Security Office operation were adopted by the prefectural office. These are as follows:

1. All workers and employers in the area served by the office should be fully informed of the location and services of the office.

2. The largest possible number of employers should notify the office of their job openings.

3. The largest possible number of job applicants should come to the office for jobs.

4. Job openings filed with the office should be filled promptly and with the best available candidates.

5. Job applicants should be referred promptly to suitable jobs.

The goal from September 1948 to February 1949 will be to improve the first point by 50 percent and the others by 25 percent. Local offices were instructed to send to the prefectural office an evaluation of their present status with respect to these points.

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The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

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EMPLOYMENT SECURITY SYSTEM

According to instructions sent out by the Employment Security Bureau, Day Labor Offices were discontinued as of 1 July 1948, and their remaining functions were transferred to the nearest Public Employment Security Offices. Since 1 April 1948, when the Special Procurement Board took over the job of paying and providing rations to Occupation Force workers, the Day Labor Offices had served as an agency for referring day laborers to the Special Procurement Board for use of the Occupation Forces. Some of the personnel of the Day Labor Offices were transferred to the Special Procurement Board, others to the nearest PESO.

The Employment Security Law provides for optional branch offices of the Employment Security Bureau for the purposes of coordinating metropolitan labor market areas containing two or more prefectures, or for providing a base of operations for adequate technical supervision. The 1948-49 fiscal year budget provided funds for one branch office to be set up in Osaka on an experimental basis. A decision was made in July to postpone indefinitely any plans to establish such branch offices. Other means will be considered to provide necessary coordination within such metropolitan labor market areas as Osaka. This is in line with a recent Cabinet action designed to eliminate as many as possible of the branch and local offices of national administrative agencies.

To eliminate the evils inherent in the common practice, according to which local offices accept and even solicit funds from employers or from private organizations, the Chief of the Employment Security Bureau decided that the receipt of such contributions would be discontinued. In case capital is required to build a new building, it is permissable for a private citizen or organization to finance the building according to specifications of the Employment Security Office, and for the Employment Security System to pay suitable rent over a period of 10 years, at the end of which time title would be transferred to the government.

The traditional policy of serving male and female job applicants in separate interviewing sections in the Employment Security Offices was reviewed in July by the Employment Security Bureau. It was decided for the present to retain the separate interviewing facilities on condition that they would be equally as good for women as for men, that the staff interviewing women would have equal status and pay, and that both sexes would have the same opportunity for jobs open to both. The goal in the future will be toward eliminating separate facilities by sex and to organize the placement services according to industry or occupation, regardless of sex.

During June a major problem arose with respect to supervision of prefectures by the national bureau. It was recognized that the national supervision office had not been given authority to supervise prefectural staffs of the Employment Security System, but that their activities were confined to training of prefectural supervisors and sampling operation of local Employment Security offices. After considerable study of this problem, the Director of the Employment Security Bureau announced in July that the national supervision office would be placed under the General Affairs Section, which has the coordinating function within the Bureau, and that national supervisors would be given the status of Section Chiefs and would represent the Director of the Bureau in contacts with prefectural governors, Labor Department Chiefs, and Employment Security Section personnel.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

The Prefectural Supervision Program moved along according to schedule in the latter part of June and early July. Demonstration inspections carried out by national supervisors for the benefit of newly appointed prefectural supervisors began their schedule of local office inspections in June.

VOCATIONAL TRAINING

During April 12,660 persons attended 406 vocational training centers under the new program operated by prefectural governments from subsidies provided by the national government. Of these 9,808 were men and 2,852 were women; 122 of the total were handicapped persons. The total trainee capacity of the training centers was 20,755

UNEMPLOYMENT INSURANCE

Six supervisory auditors have been appointed to the Unemployment Insurance Section of the Employment Security Bureau. Although all the personnel selected have had experience with some form of social insurance, they were given additional training during July, which included a model audit conducted by the Chief of the Unemployment Insurance Section. The function of the supervisory auditors is to supervise the prefectural offices in the collection of unemployment insurance premiums. Field auditors, who are authorized for attachment to the prefectural offices, have also been selected and appointed in most prefectures. Their primary function is to check on the employer to determine liability for coverage and accuracy of premium payment reports.

The Employment Security Bureau issued comprehensive orders governing the policy and procedure for attachment of delinquent employers' property and for prosecution of employers. The first case of prosecution occured in Yamanashi Prefecture, where an employer was prosecuted for deducting the workers' share of the premium from their pay but refusing to pay it to the government.

A cabinet order was issued fixing the procedures according to which workers may appeal and obtain hearings. A cabinet order was also issued transferring some 859 authorized personnel positions from local to prefectural offices, because premium collection has required more personnel than anticipated, while benefit payments have required less.

EMPLOYMENT SECURITY LAW

An amendment to the Employment Security Law was approved by the Diet on 29 June 1948 and became effective on 30 June 1948. This amendment provides for prosecution and equal punishment of both illegal labor suppliers and users of labor supplied by illegal labor suppliers, and gives the Labor Ministry the right to inspect establishments for the purpose of enforcing this part of the Law. Previously, the Law did not provide for prosecution of enterprises or persons using labor secured from illegal labor suppliers.

On 3 July the Mariners Employment Security Law passed the Diet. This Law provides for certain services and regulations for two groups not covered by the Employment Security Law, i. e., mariners as defined by the Mariners Law (Law 100 of 1947) and persons who work on vessels of foreign registry.

FUKUI EARTHQUAKE

Following the earthquake, the Employment Security Bureau sent two officials to determine the extent of damage to Public Employment Security Offices and to set up temporary quarters to pay unemployment compensation to workers who became unemployed as a result of damaged work facilities.

Approximately ¥700,000,000 has been allocated from Public Works Funds for the rebuilding of public facilities in Fukui prefecture during the second quarter.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

PUBLIC WORKS

The annual budget for Public Works, as finally passed by the Diet, included an appropriation of 42.5 billion yen, broken down as follows:

a.	River Improvement (flood control and irrigation)	¥10,415,079,000
b.	Erosion Control, Rivers	530,733,000
c.	Agriculture (Land Reclamation, drainage, settlers' housing, etc.)	10,144,569,000
d.	Forestry (Access roads, reforestation, afforestation, etc.)	1,916,322,000
e.	Fisery (Fishing Harbor Improvement, warehousing and unloading facilities, etc.)	565,551,000
f.	Roads	1,955,058,000
g.	Ports (Improvement of commercial harbors, piers, breakwaters, unloading facilities, etc.)	3,198,132,000
h.	Court and prison construction	866,483,000
i.	School construction and rehabilitation	5,381,230,000
j.	Low cost housing construction	2,795,850,000
k.	Government office construction	1,158,172,000
l.	City planning (Reconstruction of war damaged cities)	1,378,696,000
m.	Welfare facilities construction	89,114,000
n.	Labor Programs (Unemployment countermeasures and industrial cooperatives)	592,464,000
o.	Industrial Construction (Water supply in Joban coal mine area)	13,674,000
p.	Reserve (to be used in case of disaster or applied to the program as a whole in the event of future cost increases.)	1,040,294,000
q.	Administrative expenses	458,579,000

Expenditures appropriated and expended for public works projects in the interim budgets of April, May and June are included in the annual budget. Certification of the unspent balance is to be divided among the remaining three quarters of the fiscal year. ¥14,570,943,000 have been certified in the 2nd quarter, from the overall appropriations as listed. Of this total, ¥10,969,-298,000 is for general projects and ¥3,601,645,000 for disaster rehabilitation - excluding the Fukui earthquake. This constitutes an increase of approximately one billion yen from the plan originally submitted by the Cabinet; [illegible] additional funds divided approximately evenly among school construction, repatriate housing and disaster rehabilitation.

For the first time since the beginning of the Occupation, the limiting factor in the Public Works Program has become finances rather than materials. This is largely due to the reduced requirements for Occupation projects.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

GOVERNMENT WORKERS

On 7 July Zenkanko, representing 2,500,000 government workers including railroad, communications, other enterprise workers, and workers engaged in government administration, filed formal suit with the CLRC asking mediation of their demand for a 5,200 yen average base wage. The union also submitted six conditions to their demand: opposition to grievance machinery, lowering of popular taxation, opposition to wage stabilization, opposition to worsening of labor laws, opposition to price revision, and opposition to personnel cuts due to administrative readjustment. The situation was complicated by the fact that the Government, in order to produce a budget, unilaterally decided on a ¥3,790 base wage, thus making necessary further Diet action in the event that the final settlement is greater than this figure.

The Government in accepting CLRC mediation objected to consideration by the CLRC of the questions of wage stabilization, prices and taxes since these matters of general political interest are subject solely to the will of the Diet. It also raised the question as to the authority of Zenkanko to bargain on behalf of unions which may or may not accept the Zenkanko decision and the question as to whether it (the Government) can properly bargain with unions representing autonomous workers (Nichiroren) and Tokyo metropolitan workers (Tororen).

The CLRC decided on the three government conditions as follows: (a) that the three political issues will not be considered as such but only in relation to their effect on the economic issues, (b) that the Nichiroren and Tororen be admitted as subsidiary parties since, in the final analysis, their base wage depends upon the general government workers' base, and (c) that the Zenkanko petition be treated as a joint appeal of the union affiliates.

Under the Labor Relations Adjustment Law unions engaged in public welfare industries, in this case Railroad Workers (Kokutetsu) and Communications Workers (Zentei), are not allowed to engage in acts of dispute until 30 days after filing of the petition, i. e., 7 August. However, it is not expected that any nation-wide acts of dispute will take place until after the CLRC makes its award.

The CLRC also decided, in an effort to avoid the situation which occured in 1947 when prefectural labor relations committees issued contrary awards on national issues, that all prefectural labor relations committees keep in close touch with the central body to work out any necessary adjustments.

Despite the fact that no nation-wide acts of dispute will be legal until after 7 August, local union affiliates already have begun to engage in disputes on local scales, usually centering about local issues. These disputes are becoming particularly noticeable in local unions of Kokutetsu and Zentei.

A factor which does not enter into the CLRC negotiations and which may exercise considerable influence on the general dispute is the cabinet decision not to allow employees to take the usual half-holidays granted during the summer months. A question has arison as to whether, because of previous practice, work done in excess of the half-holiday might not be considered overtime. Such a determination will be finally made under Japanese law by the Labor Standards Bureau.

DEMOCRATIZATION LEAGUE

The Democratization League appears to be gaining influence in the CIU metal industry unions. These include the All-Japan Electric, Machine Tool, Steel and Heavy Industry Workers' Unions. The League is now trying to get the workers' support in the Tax Collectors Union and in some of the independent unions such as shipyards, private railway and auto workers.

Recent developments on the national scene include the formation of Democratization League Councils in Tokyo, Kanagawa, Kobe, Niigata, Sendai, Nagano, Nagoya, and Takamatsu. It is anticipated that the League will abolish its provisional Central Council during September, at which time a permanent body will have been elected. Nominations are expected to begin in the near future. Matsuda Kosoya, one of the league leaders, is currently on a two-month organizational tour in Northern and Western Japan.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDB # 770015

LABOR RELATIONS COMMITTEES

There has been considerable discussion among the Japanese as to the clarification of the jurisdiction of the CLRC and the prefectural labor relations bodies. Although the Labor Ministry recently issued an order denying the right of prefectural LRC's to decide national issues, such decisions have taken place in various prefectures. Many observers feel the need for clarification of the law to invalidate decisions by prefectural bodies on national issues and to allow basic labor relations policy to be set by the CLRC itself.

Japanese circles also have been discussing the fact that in some prefectures the prefectural governors have appointed members of the LRC on their own authority, disregarding indicated choices by prefectural labor councils. Under the law the governor has such power if he feels that the choices are not suitable. Under such conditions labor unions can, if they wish, appeal for public support in an effort to recall the governor; however, since in most instances the governors' appointments are relatively popular, it is doubtful whether labor unions can effectively exercise the recall mechanism.

INTERNATIONAL LABOR

The International Labor Organization meeting at San Francisco voted to invite SCAP to send a delegation representing the Japanese Government, employers and workers to I.L.O. conferences with the view to ultimate affiliation by Japan to the I.L.O. The invitation was received too late for such a delegation to go to the 1948 convention, but such action undoubtedly will be taken for future conventions.

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Workers' representatives of Far Eastern Nations at the I.L.O. convention, lead by Indians and Chinese, took the initiative in establishing an Asian Conference of Labor to allow unions in the Orient to discuss mutual problems. Mr. Ali of the Indian Federation of Labor is visiting Japan to "sound out" Japanese unions on the possibility of liaison with and eventual affiliation with the Asian Conference.

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The International Transport Workers' Federation has expressed interest in maintaining liaison with Japanese unions in the transportation field with a view toward ultimate affiliation. The I.T.W.F. is a strong group of non-Communist unions in the West.

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The Japanese Teachers' Union has been invited by the International Federation of Teachers' Associations to attend the world-wide conference held in Switzerland during August. It is doubtful whether J.T.U. delegates will be given permission to attend this conference but the union probably will establish liaison with the international organization.

LABOR NOTES

Recent explosions in coal mines have brought in their wake various safety disputes by coal mining unions as well as beginnings of a national campaign by the unions to adopt a Safety Code.

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At the Kawaminami Shipyards at N[illegible]saki the employer was found guilty of violation of Article 11 of the Trade Union Act and sentenced to two months in jail.

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The Electric Power Industry Workers' Union (Densan) is now engaged in contract negotiations. A Densan branch at Inawashiro, Fukushima, recently conducted a one-hour strike protesting the governor's appointment of members of the prefectural LRC. The Fukushima prefectural LRC now is considering whether a strike for such an object is proper.

NEW BUREAU CHIEF

Yoshio Kaneko, who has been acting Chief for the past several months, has now been confirmed in the position of Chief of the Bureau of Labor Statistics, Ministry of Labor. In collaboration with ESS, he is developing a program for coordination of statistical reporting and research throughout the Ministry. The improved technical procedures and integration of reporting should provide a better flow of information to local and prefectural offices for operating use and for the use of Military Government Teams. It should also eliminate the need for any special requests for information at local and prefectural levels which will be contained in the regular reports of the operating bureaus.

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DECLASSIFIED E.O. 12958 SEC. 3(E) AND 3(B) OR (E) NNDB # 780079

WOMEN AND MINORS

Mrs. Yamakawa, Chief of the Women's and Minors' Bureau, has issued instructions to the field representatives clarifying the difference between labor standards inspection function and the responsibilities of the field representatives. The instructions show clearly that the Women's and Minors' Bureau is not a law-enforcing agency, while the Labor Standards Bureau is an agency to enforce the Labor Standards Law. The field representative may visit an establishment or dormitory to meet and talk to women workers and union leaders, and in cases where the Bureau is carrying out a research project, she may go into the establishment with a specific questionnaire to be filled out. But under no circumstances should a field representative of the Women's and Minors' Bureau investigate an establishment either to look for violations of the Labor Standards Law or to investigate a specific violation which has been reported to her.

The duties which the field representative should perform with regard to the Labor Standards Law consist of the dissemination of information about the Law, studying of the reports of the labor standards office inspectors to determine the extent of enforcement of the Law and referral to the labor standards office any violation reported to her; with regard to cases reported to her she has the right to request the labor standards office to take immediate action and the responsibility to check the report of the inspector to ascertain whether the violation has been corrected.

Indications are, although many of the field representatives are carrying out proper functions such as holding discussion groups with women workers, disseminating information, etc., many of them still confuse their functions with those of the labor standards inspectors and are wasting much of their limited time and resources in carrying out investigations concerning violations of the Labor Standards Law which will not be corrected without labor standards inspection in any case.

The first meeting of the Advisory Committee to the Women's and Minors' Bureau was held 21 June. This initial meeting was largely procedural with very little substantive discussion. The Advisory Committee divided itself into three sub-committees on problems of women workers, minor workers, and women in general, respectively.

Instructions have been issued to the field representatives of the Women's and Minors' Bureau to submit a monthly report beginning in July. First few reports are to consist of simple descriptions by the field representatives of whatever activities they have performed with a more formalized report developed later on.

SUMMER SCHOOLS

The Labor Ministry's program of one-week summer schools is now in full swing. The first school opened in Tokyo 5 July, and nine others are being held on successive weeks for the different regions of Japan.

Judging by the three which have been completed at this writing-those in Tokyo, Karuizawa, and Sendai - the schools have been well managed and the students enthusiastic. The number of applicants has exceeded the number of places available. Classes have been deliberately kept small so as to encourage free discussion.

In addition to the ten regions mentioned above, several prefectures in IX Corps Area are holding similar schools. They include Chiba and Saitama in July; Akita, Aomori, Fukushima, Gunma, and Yamanashi in August. This is an encouraging development, but when two or more schools take place at the same time, quite a strain is placed on the limited supply of qualified teachers available in Japan.

LABOR EDUCATION FESTIVAL

A labor education festival was staged in Osaka 16 July under the auspices of the prefectural labor administration section. It featured three documentary films, a skit on how to run a union meeting, a speech on grievance machinery, and a series of geisha dances. Books and pamphlets were also on sale. Attendance was about one thousand.

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LABOR EDUCATION FILMS

Increasing numbers of film strips and movies on labor topics should be available for distribution in the next three months. Current activities of various organizations in this field are listed below.

A film strip, "ECC Principles for Democratic Trade Unions", is being prepared jointly by the Labor Division and by CI&E. It is now in final processing, and should be out by the end of July.

A consultant on documentary films from Hollywood has arrived in Japan to prepare a movie on "How to Conduct a Meeting", under the auspices of CI&E. This film, while not prepared solely for trade unionists, should be of special interest to them.

The Japanese version of "The Campus Comes to the Steelworkers" (see 22 June Labor Letter) should be out in the field in August. Eighty prints are being made.

Two more film strips by the Labor Ministry are in the final stages and should be out in two weeks. They are "Union Meeting" and "Grievance Machinery".

The Industrial Safety Research Institute has completed 24 film strips, mostly reproductions of U. S. Department of Labor material on industrial safety. Thirty prints of each will be distributed through the Labor Standards Offices.

The Labor Ministry is going to prepare a labor movie which will be primarily compilation of old commercial newsreels. It should be out by the first week in September.

The Trade Union Motion Picture Council is preparing movies for Kokutetsu (Government Railway Workers), Tanro (Coal Miners), and Zentei (Communications Workers). Kokutetsu has already issued a short film depicting its convention at Nara last May.

The Labor Division and CI&E are planning to obtain from the United States a number of film strips and movies prepared for management. The subjects include the training of foremen, job analysis, safety, and the effect of changes in production techniques. This program should give impetus to the rather undeveloped field of management education. Japanese employers have failed to show much interest in lectures and pamphlets on labor relations. First indications are that films would be better received. The Kanto Employers' Association has volunteered to arrange showings in Tokyo and a "road tour" throughout Japan.

Some Military Government teams have been showing film strips in public squares and parks during summer evenings. The general public, as well as union members, are invited. A question-and-answer period may follow the showings.

LABOR UNION MEMBERSHIP

Labor unions on 31 May 1948 numbered 31,915 with 6,629, 222 members. Of this number 5,039,673 were men and 1,471,080 were women. No sex breakdown was available for the remaining 118,469 members. During May 258 unions with 37,571 members were dissolved, while 1,098 new unions with 112,977 members were organized.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 11973

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

NUMBER 10 22 JUNE 1948

LABOR BOSSES

Spot checks made by General Headquarters officials during May in 37 establishments in 19 Public Employment Exchange areas of nine cities indicate that most companies and firms have made some readjustments to comply with Article 44 of the Employment Security Law. Although in some cases these readjustments have been merely superficial, in others there was sufficient evidence of complete adjustment to indicate that full enforcement would eliminate the labor boss system from Japan. Public Employment Security Offices have been active in checking compliance with the law, and have received backing in this work from Military Government officials.

Although the construction industry, which has had more labor bosses than any other industry in Japan, has complied least with the law, enough contractors have complied to demonstrate that complete adjustment to the law is possible without loss of production or efficiency.

In addition to the problem of compliance, there is a serious problem resulting from the practice of placing the former boss-controlled workers on a temporary status on the company payroll, and leaving them under the direction of the former labor boss, who has been given a position as foreman. In many cases the unions are not accepting these temporary workers into the union.

During June, reports were received stating that 7,718 labor supply projects employing 228,732 workers have been declared illegal since 1 March 1948, when the labor supply project clause of the Employment Security Law went into effect. It is estimated that these projects which were declared illegal employ 15% of the total workers in labor supply projects which should be declared illegal.

A study of the Sasebo Harbor Transportation Company shows that workers formerly under labor bosses have increased their efficiency since they were made direct employees of the company. For instance, the amount of salt unloaded from ships increased from 7.8 to 11.4 tons per man day, the amount of salt loaded onto ships increased from 10.7 to 15.8 tons per man day, and salt bagging increased from 5.3 to 6.4 tons per man day. Wages of the workers were increased as much as 40% when the labor bosses were eliminated.

PUBLIC WORKS

The annual budget, approved by the Cabinet and now being considered by the Diet, includes an appropriation of ¥42.5 billion for the public works general account. Of this amount, ¥31.3 billion is for regular projects and ¥11.17 on disaster rehabilitation. Interim budgets for April, May and June are to be subtracted from the annual total.

During May, the Economic Stabilization Board and Labor Ministry agreed to a plan for increasing the use of unemployed on public works projects. This plan states that all public works projects under the direct jurisdiction of any Government agency (i.e., not operated by a contractor) located in a labor market area where unemployment exists must use a certain stated percentage (varying according to type of project) of unemployed in order to receive certification. Only if written certification is received from the Chief of the PESO of the labor market area involved will the agency responsible for the execution of the project be allowed to recruit labor from other sources. City planning and welfare projects such as sewage disposal and waterworks will only be certified if they are direct jurisdiction projects and comply with requirements stated above.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 779073

OCCUPATIONAL INFORMATION

During June 1,000 copies of a manual of instructions on procedures and forms for collecting job information were printed and issued to those engaged in the job analysis program. These officials were given instruction in this manual and in detailed procedures of analysis at training conferences held for this purpose.

The first two industry job studies came off the press during June. These were studies of jobs in the manufacture of electric light bulbs and in tobacco processing.

UNEMPLOYMENT INSURANCE

The unemployment insurance premium collections continue to be so deficient that the success of the Unemployment Insurance Program is jeopardized. The trouble is primarily the inactivity of the prefectural Employment Security officials who have merely held a few meetings with employer groups, announced the program, and then waited for employers to mail in their monthly premium payments. They have made no real attempt to secure a complete list of all employers who should be paying. With some exceptions, they have not sent official demands for payment, with deadlines, to delinquent employers and when such demands have been issued, the deadline has been allowed to pass without action. Not one case has been prosecuted, although the law provides for attachment of property of employers who refuse to pay and for criminal penalties for employers who deduct the worker's share of the premium from his pay, but then fail to pay it to the Government.

Reports from the prefectures indicate that approximately 100,000 employers are "covered". This is less than half the total number which it is estimated would be covered if the law were completely enforced. However, close examination of the figures indicates that the number of employers who actually pay the premium for any one month is far less even than the number reported as "covered".

Responsibility for collection of the premium was officially transferred on 1 June from local offices to prefectural offices by order of the National Employment Security Bureau.

EMPLOYMENT SECURITY SYSTEM

One of the major reasons for poor results in the Employment Security Program has been the shortage of qualified personnel in prefectural and local Employment Security offices.

Most prefectural offices have been operating considerably below authorized strength. They have had many vacancies in key positions, particularly those of third class officials. The pressure of new programs, such as Unemployment Insurance and Elimination of Labor Bosses, has put too great a load on the few people available, so that many of them have been carrying two or three concurrent assignments which should be each a full time job.

Several measures have been taken recently to correct this condition. For one thing, the Cabinet decision of 26 May finally settled the issue of reduction of Government personnel by applying a 15% reduction across the board. In the Employment Security System, heavier cuts will be applied to the PESOs and lighter cuts to the prefectural and National offices. This decision clears the way for appointment of new personnel up to authorized strength. At the same time, the new classification system substituting 15 grades for the old 30 grades is being applied and employees of the Employment Security System will be pegged about two grades higher than they were before, thus giving them a status comparable to most other Government officials and bringing them up to the salary level of most of the prefectural officials. This action should make it somewhat easier to recruit and retain personnel in the Employment Security System.

Promotion from within is being emphasized by the Employment Security Bureau. One result of this emphasis is that already about one-third of the prefectural Employment Security Section Chiefs are former PESO managers. Two years ago the number was practically zero. In order to facilitate recruitment of qualified personnel for the third class official positions, the Employment Security Bureau has sent out an instruction to prefectures to the effect that they should not apply standards of education and experience in excess of the minimum requirements

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

of the National Government. The Employment Security Section Chiefs, together with the Labor Department Chiefs, are advised to take a more active interest in recruitment and promotion of personnel rather than leaving it to the prefectural Personnel Director.

An additional aid to getting qualified personnel is the emphasis on promoting qualified women to third and second class official positions. The National Employment Security Bureau recently appointed three women to positions of third-class official. They are instructing the prefectures and PESOs to give women the same opportunities for promotion as have been accorded to men in the past.

LABOR DEPARTMENTS

Labor Department have now been established in about 30 prefectures as compared to 8 a few months ago. In 12 major prefectures, these departments will have three sections: Employment Security, Labor Administration, and Unemployment Insurance Premium Collection. In the other prefectures, unemployment insurance premium collection will be under the Employment Security Section. Instructions on organization of the Employment Security Sections and PESOs, depending on volume of work, have been determined by the national office and instructions issued for three classes of offices. This is intended to make the organization correspond to major functions and to give proper balance to the various units.

EMPLOYMENT SECURITY PROGRAM

Recent visits by General Headquarters personnel to several prefectures and PESOs have revealed a general lack of knowledge of national policies and a lack of conformity with the policies and procedures of the National Bureau. This situation should be improved by the activities of the newly established prefectural supervisors. In May, 79 of these were appointed and have been given initial training since that time. Their function is to make periodical visits to PESOs and check on their performance in relation to national instructions. In order to provide a pattern for the best practices in this kind of supervision, a demonstration project has been established in Saitama prefecture. Employment Security Bureau and General Headquarters personnel will guide the local officials in setting up the best possible supervision program in that prefecture. Goals for improvement of PESC operations in Saitama prefecture over a six months' period have been established. These goals emphasize information to employers and workers about the services of the office, getting the maximum number of job orders and job applicants, and increasing both the quantity and quality of placements.

TEXTILE EMPLOYMENT

General Headquarters officials who made spot check on recruitment for the textile industry during April and May found that the Public Employment Security Offices are not making the necessary effort to get in touch with the girls who might wish to work in textile mills. Therefore, the textile factories are still relying almost entirely on their own recruiting agents who make door-to-door visits in the farm areas to find the girls they need and then convoy them safely to the factory. Improvement is noted over the past year, however, in that the agents appear to be conducting their recruiting in compliance with the Employment Security Law and the Labor Standards Law. Employment Security Officials are exercising considerable surveillance over these agents.

COAL MINE EMPLOYMENT

On 22 May 1948, the Cabinet approved an order freezing at April level the total number of workers employed in each coal mine during the next six months, except where special permission is granted, and stating that mines shall endeavor to increase the proportion of underground workers to 60% of the total work force. The purpose of this order is to halt the increasing number of surface workers in coal mines who are drawing wages and special rations to the point where the coal mines have requested a large subsidy to meet their inflated labor costs. The order was drafted by a working committee consisting of representatives of coal mine management, coal mine labor unions, and appropriate Government officials. The Coal Board has been given responsibility for enforcing this order through its four regional offices. Employers desiring to recruit workers through PESOs will be required to certify with each order that, if the requested workers are hired, the total employment will not exceed the authorized total.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 770073

LABOR EDUCATION EXHIBITION

A Labor Education Exhibition was held in Tokyo 11 June under the joint sponsorship of the Labor Ministry and the Central Labor College. Those attending were mainly members of educational departments of the various national unions.

One room contained a display of posters and wall newspapers; a second contained examples of film strips and kami shibai; a third was devoted to labor periodicals, and a fourth to labor books. Several labor movies were shown. Instructors were on hand throughout the day to explain the use of the different media.

The exhibition served to demonstrate the many ways in which an education program can be carried out, and also to inspire those attending with examples of what other organizations are already doing.

Officials of the Labor Ministry regarded the exhibition as such a successful experiment that they are considering the staging of similar exhibitions in major cities.

SUMMER SCHOOLS

In addition to the government-sponsored labor summer schools described in May Labor Letter, several unions will hold schools of their own.

The Youth and Women's Sections of the Agricultural and Forestry Ministry Workers' Union are sponsoring five-day schools at Tokyo in July, Shiga in September, Kanazawa in November, and Fukuoka in February.

The Japanese Federation of Labor (Sodomei) and its affiliate, the Metal Workers' Federation, each of which held summer schools last year, will do so again this year. Time and place have not yet been decided.

LABOR MOVIE

A Japanese sound track has been prepared by Toho Studios to go with the CIO movie, "The Campus Comes to the Steel Workers," describing a labor school conducted by Pennsylvania State College. This film should be ready for showing this summer.

INTERNAT'L LABOR ORGANIZATION

The Japanese Government asked General Headquarters to facilitate sending Japanese observers to the current conference at San Francisco of the International Labor Organization. The ILO, with which 57 nations are affiliated, is a tri-partite organization of government representatives, employers and workers which seeks to establish world-wide labor standards, etc. However, because of the current policy restricting travel of Japanese abroad except in special cases, it was not possible to send any Japanese observers to this conference.

The ILO was formed under the League of Nations and has been functioning for a quarter of a century. The American Federation of Labor participates in the ILO. Soviet Russia does not.

GRIEVANCE MACHINERY

The two coal miners unions, Tanro and Zensekitan, reached agreement with the coal mine operators on grievance machinery, including final arbitration by a neutral party. Both unions submitted the wage agreement, including grievance machinery, to their respective conventions for ratification. Zensekitan adopted the agreement by a vote of 73 to 40. The Tanro convention is in session at this time and there are very strong indications that the agreement will be adopted.

The Metal Miners Union, after rejecting grievance machinery in their May convention, is still negotiating with management on the question. The union is trying to secure further concessions from management as a condition of accepting grievance machinery.

SURVEY OF LABOR UNIONS

A survey of all labor unions and federations is now being made by local administration offices in accordance with instructions from the Bureau of Labor Statistics and Research of the Ministry of Labor. The data will be as of 30 June and will cover in addition to such information as membership, affiliation, etc, information on union officials and by whom they are paid, publications and educational activities, dues and how collected and a large number of other facts questioned about unions.

The schedules are to be first reviewed by local and prefectural officials and then sent in to the Labor Ministry for tabulation. The Ministry expects to complete tabulations about the end of August, and will be printed and forwarded to prefectural and local authorities.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 779075

GOVERNMENT WORKERS

Formal negotiations began when representatives of the Federal Council of Government and Public Workers Unions, representing all of the major government enterprises and administrative offices, presented their demands to Premier Ashida. Essentially, the wage demands centered around the figure of ¥5,200 take-home (i.e., not including tax) pay, retroactive to 1 April. The government has based its proposed budget upon non-retroactive payment of ¥3,700 including taxes.

The government workers' front has been strengthened by the accession of Kokutetsu (Government Railway Workers Union) which had played a lone role during the February and March disputes. The recent Kokutetsu convention at Nara voted adherence to the Federal Council in an implied rebuke to their leadership.

The Kokutetsu convention saw a sharp swing away from its previous policy of militant anti-Communism, giving the balance of power to the Reformist League, which plays a middle-of-the-road policy between the anti-Communist Democratization League and the Communists. For instance, the convention upheld job classification and central control of struggle, as proposed by the Democratization League, but supported the ¥5,200 wage demand and united action with other unions, as proposed by the Communists.

Other government union conventions held during May and June include Nikkyo (Japan Teachers Union) and Zensai (National Finance Workers Union). Both conventions voted approval of previous policies and leadership. The important Zentei (National Communication Workers Union) convention is being held toward the end of June and is expected to reaffirm its present strongly-leftist leadership.

Meanwhile, the first results of Kokutetsu's new policy of central control of disputes became evident when the union's Central Disputes Committee ordered round-house mechanics in Shizuoka and other points to cease entering into dispute tactics on the question of summer uniforms since the issue was national in scope and would be negotiated nationally. The Central Disputes Committee also injected itself into a dispute situation in Nagano where they gave permission on acts of dispute but insisted that such acts be directed by national headquarters and that the headquarters decision be respected.

JAPAN EXPRESS DISPUTE

Nittsu (All Japan Express Union) has been negotiating with management since receipt of the CLRC award several weeks ago. Management has been directed by Holding Company Liquidation Commission to reorganize. In addition to demands for increased wages and improved working conditions, the union has demanded that management adopt the union plan for reorganization. Negotiations reached a deadlock on June 5th and the union entered the first 24-hour nation-wide strike in the history of the union. General Headquarters was successful in getting the union to withdraw its demand regarding reorganization, and thereupon management made further concessions on wages, coming within 90% of the union's original demands. However, regional strikes continued, and after freight yards became blocked off with unloaded freight cars, General Headquarters ordered cessation of all strikes, because of interference with Allied Forces shipments.

PRIVATE RAILWAYS

Six of the eight regions involved in the private railways dispute reached agreement, leaving conditions unsettled only in the Kansai and Kanto regions. In the Kanto and Kansai regions, negotiations are continuing with the individual companies; if not settled, they may be subject to strike action.

Settlement has been based on a mediation award accepted by both the union and the Operators League which provides a base wage of ¥3,923 for residents of smaller towns. The award further provided for renewal of bargaining between individual companies and unions to determine wages in higher cost-of-living regions.

EQUAL PAY FOR EQUAL WORK

Details of the first enforcement of the equal pay for equal work provision of the Labor Standards Law (reported in May Labor Letter) reveal that the case was based on discrimination in allowances paid workers in a Shimane Prefecture factory employing approximately the same number of men and women. Inspections disclosed that allowances for meals, cost of living, and dependents were fixed at

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EQUAL PAY FOR EQUAL WORK (CONT'D)

a lower rate for women than for men. Upon orders from the Labor Standards Office, the wage system was revised and back wages were paid to workers. Since this case indicates an area where equal pay enforcement can be begun, the Women's and Minors' Bureau is emphasizing to women the importance of each worker knowing both the exact amount and structure of her own wage and the plant wage structure as it applies to men and women.

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At a conference with I Corps CI&E officers held 5 to 7 June, MG programs concerning women's problems were discussed jointly by representatives of Civil Information Section and Economic and Scientific Section. CI&E officers handling problems of women in general can help improve the status of women workers in their contacts with women's organizations, teachers, and women workers included in these groups. Therefore, although responsibility for policy concerning women workers rests with the Labor Officer, it was suggested that, in cooperation with the Labor Officer, the "Women's Affairs Officer" include specific efforts on working women's problems in the program for women in general. This would include both planning with women's organizations for programs on women workers' problems and planning of programs specifically for women workers. In addition, the "Women's Affairs Officer" and the Labor Officer could jointly work with the field representative of the Women's and Minors' Bureau on these problems.

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Emphasis is currently being laid on the need for unions and women unionists to reorient the women's sections of unions. Existence of women's sections within unions is justified by the need for special effort to help women learn not only labor facts and procedures but also how to participate in group activities, express opinions, and develop leadership. Since a major function is to help women to participate actively in union affairs, women's sections should operate within the union framework and should perform practical, constructive functions such as planning educational programs, improving working conditions of women, and services regarding women's off-the-job problems. References on this subject already forwarded to MG Labor Officers include the NSS press statement, "Women in Japanese Trade Unions," Women's and Minors' Bureau pamphlet, "Labor Unions and Women," and pamphlet of the Women's Section of the General Federation of Japanese Trade Unions (Sodomei), "A Guide to Women's Sections."

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All but two prefectures, Akita and Ehime, reported restitution of wages to workers. From one to 34 cases involving restitution were reported by the prefectures and the total amount paid workers was ¥8,583,563. None of the prefectures has, as yet, instituted prosecution proceedings against employers, since it has been possible to effect compliance through warnings and other actions.

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FILED IN LABOR

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

NUMBER 10 22 JUNE 1948

LABOR BOSSES

Spot checks made by General Headquarters officials during May in 37 establishments in 19 Public Employment Exchange areas of nine cities indicate that most companies and firms have made some readjustments to comply with Article 44 of the Employment Security Law. Although in some cases these readjustments have been merely superficial, in others there was sufficient evidence of complete adjustment to indicate that full enforcement would eliminate the labor boss system from Japan. Public Employment Security Offices have been active in checking compliance with the law, and have received backing in this work from Military Government officials.

Although the construction industry, which has had more labor bosses than any other industry in Japan, has complied least with the law, enough contractors have complied to demonstrate that complete adjustment to the law is possible without loss of production or efficiency.

In addition to the problem of compliance, there is a serious problem resulting from the practice of placing the former boss-controlled workers on a temporary status on the company payroll, and leaving them under the direction of the former labor boss, who has been given a position as foreman. In many cases the unions are not accepting these temporary workers into the union.

During June, reports were received stating that 7,718 labor supply projects employing 228,732 workers have been declared illegal since 1 March 1948, when the labor supply project clause of the Employment Security Law went into effect. It is estimated that these projects which were declared illegal employ 15% of the total workers in labor supply projects which should be declared illegal.

A study of the Sasebo Harbor Transportation Company shows that workers formerly under labor bosses have increased their efficiency since they were made direct employees of the company. For instance, the amount of salt unloaded from ships increased from 7.8 to 11.4 tons per man day, the amount of salt loaded onto ships increased from 10.7 to 15.8 tons per man day, and salt bagging increased from 5.3 to 6.4 tons per man day. Wages of the workers were increased as much as 40% when the labor bosses were eliminated.

PUBLIC WORKS

The annual budget, approved by the Cabinet and now being considered by the Diet, includes an appropriation of ¥42.5 billion for the public works general account. Of this amount, ¥31.3 billion is for regular projects and ¥11.17 on disaster rehabilitation. Interim budgets for April, May and June are to be subtracted from the annual total.

During May, the Economic Stabilization Board and Labor Ministry agreed to a plan for increasing the use of unemployed on public works projects. This plan states that all public works projects under the direct jurisdiction of any Government agency (i.e., not operated by a contractor) located in a labor market area where unemployment exists must use a certain stated percentage (varying according to type of project) of unemployed in order to receive certification. Only if written certification is received from the Chief of the PESO of the labor market area involved will the agency responsible for the execution of the project be allowed to recruit labor from other sources. City planning and welfare projects such as sewage disposal and waterworks will only be certified if they are direct jurisdiction projects and comply with requirements stated above.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 779073

OCCUPATIONAL INFORMATION

During June 1,000 copies of a manual of instructions on procedures and forms for collecting job information were printed and issued to those engaged in the job analysis program. These officials were given instruction in this manual and in detailed procedures of analysis at training conferences held for this purpose.

The first two industry job studies came off the press during June. These were studies of jobs in the manufacture of electric light bulbs and in tobacco processing.

UNEMPLOYMENT INSURANCE

The unemployment insurance premium collections continue to be so deficient that the success of the Unemployment Insurance Program is jeopardized. The trouble is primarily the inactivity of the prefectural Employment Security officials who have merely held a few meetings with employer groups, announced the program, and then waited for employers to mail in their monthly premium payments. They have made no real attempt to secure a complete list of all employers who should be paying. With some exceptions, they have not sent official demands for payment, with deadlines, to delinquent employers and when such demands have been issued, the deadline has been allowed to pass without action. Not one case has been prosecuted, although the law provides for attachment of property of employers who refuse to pay and for criminal penalties for employers who deduct the worker's share of the premium from his pay, but then fail to pay it to the Government.

Reports from the prefectures indicate that approximately 100,000 employers are "covered". This is less than half the total number which it is estimated would be covered if the law were completely enforced. However, close examination of the figures indicates that the number of employers who actually pay the premium for any one month is far less even than the number reported as "covered".

Responsibility for collection of the premium was officially transferred on 1 June from local offices to prefectural offices by order of the National Employment Security Bureau.

EMPLOYMENT SECURITY SYSTEM

One of the major reasons for poor results in the Employment Security Program has been the shortage of qualified personnel in prefectural and local Employment Security offices.

Most prefectural offices have been operating considerably below authorized strength. They have had many vacancies in key positions, particularly those of third class officials. The pressure of new programs, such as Unemployment Insurance and Elimination of Labor Bosses, has put too great a load on the few people available, so that many of them have been carrying two or three concurrent assignments which should be each a full time job.

Several measures have been taken recently to correct this condition. For one thing, the Cabinet decision of 26 May finally settled the issue of reduction of Government personnel by applying a 15% reduction across the board. In the Employment Security System, heavier cuts will be applied to the PESOs and lighter cuts to the prefectural and National offices. This decision clears the way for appointment of new personnel up to authorized strength. At the same time, the new classification system substituting 15 grades for the old 30 grades is being applied and employees of the Employment Security System will be pegged about two grades higher than they were before, thus giving them a status comparable to most other Government officials and bringing them up to the salary level of most of the prefectural officials. This action should make it somewhat easier to recruit and retain personnel in the Employment Security System.

Promotion from within is being emphasized by the Employment Security Bureau. One result of this emphasis is that already about one-third of the prefectural Employment Security Section Chiefs are former PESO managers. Two years ago the number was practically zero. In order to facilitate recruitment of qualified personnel for the third class official positions, the Employment Security Bureau has sent out an instruction to prefectures to the effect that they should not apply standards of education and experience in excess of the minimum requirements

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND 770075

of the National Government. The Employment Security Section Chiefs, together with the Labor Department Chiefs, are advised to take a more active interest in recruitment and promotion of personnel rather than leaving it to the prefectural Personnel Director.

An additional aid to getting qualified personnel is the emphasis on promoting qualified women to third and second class official positions. The National Employment Security Bureau recently appointed three women to positions of third-class official. They are instructing the prefectures and PESOs to give women the same opportunities for promotion as have been accorded to men in the past.

LABOR DEPARTMENTS

Labor Department have now been established in about 30 prefectures as compared to 8 a few months ago. In 12 major prefectures, these departments will have three sections: Employment Security, Labor Administration, and Unemployment Insurance Premium Collection. In the other prefectures, unemployment insurance premium collection will be under the Employment Security Section. Instructions on organization of the Employment Security Sections and PESOs, depending on volume of work, have been determined by the national office and instructions issued for three classes of offices. This is intended to make the organization correspond to major functions and to give proper balance to the various units.

EMPLOYMENT SECURITY PROGRAM

Recent visits by General Headquarters personnel to several prefectures and PESOs have revealed a general lack of knowledge of national policies and a lack of conformity with the policies and procedures of the National Bureau. This situation should be improved by the activities of the newly established prefectural supervisors. In May, 79 of these were appointed and have been given initial training since that time. Their function is to make periodical visits to PESOs and check on their performance in relation to national instructions. In order to provide a pattern for the best practices in this kind of supervision, a demonstration project has been established in Saitama prefecture. Employment Security Bureau and General Headquarters personnel will guide the local officials in setting up the best possible supervision program in that prefecture. Goals for improvement of PESO operations in Saitama prefecture over a six months' period have been established. These goals emphasize information to employers and workers about the services of the office, getting the maximum number of job orders and job applicants, and increasing both the quantity and quality of placements.

TEXTILE EMPLOYMENT

General Headquarters officials who made spot check on recruitment for the textile industry during April and May found that the Public Employment Security Offices are not making the necessary effort to get in touch with the girls who might wish to work in textile mills. Therefore, the textile factories are still relying almost entirely on their own recruiting agents who make door-to-door visits in the farm areas to find the girls they need and then convoy them safely to the factory. Improvement is noted over the past year, however, in that the agents appear to be conducting their recruiting in compliance with the Employment Security Law and the Labor Standards Law. Employment Security Officials are exercising considerable surveillance over these agents.

COAL MINE EMPLOYMENT

On 22 May 1948, the Cabinet approved an order freezing at April level the total number of workers employed in each coal mine during the next six months, except where special permission is granted, and stating that mines shall endeavor to increase the proportion of underground workers to 60% of the total work force. The purpose of this order is to halt the increasing number of surface workers in coal mines who are drawing wages and special rations to the point where the coal mines have requested a large subsidy to meet their inflated labor costs. The order was drafted by a working committee consisting of representatives of coal mine management, coal mine labor unions, and appropriate Government officials. The Coal Board has been given responsibility for enforcing this order through its four regional offices. Employers desiring to recruit workers through PESOs will be required to certify with each order that, if the requested workers are hired, the total employment will not exceed the authorized total.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 770075

LABOR EDUCATION EXHIBITION

A Labor Education Exhibition was held in Tokyo 11 June under the joint sponsorship of the Labor Ministry and the Central Labor College. Those attending were mainly members of educational departments of the various national unions.

One room contained a display of posters and wall newspapers; a second contained examples of film strips and kami shibai; a third was devoted to labor periodicals, and a fourth to labor books. Several labor movies were shown. Instructors were on hand throughout the day to explain the use of the different media.

The exhibition served to demonstrate the many ways in which an education program can be carried out, and also to inspire those attending with examples of what other organizations are already doing.

Officials of the Labor Ministry regarded the exhibition as such a successful experiment that they are considering the staging of similar exhibitions in major cities.

SUMMER SCHOOLS

In addition to the government-sponsored labor summer schools described in May Labor Letter, several unions will hold schools of their own.

The Youth and Women's Sections of the Agricultural and Forestry Ministry Workers' Union are sponsoring five-day schools at Tokyo in July, Shiga in September, Kanazawa in November, and Fukuoka in February.

The Japanese Federation of Labor (Sodomei) and its affiliate, the Metal Workers' Federation, each of which held summer schools last year, will do so again this year. Time and place have not yet been decided.

LABOR MOVIE

A Japanese sound track has been prepared by Toho Studios to go with the CIO movie, "The Campus Comes to the Steel Workers," describing a labor school conducted by Pennsylvania State College. This film should be ready for showing this summer.

INTERNAT'L LABOR ORGANIZATION

The Japanese Government asked General Headquarters to facilitate sending Japanese observers to the current conference at San Francisco of the International Labor Organization. The ILO, with which 57 nations are affiliated, is a tri-partite organization of government representatives, employers and workers which seeks to establish world-wide labor standards, etc. However, because of the current policy restricting travel of Japanese abroad except in special cases, it was not possible to send any Japanese observers to this conference.

The ILO was formed under the League of Nations and has been functioning for a quarter of a century. The American Federation of Labor participates in the ILO. Soviet Russia does not.

GRIEVANCE MACHINERY

The two coal miners unions, Tanro and Zensekitan, reached agreement with the coal mine operators on grievance machinery, including final arbitration by a neutral party. Both unions submitted the wage agreement, including grievance machinery, to their respective conventions for ratification. Zensekitan adopted the agreement by a vote of 73 to 40. The Tanro convention is in session at this time and there are very strong indications that the agreement will be adopted.

The Metal Miners Union, after rejecting grievance machinery in their May convention, is still negotiating with management on the question. The union is trying to secure further concessions from management as a condition of accepting grievance machinery.

SURVEY OF LABOR UNIONS

A survey of all labor unions and federations is now being made by local administration offices in accordance with instructions from the Bureau of Labor Statistics and Research of the Ministry of Labor. The data will be as of 30 June and will cover in addition to such information as membership, affiliation, etc, information on union officials and by whom they are paid, publications and educational activities, dues and how collected and a large number of other facts questioned about unions.

The schedules are to be first reviewed by local and prefectural officials and then sent in to the Labor Ministry for tabulation. The Ministry expects to complete tabulations about the end of August, and will be printed and forwarded to prefectural and local authorities.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND; # 71075

GOVERNMENT WORKERS

Formal negotiations began when representatives of the Federal Council of Government and Public Workers Unions, representing all of the major government exterprises and administrative offices, presented their demands to Premier Ashida. Essentially, the wage demands centered around the figure of ¥5,200 take-home (i.e., not including tax) pay, retroactive to 1 April. The government has based its proposed budget upon non-retroactive payment of ¥3,700 including taxes.

The government workers' front has been strengthened by the accession of Kokutetsu (Government Railway Workers Union) which had played a lone role during the February and March disputes. The recent Kokutetsu convention at Nara voted adherence to the Federal Council in an implied rebuke to their leadership.

The Kokutetsu convention saw a sharp swing away from its previous policy of militant anti-Communism, giving the balance of power to the Reformist League, which plays a middle-of-the-road policy between the anti-Communist Democratization League and the Communists. For instance, the convention upheld job classification and central control of struggle, as proposed by the Democratization League, but supported the ¥5,200 wage demand and united action with other unions, as proposed by the Communists.

Other government union conventions held during May and June include Nikkyo (Japan Teachers Union) and Zensai (National Finance Workers Union). Both conventions voted approval of previous policies and leadership. The important Zentei (National Communication Workers Union) convention is being held toward the end of June and is expected to reaffirm its present strongly-leftist leadership.

Meanwhile, the first results of Kokutetsu's new policy of central control of disputes became evident when the union's Central Disputes Committee ordered round-house mechanics in Shizuoka and other points to cease entering into dispute tactics on the question of summer uniforms since the issue was national in scope and would be negotiated nationally. The Central Disputes Committee also injected itself into a dispute situation in Nagano where they gave permission on acts of dispute but insisted that such acts be directed by national headquarters and that the headquarters decision be respected.

JAPAN EXPRESS DISPUTE

Nittsu (All Japan Express Union) has been negotiating with management since receipt of the CLRC award several weeks ago. Management has been directed by Holding Company Liquidation Commission to reorganize. In addition to demands for increased wages and improved working conditions, the union has demanded that management adopt the union plan for reorganization. Negotiations reached a deadlock on June 5th and the union entered the first 24-hour nation-wide strike in the history of the union. General Headquarters was successful in getting the union to withdraw its demand regarding reorganization, and thereupon management made further concessions on wages, coming within 90% of the union's original demands. However, regional strikes continued, and after freight yards became blocked off with unloaded freight cars, General Headquarters ordered cessation of all strikes, because of interference with Allied Forces shipments.

PRIVATE RAILWAYS

Six of the eight regions involved in the private railways dispute reached agreement, leaving conditions unsettled only in the Kansai and Kanto regions. In the Kanto and Kansai regions, negotiations are continuing with the individual companies; if not settled, they may be subject to strike action.

Settlement has been based on a mediation award accepted by both the union and the Operators League which provides a base wage of ¥3,923 for residents of smaller towns. The award further provided for renewal of bargaining between individual companies and unions to determine wages in higher cost-of-living regions.

EQUAL PAY FOR EQUAL WORK

Details of the first enforcement of the equal pay for equal work provision of the Labor Standards Law (~~reported in May Labor Letter~~) reveal that the case was based on discrimination in allowances paid workers in a Shimane Prefecture factory employing approximately the same number of men and women. Inspections disclosed that allowances for meals, cost of living, and dependents were fixed at

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 3(D) OR (E) NNDB * 780179

EQUAL PAY FOR EQUAL WORK (CONT'D)

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The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

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LABOR MINISTRY SUMMER SCHOOLS

Tho Labor Ministry has completed plans for the following one-week labor education summer schools:

AREA	PLACE	DATES
Kanto	Shisei Kaikan, Hibiya, Tokyo. (Tochigi Ken, Ibaragi Ken, Chiba Ken, Saitama Ken, Tokyo To, and Kanagawa Ken.)	5 - 10 July
Shinetsu	Public Hall, Katsugake machi, Nagano Ken. (Niigata Ken, Nagano Ken, Gumma Ken, Yamanashi Ken.)	12 - 17 July
Nano	Auditorium, Tohoku University, Sendai. (Miyagi Ken, Yamagata Ken, Fukushima Ken.)	19 - 24 July
Houo	Namamaki Hotsprings, Iwate Prefecture. (Aomori Ken, Iwate Ken, Akita Ken.)	26 - 31 July
Hokkaido	Law and Literature Department, Hokkaido University. (All Hokkaido.)	2 - 7 August
Chubu	Aichi Labor Hall, Tsuru machi Park, Nagoya City, Aichi Ken. (Shizuoka Ken, Aichi Ken, Toyama Ken, Mie Ken, Gifu Ken, Ishikawa Ken, and Fukui Ken.)	9 - 14 August
Kinki	Wakayama Economics College, Wakayama Shi or Kyasun College, Koya Machi, Itsugun, Wakayama Prefecture. (Shiga Ken, Kyoto Fu, Nara Ken, Osaka Fu, Hyogo Ken, and Wakayama Ken.)	16 - 21 August
Chugoku	Shijitsu Girls High School, Yumino Cho, Okayama City, Okayama Ken. (Shimane Ken, Tottori Ken, Okayama Ken, Hiroshima Ken, and Yamaguchi Ken.)	23 - 28 August
Shikoku	Kompiragu, Katohira machi, Kagawa Ken. (Kagawa Ken, Ehime Ken, Tokushima Ken, and Kochi Ken.)	30 - Aug - 2 Sep
Kyushu	Busho Ken, Dazaifu machi, Fukuoka Ken. (Fukuoka Ken, Oita Ken, Miazaki Ken, Saga Ken, Nagasaki Ken, Kumamoto Ken, and Kagoshima Ken.)	6 - 11 September

Tho ESS Technical Letter "Labor Ministry Summer Schools," 12 May 1948, paragraph 3, furnished the local Military Government Team Labor Officer with a check list for information. Advance preparation by the competent labor administration officials regarding recruitment of students, textbooks, training aids, lodging and eating facilities, transportation, and financing cannot be overemphasized. The first Labor Ministry summer school held at Hakone during August, 1947, showed the results of poor planning and improper execution.

One or two lecturers from General Headquarters will attend each school. It is hoped that with the aid of local Military Government and the Prefectural Governor each school will get sufficient advance publicity to insure recruitment of one hundred (100) students per school.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 718073

LABOR RELATIONS

PRIVATE RAILWAYS

When the Central Labor Relations Committee rendered its award in April, with respect to the Private Railways, it was thought that the issue would be settled. However, the Private Railway League (management) rejected the award on the grounds that they did not have sufficient funds to pay the increased wages. After the union voted to go on strike 17 May unless the management complied with the CLRC award, the government granted a rate increase of 75% to the Railway League in order to permit management to comply with the award. Management, terming the increase insufficient, accepted the award only under numerous conditions. The union proceeded to execute its strike plan for two days.

The CLRC, in an effort to break the deadlock, attempted further conciliation and finally recommended that management withdraw its "conditions" and the union to rescind its strike order and continue negotiations on the question. The management complied with the request, and the Union rescinded the strike order, but is submitting the entire question to its forthcoming National Convention for discussion and advice before proceeding with negotiations. During the interim the status quo will be maintained.

TOHO MOTION PICTURE COMPANY DISPUTE

A labor dispute which has received considerable attention in the Japanese press is the one involving the Toho Motion Picture Company and the Theatrical and Studio Workers Union whose members are primarily employed in the company's motion picture production studios. Toho is the major movie producer and theater owner in Japan and has had labor difficulties for well over a year. As a result of continual internal disagreements, the employees of the company are now divided into four different unions.

The studio workers belong to a union in which Communist leadership is strong. The union has been quite aggressive and has, according to the company, infringed upon managerial rights by putting propaganda into entertainment pictures against the wishes of the company.

Recently because of very large monthly financial deficits, the company decided to discharge a large number of surplus employees. The original figure was set for 270 studio workers, but has now been raised to about 1,000 workers spread throughout all the company's facilities in Japan. A number of the workers discharged by the company in Tokyo were members of the studio union and some were union leaders. The union has fought the discharges by seizing the studios. Production, therefore, has stopped. The dispute is noteworthy for this fact, that both the company and the union are, during the dispute, resorting to legal actions and appeals to the labor relations committee for a settlement. Also noteworthy is the fact that many of the union leaders involved in the dispute are directors, producers and other persons which might commonly be considered management representatives. None of the other unions of the company have resorted to disputes action in support of the studio union.

COAL

The National Coal Wage Agreement between Tanro and the coal operators, consummated during the latter part of April, provides that the two parties study grievance machinery and seek agreement by the end of May upon a plan to adjust disputes arising out of varying interpretations of the provisions of the agreement. Both parties have been in negotiation, and it is reported that they have agreed upon the structure of the grievance machinery. There are strong indications that arbitration by a neutral party is included as the final step.

Until recently Zensekitan has strongly opposed mention of grievance machinery in the wage agreement. However, the union has finally agreed to accept the wage plan, including grievance machinery, as set forth in the National Wage Agreement signed by Tanro. On the other hand the coal operators are now refusing to sign the agreement with Zensekiten until they agree in principle on the structure of the grievance machinery.

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LABOR BRIEFS

Final action by the Diet is expected shortly on the temporary job classification bill which will distribute among government workers the ¥ 420 wage differential, completing the ¥2,920 base. In the meantime, negotiations between the government agencies and the various unions on implementation of the job classification system has bogged down over the question of arbitrating points in dispute.

* * *

Contract negotiations are now on between the Electric Power Workers Union and the various generating and distributing companies. As the two parties clearly define the points where they are disagreed, it is expected that the union will resort to various forms of pressure in order to win its demands. Negotiations between the government railways and the Government Railway Workers Union are not expected to begin moving until after the union convention over Memorial Day.

The Cabinet has decided to begin informal inquiries among both employers and workers, looking forth to eventual participation in the International Labor Organization. The ILO, which is composed of representatives of 55 countries and is devoted to establishment of world-wide labor standards, will hold a regular conference at San Francisco 17 June. Various transportation unions in Japan have expressed an interest in the International Federation of Transport Workers, which before the war was an active branch of the non-Communist International Federation of Trade Unions.

* * *

The non-Communist leadership of the Japan Express Workers Union received an overwhelming vote of confidence at the last convention. Similar backing was received by the leftwing leadership of the Finance Workers Union (Zenzai) at its convention at Beppu, Kyushu.

UNEMPLOYMENT COMPENSATION

The Employment Security Bureau is seeking to improve unemployment insurance premium collections. Responsibility for premium collections is being transferred from the local public employment security offices to the prefectural employment security offices. Field auditors are being added to the staffs of the prefectural offices whose function will be to check on employer liability in premium payments. Supervisors are being added to the National Unemployment Insurance Section staff. Their function will be to closely supervise the prefectural offices and, it is hoped, inject new life and vigor into the premium-collection operation.

The number of unemployment insurance claimants remains very small, in part, due to the absence of unemployment and in part due to the fact that eligible workers do not yet know of their rights to benefits. The section has initiated a publicity campaign designed to acquaint workers with their rights.

LABOR STANDARDS

The emphasis placed on making actual plant inspections showed results as evidenced by the inspection statistics for March compiled from reports of 41 prefectural labor standards offices. Offices in Hokkaido, Saitama, Toyama, Nagano and Yamaguchi had not reported.

A total of 6,266 inspections were made (5,810 regular inspections; 456 complaints). Although inspections were made in virtually all major industries, two-thirds were in manufacturing establishments. More than 9,000 violations were found. As yet, the reports do not indicate the number of establishments found in violation nor the actions taken in detail, but this will be remedied in subsequent reports. Incomplete reports show that in 177 cases, restitution of wages amounted to ¥ 2,581,915. Of this amount, ¥ £2,688 was in a case involving equal pay for equal work for men and women.

It is expected that the issuance in May of the document on the judicial police function of labor inspectors by the Central Labor Standards Office to its staff will serve to clarify prosecution procedure in cases involving wilful violations of the law.

LABOR UNION STATISTICS

Labor unions on 31 March numbered 30,199 with 6,390,227 members. Of this number 4,831,538 were men and 1,440,334 were women. No sex breakdown was available for 118,355 members. During March 1,346 new unions with 110,567 members were organized while 309 unions with 54,741 members were dissolved.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 3(D) OR (E) NNDB * 780179

WORKMEN'S COMPENSATION

The Workmen's Accident Compensation Insurance Section has put into effect an aggressive policy aimed at requiring all employers covered under the law to pay workmen's compensation premiums. Results of this aggressive policy are evident in the statistical report of operations. The number of premium-paying employers increased during February from 95,000 to 105,000 and increased again during March to 115,000. During March, visits were made to 1,900 employers in arrears on their payments and letters of demand were sent to 3,500. The property of 16 employers was attached for refusal to pay the premium. Thirteen million yen was collected from employers in arrears, reducing the premium in arrears to 28 million yen at the end of March.

Workmen's compensation is the only social insurance program in Japan which is following an aggressive policy with regard to coverage, which in attaching the property of delinquent employers, and which is expanding its coverage. In spite of the progress made, however, there are still many employers who should be covered but who are not paying.

Benefit payments were made to 20,600 injured workers during the month of March. Total benefits amounted to more than 62 million yen. Some prefectures have streamlined their operations so that their benefits are paid in an average of only three days after the claim is received in the office. Other prefectures are very much slower. In some cases the average is more than 30 days. In part the delay has been due to the fact that the Finance Ministry has not made available to the prefectural workmen's compensation offices money needed for benefit payments. The insurance fund has had a large reserve on paper at all times, but the cash reserve has been inadequate.

Separate Workmen's Compensation Sections in the Labor Standards Bureau have been set up in every prefecture. In most prefectures the section chief has been appointed. Most prefectures are in the process of establishing branch local offices to handle workmen's compensation benefit payments. These new branch offices will be located with the local offices of the Inspection (sometimes called "Supervision") Section.

The first appeal to a referee under workmen's compensation was heard and decided in favor of the deceased worker's family. Two other appeals are pending.

WOMEN AND MINORS

On 10-12 May the Women's and Minors' Bureau held a training conference in Tokyo for its newly-appointed field representatives. Two representatives from each prefecture attended.

At the training conference the responsibilities of the bureau in general were outlined to them and salient points of the Trade Union Law and Labor Relations Adjustment Law, the Labor Standards Law and the Child Welfare Law were explained to them. In addition, lectures were given on the juridical position of women, history of working women, women's education, agricultural problems of women and trade union education policy.

The necessity for familiarizing themselves with these matters was pointed out, together with the additional need to learn various facts concerning women and minor workers in their area. Included in this latter item are numbers of women and minors employed, main enterprises employing women and minors, organizations to which women and minors belong or which might be especially interested in problems of women and minors, leaders in these organizations and facts concerning certain problems or groups not covered by the Labor Standards Law.

With regard to the Labor Standards Law, it was stressed to the field representatives that they have no inspection functions and that their sole responsibilities in this respect are to spread information to gain support for the law, to study the reports of the labor standards inspectors as a basis for making recommendations concerning program to the Women's and Minors' Bureau and to refer any violations brought to their attention to the labor standards offices for inspection.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNBF # 71015

In their contacts with union women they should encourage strong labor education programs and they can assist in planning such programs or obtaining materials, etc. Attention was called to the fact that they should keep out of labor relations problems, which are not within their jurisdiction.

They were requested to report to the bureau any important events affecting women and minor workers in the area. As for other functions or specific projects such as surveys, they would receive detailed instructions on them from time to time.

NEW PAMPHLETS

The Women's and Minors' Bureau has issued the following three pamphlets: "LABOR UNIONS AND WOMEN," which emphasizes the importance for women's sections of unions to operate within the framework of the union and to assist women members to participate in the activities of the union as a whole; "LABOR STANDARDS LAW AND WOMEN AND MINORS," which details in simple language those provisions of the law affecting women and minor workers; and "FOR WORKING BOYS AND GIRLS," which specifies clearly and simply the various steps involved in getting an employment certificate as required by the Labor Standards Law. Copies of these pamphlets may be obtained, free of charge, by writing to the Women's and Minors' Bureau in Tokyo.

The Women's Section of the General Federation of Japanese Trade Unions (Sodomei) has issued a pamphlet entitled "A GUIDE FOR WOMEN'S SECTIONS" containing material similar to that in the bureau's "LABOR UNIONS AND WOMEN" described above and, in addition, a listing of the provisions of the Labor Standards Law affecting women. Copies may be obtained at a small cost by writing to the Sodomei in Tokyo.

BUREAU OF LABOR STATISTICS AND RESEARCH

The first issue of the MONTHLY LABOR STATISTICS BULLETIN prepared by the Bureau of Labor Statistics and Research came out in May. The 85-page bulletin, in Japanese and English, was distributed free of charge to all prefectural and local offices under the jurisdiction of the Labor Ministry, other national government agencies, national unions and federations, leading libraries, universities and research institutions. The Bureau also published two pamphlets, the Fact-finding Activities of U. S. Bureau of Labor Statistics and Employment Patterns in 1950, both translations from U. S. materials.

FACTS ABOUT LABOR UNIONS

Highlights of information obtained in a survey of labor unions conducted by the Bureau of Labor Statistics and Research in conjunction with the Labor Administration Bureau at the end of 1947 reveal that:

1. As of 31 December 1947 there were 28,053 local labor unions with 6,371,188 members, representing over 37 percent of Japan's industrial labor force.

2. Affiliation with the two major federations and national unions and federations was reported to be:

	Claimed	Reported by Local Unions
General Federation of Japanese Trade Unions (Sodomei).	1,005,125	759,279
National Congress of Industrial Unions (Sanbetsu).	1,186,965	1,146,329
National Unions and federations not affiliated with either Sodomei or Sanbetsu	2,568,376	2,710,855
Unaffiliated with any national organization	- -	1,651,969

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FACTS ABOUT LABOR UNIONS (CONT'D)

3. Sixty-three percent of local unions or 12,902, representing 3,920,945 members were covered by local collective bargaining agreements.

4. Dues were collected by checkoff in 14,183 unions from 3,613,195 members, directly from individuals in 13,244 unions from 2,663,163 members and no dues were collected by 586 unions from 92,074 members.

5. In December ¥ 109,566,733 was collected in dues by 27,427 unions from 6,176,368 members, or an average of ¥ 17 per member.

6. Most members paid dues ranging from ¥ 20 to ¥ 30 per month.

7. In 5,143 local unions there were 17,504 full-time union officials and employees of whom 12,675 were paid by employers and 4,829 by the unions. The remaining 22,870 unions had no full-time officials or employees.

8. Local unions reported to be operating:

2,500 Mutual Aid Associations
2,146 Consumer's Cooperatives
448 Cooperative Stores
56 Credit Associations
476 Hospitals
147 Labor Schools
260 Labor Halls

In addition to the registered unions accounted for above, local officials in the course of the survey discovered 512 unions with 81,269 members which were not registered in accordance with the Trade Union Law. The reason for this situation in nearly all the cases was that the unions were not familiar with the provisions of the law and procedures for registration.

Detailed report with tabulations of the survey showing prefectural and industrial breakdowns is being prepared for distribution to local labor administration offices and Military Government Teams.

A similar survey will be conducted at the end of June by local labor administration officials under the direction of the Bureau of Labor Statistics and Research and the Labor Administration Bureau. Schedules are now being distributed and local officials trained by representatives of the two bureaus.

LABOR EDUCATION

LABOR DRAMATICS

The first performance of the experimental labor education play, "Union Meeting," was shown 18 May in Nara before some 1,400 trade unionists and their friends. The play was directed and acted by local trade unionists under the guidance and aid of the Nara Military Government Team. Following the production, the play will be rewritten for later reproduction and forwarding to Military Government Team Labor Officers.

During the coming summer months the use of short labor plays should be encouraged on the part of local trade union groups in such places as public school auditoriums and local temple grounds. Labor plays should be limited to short thirty-minute productions on very simple themes, such as "Collective Bargaining in the Factory," "The Labor Relations Committee Chairman Who Lost His Temper," "How We Democratized Our Local Union" and so forth. In the production of labor drama, both men and women should be encouraged if possible to write, act and produce their own plays using ESS pamphlets.

LABOR EDUCATION (CONT'D)

FILM STRIPS

The Labor Ministry has recently sent out a list of twenty-eight Japanese language, Japanese-produced film strips of interest to labor unions. The summer months offer and ideal time for the showing of these film strips in school rooms, public parks, theaters and local temple grounds. Every Labor Administration Section should have a complete stock of at least one of these film strips and slide films.

LEAFLETS

The Labor Ministry will inaugurate a series of simply written leaflets designed for the average worker. The first leaflet is scheduled for 10 June or shortly thereafter.

The first monthly wall newspaper (Kabe Shimbun) was issued by the Labor Ministry 1 May. Twenty thousand copies were printed and should be distributed to every local union through the local Labor Administration Section. The next wall newspaper, dated 1 June, will be distributed on 28 May.

TRAINING AIDS

There have been so many requests for some training aids that a group of twenty posters and charts, prepared by ESS, will soon reach the local labor officers. The posters have been designed for use by Military Government in "turn-over" talks, as well as for poster work by the local Japanese labor agencies. Most of them will also be of value to local labor schools.

MANAGEMENT-LABOR LIBRARIES

The Labor Division has just completed a listing of 86 new labor books and pamphlets published from 1 January through 30 April 1948. The Labor Ministry will reproduce and forward these to every labor administration section in Japan.

LABOR MOVIES

There are not yet available any foreign movies dealing with specifically labor subjects. But ESS has imported the CIO 16 mm sound movie, "The Campus Comes to the Steelworkers," depicting the operation of a summer school for labor at Pennsylvania State College by the CIO's Steelworkers Union. Military Government Teams should have a print for kon-wide showings during July and August.

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The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

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LABOR RELATIONS

WAGE COMMITTEE RECOMMENDS ¥2920 AVERAGE WAGE

The report of the Interim Wage Committee, which recommended an average wage of ¥2920 for Government workers, retroactive to 1 January, highlighted the labor picture in March. In addition to its wage proposal, the Committee further recommends that greater consideration be given to the type of work performed and hours of work and less consideration to the number of dependents and the age of the workers. The Government has proposed to pay ¥2500 immediately, leaving the ¥420 difference as a balance with which to work out occupational wage adjustments.

The Government also proposed that a union and government committee be established to participate jointly in details of the establishment of the new wage pattern within the ¥2920 average. Although only the Government Railway Workers Union participated in the deliberations of the Wage Committee, the Government has invited other unions of Government Workers to join in this new Committee.

GOVERNMENT RAILWAY WORKERS' UNION (Kokutetsu)

The Railway Workers' Convention voted to accept the ¥2920 average wage and also to prohibit local disputes without National Unions' approval. The results of this convention are of considerable importance because the Communist leaders in the Japanese labor movement were seeking to combine a common front against the proposal. The action of the Convention not only removes the Railway Union from such a front but may also have a moderating influence on other unions.

ALL JAPAN COMMUNICATIONS WORKERS' UNION (Zentei)

The Communications Workers are continuing their dispute tactics of "piston strikes", which means a series of local strikes for 24 hours and then a series of additional local strikes in other areas for 24 hours, continuing in that manner all over the country. The Zentei workers are opposed to the acceptance of the ¥2920 average wage and contend instead that they have suffered deficits since January of this year of approximately ¥6000 per month and are therefore seeking a new wage retroactive to January of approximately ¥8000. The Government has taken the position that it will only pay the ¥2920 average wage only to those unions which agree to dissolve their dispute tactics. Zentei wants to accept this amount and continue its dispute for higher wages.

COLD ALLOWANCES

The 12 December agreement between the Government and Government Workers Union for the payment of a "Cold Area Allowance" will be observed by the Government as an increase in the cost-of-living area allowances. This Cold Area Allowance will be a lump sum payment of a percentage of the December pay (excluding the area allowance) as follows:

1. Hokkaido and Aomori - 60%
2. Miyagi, Akita, Yamagata, Niigata, Nagano, Iwate and Fukushima - 50%
3. Toyama, Ishikawa, Fukui - 40%
4. Other cold districts designated by the competent minister upon consultation with the Finance Minister - 30%

ALL JAPAN ELECTRIC INDUSTRY WORKERS' UNION (Densan)

The Densan Workers had threatened to effect power shut-offs in different parts of Japan of varying intensity in an effort to effect a settlement in their wage demands. Dr. Suehiro, Chairman of the Central Labor Relations Committee, propósed a final conciliation plan which would permit the payment of a retroactive wage of ¥4060 from 1 January, exclusive of taxes and payable immediately, and the ¥5300 (inclusive of taxes) mediation proposal, payable from 1 April but retroactive to 1 March with the monies owed for March being paid in the future. On 25 March the union voted to accept this mediation award and local unions were instructed to cease dispute tactics, thereby terminating one of the more important current disputes.

TAX COLLECTORS

All efforts of the Finance Ministry to bring about an immediate termination of acts of dispute currently being carried out by the Tax Collectors' Union have been unsuccessful. These acts of dispute have been going on since 1 March with increasing frequency and with increasing hindrance to the tax collection program.

The tax collectors, as administrative employees of the Japanese Government, are prohibited from engaging in acts of dispute under Article 38 of the Labor Relations Adjustment Law, which provides the penalty of a maximum fine of ¥10,000.

Those responsible for the acts of dispute are the national officers of the union who have issued the instructions for such acts. In view of the nature of the problem and the importance of encouraging the Japanese Government to assert its authority in this matter, it is highly desirable that the action to be taken be initiated by the Japanese Government itself. The Finance Ministry is presently formulating disciplinary action to be taken against these union officers.

JAPAN TEACHERS' UNION (Nikkyo)

The Teachers' Union has threatened 24-hour strikes in several sections of Japan but has not announced strong opposition to the ¥2920 average wage. Since some of the teachers are paid wholly out of local budgets, they have sought to obtain "research allowances" at a local level to increase their pay. Efforts to increase their pay in other respects have met with difficulty since a portion of the pay of teachers in national schools or prefectural schools is paid by the National Government and the Labor Minister has instructed the local labor relations committees not to consider for mediation disputes in respect to wage scales which would affect or bind the National Treasury.

COAL

The two labor unions in the mining industry, the All Japan Federation of Coal Miners (Tanro) and the All Japan Coal Industry Labor Union (Zensekitan) have resumed negotiations with the coal operators. Tanro has sealed their wage demands to ¥4,545 for surface workers plus 50% for pit workers. Zensekitan did not resume negotiations until March 19, and have not had an opportunity to negotiate on wages, consequently their original demand of ¥7,172 for surface workers plus 60% for pit workers is unchanged. The operators have increased their offer to ¥3,400 for surface workers plus 40% for pit workers.

There is room for further negotiation on the question of wages, and the operators have indicated a willingness to explore the matter further, and are expected to increase their last offer. Various questions, in addition to wages, have been discussed in the negotiations, including a retirement fund, hours of work, etc.

Notwithstanding that the national officers of the two unions are desirous of attempting a peaceful settlement of the questions involved, some local unions are attempting to pressure the national unions into withdrawing from the negotiations, thus permitting the local unions to resume local dispute tactics.

JAPAN EXPRESS CO. WORKERS' UNION (Nittsu)

The dispute in this industry was settled through collective bargaining and last-minute conciliation by the Central Labor Relations Committee. The settlement provides for acceptance of the mediation award of ¥3700 average wage retroactive to 1 December, a bonus of ¥1200 and a new wage scale of ¥4800 effective 1 April.

ALL JAPAN TEXTILE WORKERS' UNION Cotton Spinning Section

The dispute in this industry has been settled with the new wage schedule at ¥1500 for a 16-year old workers, ¥1600 after two months' apprenticeship, and ¥5200 minimum wage for a worker with a family of four.

INTRA-UNION DEVELOPMENTS (Densan)

Attention is called to technical letter, dated 3 March 1948, concerning the coming elections in the Electric Power Workers Convention delegates and central executive committee members for the national headquarters will be elected on 10 April.

It is important that union officers and delegates to the national bodies be democratically elected.

DEMOCRATIZATION LEAGUE

The Democratization League continues to grow in all NCIU unions with indications that it is strongest in unions in which Communists are most active. The group is opposed to Communist fraction activity, seeking to assure that the unions act independently of any political party. In some instances they have proposed disaffiliation of their national union from the NCIU. The movement appears to be led by legitimate trade unionists, free from employer influence. They are strongest in the All Japan Electric Industry Workers' Union (Densan), the Japan Express Company Workers' Union (Zenka). The movement is growing rapidly in the All Japan Communications Workers' Union (Zentei) and other unions.

VOCATIONAL TRAINING

During March a series of two-day conferences were held by the Vocational Training Section of the Employment Security Bureau, in order to inform prefectural labor officials of the new regulations for the vocational training program which are to be put into effect as of 1 April 1948. Conferences were held as follows: In Tokyo for the Kanto area; in Yamagata for the Tohoku area and Hokkaido; in Yamaguchi for the Chugoku and Shikoku areas; in Kyoto for the Kinki and Kokuriku area, and in Kumamoto for the Kyushu area.

Starting 1 April the vocational training centers for the physically handicapped in Saika, Osaka Prefecture, and Kokura, Osaka Prefecture, will be operated by the prefectural governments on behalf of the national government, instead of being operated directly by the national government, as heretofore. Since at present there are the only two such vocational training centers for the physically handicapped in Japan, they will continue to serve the country.

LABOR UNION STATISTICS

Labor unions on 31 January 1948 numbered 28,439 with 4,790,290 men and 1,430,037 women, a total of 6,187,437 members. This was an increase over 31 December 1947 of 815 unions, 53,511 men and 18,831 women members. Of the overall total 2,792,133 were engaged in manufacturing; 1,253,545 in transportation and communications; 1,100,252 in education and liberal professions and 500,808 in mining.

LABOR EDUCATION NEWS

FILM STRIPS

Labor Division is urging the use of film strips on the part of unions, employers, and agencies of the Japanese government concerned with labor problems. The limited use of film strips and other visual aids, and the at times over-use of lectures and pamphlets may be attributed in part to the delays on the part of the Labor Ministry in distributing projectors and film strips now available. However, the Labor Ministry now "positively reports" that now they have placed three (3) film strip machines with the Labor Bureaus in Tokyo, Osaka, and Aichi. Every other Ken should now have two (2) film strip machines. Shipment was reportedly made on 15 March.

Economic and Scientific Section sent Military Government on 7 March 1948 instructions on the preparation of film strips, included a bibliography of Japanese film strips now available. Production and use of film strips require little money, less time. Some may feel the technique to be undignified but usage tests in Nara Ken and Tokyo To indicate popularity with workers and a positive educational response.

ANTI-FRACTION FILM STRIP

In paragraph 2 of the 7 March Economic and Scientific Section letter to Military Government dealing with film strips, mention was made of the film strip, "Proper Union Movement" which is based on the new pamphlet, "The Struggle for Trade Union Democracy". It is a hard-hitting educational film strip exposing the operations of secret Communist fractions within the trade union. It is as timely as it is controversial. Some prefectural officials may be afraid to show this film strip around the Ken because of its obvious political implications. In some cases, it may be advisable for Military Government to sponsor showings, followed by questions and answers. The new pamphlet may be used for source material.

PARLIAMENTARY PROCEDURE

Trade Unions should be encouraged to make use of simple parliamentary procedure in conducting their meetings. Little use is made at present, for example, of the agenda, proposed and approved at the beginning of a meeting. Not only the Chairman, but also the members should be familiar with parliamentary law, in order to prevent the chairman or a political fraction from running away with the meeting.

Two items sent out in a recent mailing should be of value in this connection. "The Conduct of Union Meetings" is intended to provide a minimum of technical points needed as a guide to procedure. For Japanese use, a translation of American material, "The A.B.C. of Parliamentary Law", issued by the Central Labor College in Tokyo, was included in the same mailing.

Study of this pamphlet may be encouraged by rank-and-file union members (including women workers) in order to improve conduct of union meetings. It is suggested that encouragement also be given to local dramatic groups to write skits involving use of procedure.

LABOR CONTRACTS

The idea of labor contracts which include specific delineation of the rights and duties of both management and labor; delineation of wages, hours, and working conditions; delineation of grievance machinery which leads to an impartial umpire; and inclusion of a peace clause is slowly taking root in Japan. However, the rank-and-file by and large do not appreciate the stabilizing influence of sound labor contracts. Labor Division is putting special emphasis this spring on the subject matter of labor contracts. It is hoped that the Labor Officers have an opportunity to review sample contracts from the various industries in the Ken, and in a friendly manner point out ways of improving the contracts so as to include the above points. A new Economic and Scientific Section pamphlet, "Labor Contracts", will be mailed to Military Government Teams shortly.

LOCAL PRESS CONFERENCES

The Labor Officer is encouraged to hold conferences from time to time for the local press, using as source materials press statements by members of the Labor Division and other items mailed to Military Government Teams. It is anticipated that these items will receive good coverage in the local press as well as in Tokyo. These press statements may be rewritten as desired and released in the name of the Labor Officer. It is not necessary to give credit to the original author.

REPUBLICATIONS

While the various new Economic and Scientific Section pamphlets are primarily written to be of assistance to the Military Government Labor Officer, they also are available to the Japanese for republication in the Japanese language. Much of the subject matter published on labor by Japanese is so difficult to read, that the average worker gets little that is of a practical nature. Although Economic and Scientific Section pamphlets are written so as to include some "cultural" references, they are on the whole practical. The local Labor Administration section has received a budget for labor education from the national government, and the Kancho frequently not only matches it but adds more. Most Labor Administration Sections now publish magazines containing various statistics. Economic and Scientific Section urges that they be encouraged to reprint, in whole or in serial form, the new Economic and Scientific Section pamphlets sent to Military Government. Priority may be given to the republication either in pamphlet form, or in such periodical publications, of the new pamphlet, "The Struggle for Trade Union Democracy." Reports received from Teams indicate that some local newspapers are running the pamphlet on fraction activities in serial form, from day to day.

Republication and distribution to all unions of the new pamphlet, "Democratic Trade Unionism" is also encouraged. In some cases, funds can be jointly supplied possibly by the labor administration section, the local labor relations committee, and possibly contributions from leading trade unions.

WORKMEN'S COMPENSATION

The Workmen's Compensation Section has submitted a report showing that benefits were paid to 14,249 workers during January on account of occupational accidents and deaths. More than ¥35,000,000 was paid to these workers or to their surviving families.

The total number of workers who have received benefits from this program since its inception in September 1947 is 35,250, and the total amount paid is more than ¥97,000,000. 56% of the benefits were paid to the families of workers who were killed, 20% was paid for medical aid to injured workers, 12% was paid to workers as compensation for wage loss, 9% was paid to workers as compensation for permanent disability, and 3% was paid for burial expenses.

It is anticipated that the proportion being paid for disability will gradually increase inasmuch as this is ordinarily not paid for some time after an accident occurs or until the extent of the permanent disability can be ascertained.

The report shows that some 95,000 employers have applied for coverage under the program, including about 2,000 who applied voluntarily. 9,500 applied during the month of January. The program is still faced with a serious problem of delinquency inasmuch as it is estimated that about 150,000 employers should be covered in accordance with the provision for compulsory coverage of the Law. Most of those who have failed to apply for coverage are small employers in manufacturing, mining, construction, and forestry. The problem arises, in large part, because of the habit among Japanese government agencies not to apply tax collection laws against employers as vigorously as necessary to collect from those who are disinclined to pay. Up to the present there is no single instance where an employer has been prosecuted for failure to pay his workmen's compensation premium. An attempt is being made to increase the budget of the Section to permit the hiring of auditors whose job will be to examine employers' books in order to ascertain their liability and determine whether or not they have paid the proper amount of premium.

It has been discovered that some prefectures have fallen into the habit, formerly prevalent in workmen's compensation insurance, of having the employer pay the benefit to the worker and then paying the employer from insurance funds. This paternalistic practice tends to increase the dependence of the worker on his employer instead of encouraging the worker to look to society for workmen's compensation protection.

FACTORY INSPECTION

Instructions to begin actual inspections of establishments in February to ascertain compliance with the effective articles of the Labor Standards Law, were issued by the Central Labor Standards Bureau to the prefectural labor standards offices. The prefectural offices are to submit monthly reports of the number of inspections made in their areas and the number and nature of violations found to the Central Labor Standards Bureau. The institution of the reporting system should give the Central Labor Standards Bureau data upon which to base appraisal of the effective operation of various offices.

The ordinances implementing the Labor Standards Law, which were issued on 1 November 1947, are expected to appear in the English version in the Official Gazette late in March. The delay in printing has been due to the backlog of government materials in the printing office.

In February 1947, the Safety Section of the Central Labor Standards Bureau issued instructions to the prefectural bureaus to hold examinations for special technicians' licenses before the end of April when the requirement for licenses goes into effect. These examinations cover boiler welders, boiler firemen, acetylene welders, crane operators, and movie projector operators. Reports have already been received of examinations which have been given in a number of prefectures. Of the 1,760 labor standards inspectors appointed as of March, only 21 were women. Although the prefectural labor standards chiefs were encouraged to submit the names of women candidates for inspectors, the excuse was given that there were no eligible candidates available. Further pressure from the Central Labor Standards Bureau to break down the age-old tradition of not hiring women for important positions has resulted in the submission of additional names of women candidates for the inspector's job. It is expected that when the selections are made in the near future there will be 34 women inspectors in Japan. The importance of women inspectors in assisting in the administration of the Law cannot be overestimated in view of the fact that there are approximately 4,000,000 women now working in non-agricultural employment in Japan.

LABOR SUPPLY PROJECTS

A command letter has been issued outlining the authority for the elimination of labor supply projects and prescribing steps in surveillance which may be taken by Military Government Labor Officers to ensure compliance with the Employment Security Law.

Investigation in Hokkaido of the effect of outlawing labor supply projects indicates that industries, other than construction, are readjusting considerably to comply with the law. However, one case was found where a Public Employment Security Office was interpreting the law too liberally and, therefore, allowing companies to keep labor suppliers who should have been considered illegal. An investigation through Japanese channels was requested.

MANPOWER SURVEYS

During March surveys of surface workers in the coal mines in Sunagawa in Hokkaido, the Nakoso mine in Fukushima and the Sanryu mine in Nagasaki Prefecture will be completed. On the basis of these surveys, it is hoped that policies may be developed to provide for better manpower utilization in the coal mines throughout Japan.

MODEL EMPLOYMENT EXCHANGES

The Japanese Government is planning to set up one model employment exchange to serve as a tool in training officials throughout the country in proper methods of operating an exchange. For this purpose, the Employment Security Bureau has selected the Kandabashi local Public Employment Security Office in Tokyo which is located in a rather typical building and near enough to the Labor Ministry to make constant supervision convenient.

UNEMPLOYMENT COMPENSATION

Although the unemployment compensation laws were passed late in November and made retroactive to 1 November, no benefits were paid until Januury. This delay may be attributed partly to the 4-week waiting period required under the Allowance Law and partly to the fact workers are, for the most part, still unaware of the existence of the program. During February reports were received of benefits paid to only 10 workers during January. Some 2030 workers were in waiting period status.

A Cabinet Order has been prepared setting up an appeal system for the Unemployment Allowance program. The Order provides for referees to be locally available for appeal hearings, and for an Appeal Board in Tokyo. The Order contains provisions to guarantee fair and important hearings, and to make the hearings easily accessible to workers. Procedure for filing is to be simple, quick, and easy, and the hearings must be prompt, and informal, not requiring the assistance of a lawyer.

TEXTILE RECRUITMENT

During April, May and June the textile industry plans to recruit about 130,000 young girls in order to increase production during the spring and summer months when sufficient power and raw materials are expected to be available. In view of the Labor Standards Act and the Employment Security Law, it will be necessary for the recruiting agents to use more moderate methods of recruiting than in previous years. In order to combat the survival of undemocratic and illegal recruiting practices, three steps have been undertaken:

A publicity program has been started with the object of informing young girls of their new rights and the services available to them under recent labor legislation. Toward this end copies of a press release made in Tokyo were forwarded through technical channels with the hope that further publicity on this matter will be given locally, particularly in rural areas such as Kyushu and Niigata where the recruiting is expected to be the heaviest. Radio programs and an article for a rural magazine are also being promoted.

The Employment Security Bureau is sending out instructions to all Public Employment Security officials outlining new recruiting policies and procedures, and methods of supervising recruiting agents.

To encourage the textile industry and other industries to recruit workers from points as near as possible to the factories. The Employment Security Bureau is discontinuing, as of 1 April 1948, the arrangement whereby employers (who usually pay the travel expenses of new recruits) were able to secure railroad tickets for their new recruits at half price.

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

NUMBER 6 FEBRUARY 1949

LABOR EDUCATION

The New Century Foto Labs, No. 4, 2-chome, Koami Cho, Nihonbashi, Chuo Ku, Tokyo, has just produced a black and white film strip on the democratic control of unions and the dangers of totalitarian and other political party fractions. The film strip and script, both in Japanese, can be procured directly from this company. Local trade unions and the local Labor Administration Section will be interested in getting at least one copy for showing to workers throughout the entire Ken. It is based on the 1947 ESS Pamphlet which dealt with anti-democratic fractions and their operation within the labor movement. Title of the strip is: "Proper Union Movement."

Four new film strips and Japanese scripts can be obtained directly from the Industrial Safety Council, Minato Ku, Tokyo, at ¥500 per strip. Produced by Labor Ministry officials, the strips are reprints of official U. S. Department of Labor film strips dealing with the safety movement and removal of safety hazards in factories. The local Labor Standards Bureau and Labor Administration Section should be interested.

The first "Kami Shibai" to be produced on a labor education subject has just come from Osaka. Entitled "The Labor Standard Act," it presents in broad sweeps the important provisionsof the new Labor Standard Act. It may be procured directly from Mr. Taro Yoshida, Kinro Bunka Kenkyukai, 112, Bessho Machi, Kishiwada Shi, Osaka Fu, Honshu. The deal was a result of co-operation between the Osaka Military Government Team and the Osaka Labor Standards Bureau. The local Labor Standards Bureau can make good use of either or both of these devices for aiding in the education of workers, especially younger workers and high school students.

A fine reprinting of five Economic and Scientific Section labor education pamphlets can be found in "Trade Union Educational Activities," published by the Labor Ministry in Tokyo at only ¥25 per copy. It contains: (1) Purpose and Means of Workers' Education; (2) Trade Union Educational Activity; (3) Research Activities of Labor Unions; (4) Trade Union Press and Publications; and (5) Trade Union Use of Visual Aids. Local labor union leaders should be quite interested in knowing about this book... and how and where to procure it.

RADIO HOUR

The new Radio Hour for Labor is on the air every Tuesday night from 2000 to 2030 hours. It originates with JOAK but is on every JBC station throughout Japan. The new program has junked the long speeches by "labor authorities", confines itself to a snappy question-and-answer program. Economic and Scientific Section and Civil Information and Education Section are watching it closely. Questions are invited from rank-and-file workers. Questions answered on the program rate a prize of ¥100. But all questions are subsequently answered by mail by the Labor Ministry. The 6 January program dealt with Communist Party and the Labor Movement, the 13 January with political action, and succeeding programs will deal frankly and bluntly with controversial problems.

The Labor Administration Section of each Ken has been instructed by the Labor Ministry to give this program good advertisement. They should have short, snappy posters about time and hour in the railroad stations, post offices, and public bath houses.

LABOR BOSSES

The Labor Ministry further implemented the new Employment Security Law on 7 February 1948 by publishing an additional ordinance which, if properly implemented, will have a widespread effect upon the labor boss system. This new ordinance defines labor supply projects which are deemed illegal under the law after 1 March 1948. The ordinance makes illegal all cases where a person or agency makes profit for merely furnishing labor. At the same time the ordinance allows for the continuance of proper activities of employer-contractors and subcontractors.

The ordinance designates an operator of a labor supply project as any person who supplies workers to another whether or not a contract is known to exist, unless that person does all of the following: (1) takes full financial and legal responsibility as an enterpriser for the completion of a particular project; (2) performs on-the-job-supervision of the laborers; (3) assumes full legal obligation as an employer with respect to workers as prescribed by law; (4) provides necessary machinery, equipment (excluding simple tools of the trade), materials or necessary planning and technique.

Those who are expected to fall under this definition are labor contractors who supply from 5% to 25% of the total work force in the form of daily workers in nearly all industrial establishments in Japan, most of those who subcontract to supply workers in the construction industry, and miscellaneous labor supply agencies which furnish nurses, maids, housekeepers, etc.

The best way of complying with the law will be for those workers now under the control of labor suppliers, or labor bosses in industrial establishments to be made "regular" employees by placing them on the payroll and integrating them into the regular workforce, and at the same time to dispense with the services of the labor bosses. In the construction industry it is expected that most present subcontractors will have to rearrange their operations in order to become legitimate employer-contractors.

Proper implementation of this segment of the Employment Security Law is considered as one of the more important tasks of prefectural labor officials and the local Employment Security Offices in the next few months. There are indications that employers will be reluctant to comply because it will mean the loss of a cheap, docile, supply of labor.

EMPLOYMENT SECURITY

An examination of the organization and supervision machinery of the Employment Security System has revealed that prefectural offices are the weakest link at the present time. During the past year the national office has been built up in quality and size of staff and in organizational structure to the point where it is reasonably well-equipped to provide guidance from the national government. Prefectural offices, however, have not been overhauled and strengthened to provide adequate administration of new or expanded national programs, and in particular, to give frequent and systematic supervision of local offices.

While examination of the structure and staffing of prefectural offices has showed up weaknesses, the best proof of the lack of adequate supervision from prefectural offices is the operation of local Public Employment Security Offices themselves. Detailed observation of several offices in the vicinity of Tokyo by Labor Division personnel during January revealed: (1) a failure in most offices to provide an employment exchange service approaching minimum accepted international standards; (2) lack of conformity with regulations of the national office issued since the reorganization of the Employment Security System in April 1947: (3) little progress in compliance with the Employment Security Law and its Regulations.

The Employment Security Bureau has been trying to correct the shortcomings of local offices by direct inspections from the national office, with prefectural officials acting as passive observers. The inadequacy of this type of supervision has been recognized, however, both because of its cursory and infrequent nature, and because it by-passes the prefectural offices, which according to the Employment Security Law, administer Employment Security program for the Labor Minister. One national official explained their direct supervision on the basis that the prefectural offices were still in their old rut and were not capable of providing adequate supervision.

DECLASSIFIED E.O. 12958 SEC. 3(E) AND 3(D) OR (E) MNDA 770075

EMPLOYMENT SECURITY (CONTD)

On 23 January the Director of the Employment Security Bureau presented to the Labor Division a plan for "Strengthening the Supervision Organization." This plan, to be put into effect as soon as possible calls for improving the coordination of the Supervision Office with Staff Sections of the national bureau, for shifting the emphasis of the Supervision of prefectural offices over local offices by adding personnel and by training them in supervision methods. Prefectural Supervisors will be provided in the ratio of one to every five to seven local offices (to be accomplished by transfer of positions from the local office table of organization.) These supervisors will be trained in monthly conferences to be held at five convenient district centers, each conference to be chaired by one of the five chief supervisors of the national office. The prefectural supervisors will institute a regular schedule of supervisory visits to local Public Employment Security Offices.

VOCATIONAL TRAINING

During February the Employment Security Bureau sent instructions to all prefectural governments outlining in greater detail the training program which will be subsidized during the fiscal year starting 1 April 1948. Prefectural Governments are invited to submit requests for funds to subsidize training programs during the next fiscal year. In order to qualify for subsidy these plans must be in conformance to the new national standards as outlined in the Employment Security Law, its ordinances (reference the January Labor Letter) and the instructions issued during February.

As a natural sequence to the government's decision to stop the Ministry of Transportation's program for retraining surplus seamen, during January the Economic Stabilization Board presented a plan for liquidating the training facilities of the Seamen's Foundation which had been purchased out of Public Works Funds. According to this plan, certain assets will be sold to pay off some debts, whereas ships and certain other facilities in Shiogama and Uraga may be transferred to the prefectural governments for use in the Vocational Training Program which is to be subsidized by the Ministry of Labor.

UNEMPLOYMENT COMPENSATION

First preliminary reports have been received from the unemployment compensation system which went into effect last November. The reports show that very few workers have applied for unemployment benefits, and only in a few isolated instances have they completed their one month waiting period and drawn benefits, in spite of other reports from all over the country indicating widespread unemployment. This anomoly is due to the fact that the vast majority of Japanese workers are still unaware of their rights to unemployment compensation, or of the existence of the program.

The local employment offices of the Employment Security Bureau which are administering the program have directed some limited publicity toward employers, but almost none so far to the potential beneficiaries. Under the law workers are eligible who are genuinely unemployed due to no fault of their own, who have had six months of employment with a covered employer and who became unemployed after 1 November 1947.

LABOR UNION STATISTICS

Labor unions on 31 December 1947 numbered 27,624 with 4,646,779 men and 1,411,206 women, a total of 6,113,252 members. Of this total membership 2,772,026 were engaged in manufacturing; 490,717 in mining; 1,253,540 in transportation and communications; 135,288 in agriculture; 306,044 in commerce and 1,062,266 in education and liberal professions.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDB 778015

LABOR RELATIONS

.8 WAGE

The Japanese Cabinet, prior to its fall, had proposed budget legislation which would have enabled it to pay the .8 month's wage which is a carry-over from the year-end deficit allowance granted to the workers by the terms of the mediation proposal of last year. However, a political issue arose on the question of whether the revenue for this money should come by way of railway and communications rate increases as proposed in the legislation which issue precipitated the fall of the Japanese Cabinet. Recent reports indicate that enabling legislation will shortly be presented to the Diet to permit this money to be raised from non-controversial revenues.

WAGE COMMITTEE

The Wage Committee proposed by the mediation plan for procurement workers has met daily since its creation in an effort to recommend a new wage scale to be effective 1 January 1948. Present indications are that the recommended average wage for government workers will be approximately 2900 yen. It is anticipated, however, that the recommendation will further suggest that, instead of applying this average as a blanket increase for all government workers, more detailed consideration be given to the type of work performed, the skill of the worker, and the number of hours work per week with less attention paid to the number of dependents. It is believed that the Government Railway Workers, the only union willing to participate in the Wage Committee, will accept this recommendation - if the Japanese Government also accepts. Other unions will subsequently determine their own attitudes.

TAX COLLECTORS

The tax collectors, despite their stated public opposition to the alleged inequities of the present tax law, have notified all their local unions by way of a national union directive that the tax collectors should collect taxes in accordance with the existing law to the very best of their ability.

Eighth Army Military Government Tax Surveillance Teams, assigned to each Military Government Team, have been requested to avoid considering any labor relations problems of the tax collection program and, in the event a labor relations problem arises in their work, to refer the matter to the Labor Relations Officer of the Military Government Team.

NEWSPAPERS

Some disputes have arisen concerning the application of the Press Code to newspaper labor relations. The problem is simple of statement. As a necessary corollary to military occupation, the occupation authorities maintain review and control of what goes into the Japanese newspapers in the interests of honest, factual reporting. As a follow-up of this, the Civil Information and Education Section of General Headquarters places the responsibility for the content of the newspapers upon the owners and editors.

Some editors, when criticised by General Headquarters for the content of their newspapers, have stated that the employees insisted on inserting the questionable material. General Headquarters, in turn, has stated that this excuse is not acceptable and that General Headquarters must look to the editor or publisher and hold him responsible. It follows therefore that in the field of labor relations the newspaper and publishing trade unions cannot be permitted to bargain for the right to influence the content of a publication nor can they accomplish the same thing through disputes tactics. A printer can not refuse to print a newspaper because he is opposed to the editorial policy and then claim immunity from discipline under Article 11 of the Trade Union Law, under the guise that his refusal was an act of dispute.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND # 770015

LABOR RELATIONS (CONTD)

Article 2 of the master contract of the newspaper unions requires the union's consent to any discharge, demotion or transfer of personnel. In the event a dispute should arise concerning the application of the Press Code and its relation to Article 2 of the contract, the parties concerned should be encouraged to submit the question to the local labor relations committee, which should be advised to make its determination within the purport of the Press Code. This means that, if in fact disciplinary action was taken because the trade unionist sought to control the content of the newspaper, then Article 2 of the agreement would afford no protection. However, if this was not the fact, then the normal Japanese law and the language of the collective bargaining contract would be controlling. It is to be clearly noted however that the question of whether the Press Code has been violated or not is a matter for determination by Occupation authorities only.

ELECTRIC POWER WORKERS (Donsan)

The Electric Power Workers Union has reached a temporary agreement with the operators through recent conciliation of the Central Labor Relations Committee. Under the agreed proposal the employers will pay the same wages in January as were paid in December and continue payment in succeeding months in the same amount until the mediation proposal is accepted. This, in effect, means that the employer will obtain an RFB loan to finance these wage payments and await a rate increase in order to be able to place the mediation plan in effect.

The union will take appropriate action to lessen their dispute tactics and at the same time keep their disputes committee in session in an effort to encourage the employers to expedite their application for a rate increase.

The Electric Power Workers had originally submitted their wage dispute to the Mediation Committee on 19 September. On 19 December the Labor Relations Committee rendered its mediation proposal which, among other things, recommended an average wage of approximately 5300 yen, including tax, for a man with 2½ dependents, 30 years of age, with seven years' of service. While the mediation was pending, the employer, recognizing the rising cost of living, increased the wages in varying amounts so that in December the average wage in the industry was approximately 4200-4500 yen net, excluding tax and the 2,000 yen year-end allowance. In January, the companies, claiming inability to pay higher amounts, paid on the average approximately 3800 yen net wage; less than in December. The Disputes Committee of the trade union divided its problem therefore into two parts: (1) a demand that, pending the acceptance of the mediation award, January wages be at least as high as December wages; and (2) the acceptance of the mediation plan. The employers had claimed inability either to pay the January wages in the same amount as December wages or to accept the mediation plan.

In fairness it must be stated that the union has evidenced a high degree of patience and on the whole, has adopted peaceful procedures throughout all of the long waiting period.

COAL

The All Japan Federation of Coal Miners (Tanro) and the employers are negotiating at a national level for new coal wages which will reflect the bonus arrangement as part of the normal wage pattern. The All Japan Coal Industry Labor Union (Zen Sekitan) has refused to negotiate at a national level at this moment and may attempt to continue negotiations at a local or prefectural level.

FEDERATION OF JAPAN PRIVATE RAILWAY WORKERS' UNIONS (Shitetsu)

The 104 private railway companies in Japan are in negotiations with the national union of private railway employees (100,000 workers). The negotiations broke down at a company or local level and it is anticipated that at least the 50 companies represented in the employers association will submit

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 3(D) OR (E) NNDB * 770075

their dispute to the Central Labor Relations Committee. The rate question may be determinative in the matter and the association is presently negotiating with the government for an increase in fares and rates.

JAPAN EXPRESS COMPANY WORKERS UNION
(Nittsu)

The approximately 100,000 workers of the All Japan Express Company are presently in wage negotiations with their common employer. The union and the company are both divided into 9 regions and 370 management offices and appropriate union branches. The Central Labor Relations Committee made a mediation recommendation on 10 February and the union Disputes Committee is scheduled to determine its future course of action on 23 February. The union contends that the wage demands are possible within the present rate structure.

ALL JAPAN TEXTILE WORKERS UNION
COTTON SPINNING SECTION

The employers and the national union of cotton spinners (100,000 workers) are engaged in negotiations at a national level. The union seeks a wage increase retroactive to 1 December in an amount which they contend will bring them up to a par with textile wages in general. The employers recognize the validity of the wage demands but have stated that they are unable to pay the demands within the existing price structure. The employers are paid a processing fee by the Japan Board of Trade (Booki Cho). They have offered a partial increase, less than the union's demands, and it is anticipated that the union will accept this amount without compromising their demands and await a possible price increase before further negotiations ensue.

NOT TO LEAVE THE SECTION

MILITARY GOVERNMENT SECTION INTRA-OFFICE ROUTING SLIP

	From	To		From	To
Mil. Govt Officer			Legal		
Executive Officer			Finance		
Asst Executive Officer	WB	5	Procurement	4	1
Inspecting Officer			Administration		
Admin. Officer			Central Proc		
Personnel			Expediting		
Reports Division			Accounting		
O.C.P.			Economics		1
Internal Affairs			Mfg & Industry		
Public Welfare	DWB	3	Com & Trade		
Repatriation			Labor	(WB)	
Education	WB	2	Natural Res		
Medical			T-KMGD		

_____ Action _____ Concurrence _____ Information + Return to Labor

_____ Comment _____ Return _____ File

Remarks:

File
Labor Letters

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND# 719015

The LABOR LETTER of

LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

NUMBER 5 JANUARY 1948

LABOR RELATIONS

GOVERNMENT WORKERS (KANKOCHO)

The government labor unions' disputes, which were handled by the Central Labor Relations Committee, resulting in specific mediation proposals previously reported, by the end of December the Government had substantially fulfilled its commitment regarding the payment of retroactive wages. The Wage Committee was yet to be appointed to consider the question of a new wage scale for the new year, a dispute arising as to whether the committee should only be a committee of experts or whether labor should have a larger representation and the committee have collective bargaining features.

COMMUNICATION WORKERS (ZENTEI)

The Communications Workers, after having resorted to dispute tactics at local levels up to the date of the payment of the second month's wage allowance on 25 December, in accordance with the Central Labor Relations Committee's mediation proposal, ordered local dispute tactics to cease for the time being and a period of relative quiet in labor relations in the government Communications Ministry exists. Other demands of the Communications Workers and the Central Labor Relations Committee's proposals concerning them included:

1. Special allowance in cold places. The Government should allow a sufficient sum so far as the source of revenue permits; the Government should create a special committee for the investigation of local peculiar conditions.

2. Expansion of scope in payment of family allowance. This was not approved.

3. Payment of transportation expenses. The Government should try to improve the transportation expenses subsidy system.

4. Democratic unification of electric and communications companies. The Government should draft a plan as soon as possible.

5. Housing for employees. This request was not approved.

6. Employees' uniforms. This request was not approved apart from that in connection with the special workers.

7. Operation of communications fund in the Deposit Bureau, Finance Ministry. The union should not take up this matter.

8. Hours of work. Proper settlement is to be made through conferences in accordance with Art. 5 of the Agreement.

The special post office issue does not appear to be a problem of any significance since the Minister of Communications is in favor of doing away with large special post offices. Those special post offices will eventually be abolished and integrated into the normal government postal system. Special post offices employing only one or two persons in the country where the post office is run in conjunction with a private store will, of course, remain since it is uneconomical for the government to maintain full-time employees where the total amount of postal work requires work of only a few hours daily.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 3(D) OR (E) NND# 719015

LABOR RELATIONS (CONTD)

TEACHERS UNION (NIKKYO)

The Central Labor Relations Committee has presented its mediation plan in respect to the Teachers' Union and has granted to them the same wage allowances as other government workers. Two important aspects of the plan are that the Labor Minister is charged with the responsibility of seeing that the teachers' wages are paid and that the Teachers' Unions at a local level shall have a responsible authority with whom to negotiate. Current practices have caused considerable confusion since the teachers' unions have been shunted between the Education Minister and the Finance Minister, to the Governor and back again, each of the parties denying their authority to negotiate concerning wages. The Education Minister, in accepting the mediation plan, has specifically accepted this responsibility. This means that, while he himself might not be the one to negotiate in every instance, if he is unable to do so, he will assume the responsibility of seeing that there is some qualified person to negotiate with the local union of the Teachers' Union.

ELECTRIC POWER WORKERS (DENSAN)

On 19 December the Central Labor Relations Committee issued its mediation proposal in the Electric Power Industry dispute which had been submitted in September. The basic demands of the union were democratization of the electric power industry, the enforcement of a minimum wage on a sliding scale, and the conclusion of an industry-wide collective bargaining agreement.

The Labor Relations Committee recommended that the proposed Bill for the democratization of the Electric Power Industry, under joint preparation of labor and management, be made public without delay to invite public attention to it for the ultimate proposal to the Diet; that the existing electric power companies amalgamate into a single company; and that the Government take drastic measures to reform the machinery of management in the industry which was stated to be very bureaucratic. The soundness of the principle of the sliding-scale wage system was agreed to by the Committee but the full application of such system under the prevailing economic conditions was held to be impossible of accomplishment. Therefore the Committee recommended sliding wage-scale adjustments within the limits which would alleviate the hardship of workers under the continuing rise in the cost of living, taking into consideration at the same time ability to pay without undermining the price structure. The Committee pointed out that, although management did not openly concur in the sliding wage-scale system, by means of the device of cost-of-living allowances and other bonuses, the workers, in effect, had already achieved in the past, on a rather irrational and uneconomical basis, what amounted to a sliding-scale wage.

The Committee recommended the discontinuance of this haphazard method of arriving at a fair wage by renegotiation at frequent intervals and recommended discontinuance of the prevailing practice of paying special allowances to meet the cost of living. Also, it recommended the determination of a new wage standard on the basis of consumer prices to be effective as of January 1948; the provision for appropriate regional differentials; automatic adjustment of the wage standard, if required, every three months; obtaining funds necessary to pay these increased wages through rationalization of management, improvement of efficiency and the collection of fees from black market consumers of electricity; and the setting of a limit under which personnel expenditures could not exceed 50% of total operating costs. The specific average wage standard proposed by the Committee was 5,348 yen per month, which figure includes the usual allowances, such as age, length of service, family, etc., and was for a worker 30 years of age with 7 years of service and 2.5 dependents. Special allowances, such as overtime, hazardous work, etc., were not included in the amount and were estimated to be an additional 10 to 20%. It should be noted that this wage standard is not to be compared to standards in other industries or government employment since the age of the worker and the number of dependents used in the formula by the Committee are considerably higher in the electric power industry.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 71073

LABOR RELATIONS (CONTD)

COAL MINE UNIONS

On 20 December members unions of the NCIU-affiliated All-Japan Council of Coal Miners Unions (Tankyo) amalgamated into a single union under the name of the All-Japan Coal Industry Labor Union (Zensekitan).

The All-Japan Coal Industry Labor Union (Zensekitan) is affiliated with the NCIU. During the month it had broken off negotiations with the Coal Mining Association and had resorted to local dispute tactics based on demands which were considerably in excess of the coal settlement arrived at between the mining companies and the All-Japan Federation of Coal Miners (Tanro). It finally agreed to call off local dispute tactics and concluded an agreement which was substantially comparable to the basic agreement concluded a short time before by Tanro. One of the bases for agreement was the principle that, where certain local contract features were already higher than those consummated in the new agreement particularly with regard to wages and allowances they would not be cut back but would be frozen at the existing level. Upon reaching agreement Zensekitan informed all of its local unions to withdraw all demands submitted locally, to cease all local disputes, and to exert maximum effort to build up and to maintain the highest possible production.

SEAMEN (KAIIN)

As a result of a mediation by the Maritime Labor Relations Committee, the All-Japan Seamen's Union (Kaiin), representing most of the Japanese seamen, and the Civil Merchant Marine Committee agreed to accept an award which was made retroactive to 1 July 1947. This agreement was substantially based on the awards recently made for other government employees. In this case, the average gross income of officers was raised from 3815 yen to 5065 yen and for seamen from 2416 yen to 3464 yen.

INTRA-UNION DEVELOPMENTS

The past month has seen the start of a move on the part of middle-of-the-road labor leaders to combat undue influence of radical left-wing, minority forces within the Japanese labor movement. At a convention of the Government Railway Workers Union (Kokutetsu) the Communist faction was defeated in a fight for three top executive offices.

Following this defeat of the radicals within the Railway Workers Union, the new Central Executive Committee, in an initial policy decision, prohibited the locals of the union from engaging in local disputes without authority from the officers of the Federation (part of the radicals' program) and required that the locals fully obey all directives of the head officers of the Federation, not only in commencing disputes, but also in terminating them and in filing demands with the local labor relations committees.

This development within a union the size of the Government Railway Workers Union is expected to be salutory with regard to the entire Japanese labor movement because the concept of tactical leadership and responsibility on the part of the head officers of a federated union has not been fully realized within Japanese federated unions. The result has been, as evidenced during the past months, that locals of federated unions throughout the country have acted in disputes pretty much as they saw fit. Furthermore, the stand taken for democratic control will doubtless have its effect throughout the Japanese labor movement.

BROADCASTING CORPORATION OF JAPAN (NIPPON HOSO KYOKAI)

On 16 December three large locals of the Japan Broadcasting Corporation Employees' Union (Nagoya, Sendai, Osaka) walked out of the National Convention of the All-Japan Newspaper and Radio Workers' Union (Shimbun Hoso), charging the parent organization with being Communist-dominated and that its actions in the past were not primarily concerned with the economic situation of the members, nor in the interests of sound trade unionism. Present strength of the new organization is estimated at 5,000 of the 7,500 employees of the company.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 71075

UNEMPLOYMENT INSURANCE

Both the Unemployment Insurance and the Workmen's Compensation Insurance Laws contain carefully drawn provisions safeguarding the right of appeal, and providing for appeal machinery. A real right of appeal is new in Japanese social insurance. Until recently appeal provisions did exist on paper, in the ordinances connected with some of the programs, but there appears to never have been a single instance when a formal appeal was made. By contrast, in the U.S., the number of social insurance appeals runs into the thousands every month--a striking example of the different attitudes of workers in a feudalistic and a democratic society. Provision of a system of appeals offering a real review of grievances and encouraging workers to exercise their democratic rights is therefore in line with the purpose of the occupation.

Basic essentials of an appeal system are that it be fair and impartial, and readily available. Available means that workers must be made aware of their rights to appeal, procedure for filing must be simple, hearings must be informal so the worker can easily present his own case, and there must be no cost for attorneys or other expense to the worker, hearings must be at a place convenient to the worker, and decisions must be rendered with reasonable promptness.

Having had no previous experience with a functioning appeals system, officials find these concepts difficult to implement in the beginning as procedures are first established.

CENSUS DATA

Preliminary data from the October 1947 national population and labor census are available. These data present comprehensive information regarding labor force, employment and unemployment by prefecture, industry and type of worker. Certain preliminary data are also available on hours worked and age of workers. More detailed classification will become available over a period of several months as the data are regrouped for tabulation purposes.

PUBLIC WORKS

A command letter on Japanese Public Works and Reconstruction Program was issued to the Commanding General, Eighth Army, on 26 December 1947. This letter rescinds two letters:

a. Letter, GHQ, SCAP, to CG, Eighth Army, AG 600.1 (26 Dec 46) ESS/LA, subject: "Japanese Public Works and Reconstruction Program," and

b. Letter, GHQ, SCAP, to CG, Eighth Army, AG 600.1 (29 Mar 47) ESS/IN, subject: "Policy on Recommendations made by Military Government Teams Concerning Public Works Projects."

The new letter more clearly defines and limits policy on recommendations concerning public works which can be made by Military Government Teams, and presents an up-to-date statement on the Japanese Government public works program that does not refer to a single year's budgetary appropriation as did previous letters. This letter in no way alters the degree of participation in the Military Government Teams.

OCCUPATION FORCE LABOR

On 21 November 1946 the Cabinet decided that in the future when the government takes any measures to meet demands of government employees, the same measures will be applied simultaneously to laborers for the Occupation Forces. This new policy is expected to prevent many of the grievances of the past, and is in line with the overall policy that Occupation Force workers should receive treatment at least as good as that received by regular government employees. As a result of this decision, Occupation Force workers received the 2.8 month's allowance paid to government workers in December, and also received an average increase of 10 per cent of wages retroactive to July 1947 to make up for increase given government workers in July.

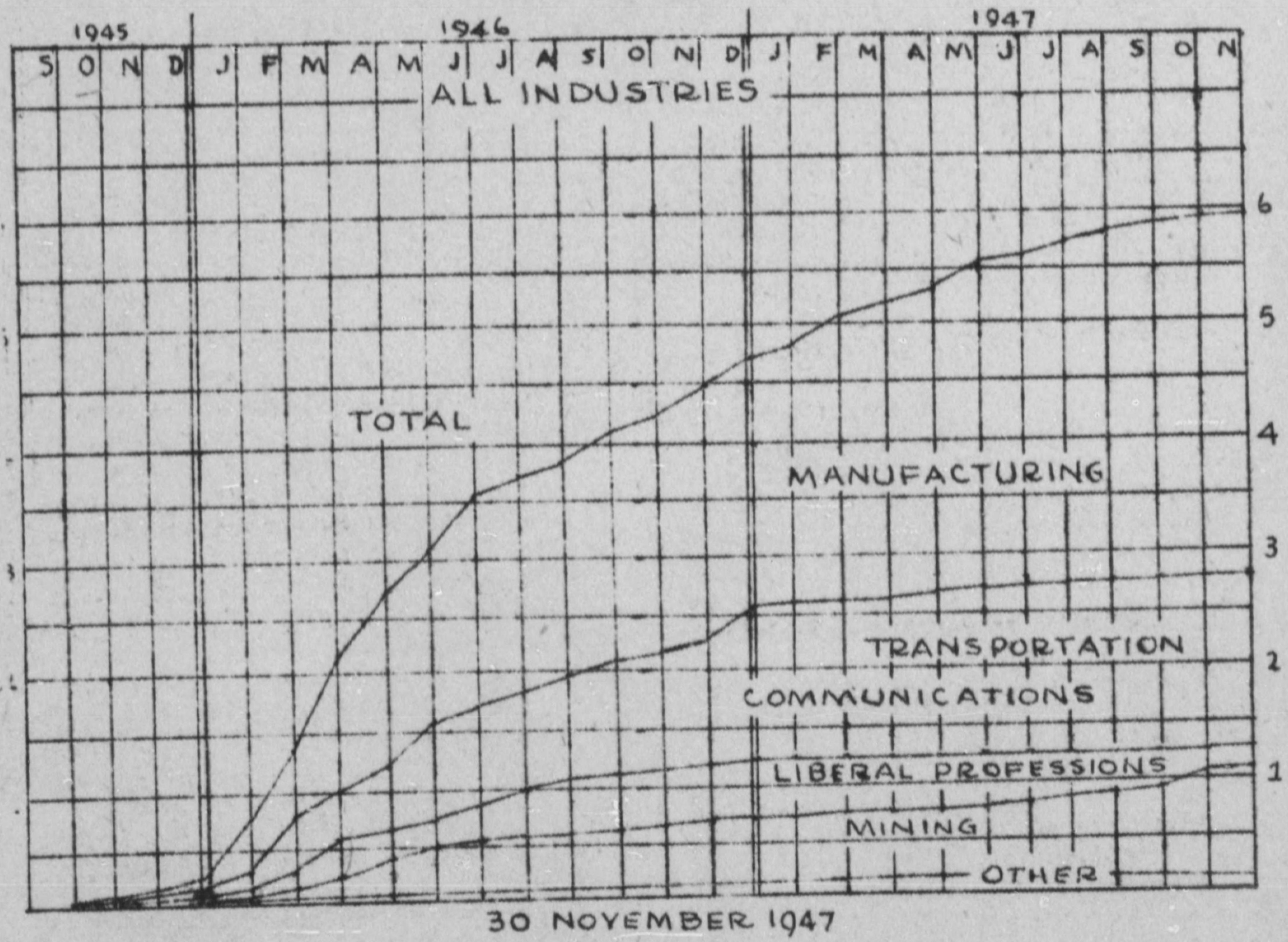
DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 770675

COAL MINERS

The Japanese Government is developing a plan for distributing incentive goods to the coal miners in order to increase coal production. In general, as the plan now stands, workers will earn extra ration credits for good attendance and for working a full eight hour portal to portal day. These credits may then be used at the company store to buy goods (over and above the regular rations and heavy workers ration) such as clothing, special food items and luxury goods. Methods of distributing goods to the company store and other details have not yet been worked out.

It was decided that the above plan of linking extra ration credits to attendance was preferable to the much discussed plan of linking them to production quotas since the quotas are at present inequitable and the Japanese Government has no system for equalizing them.

LABOR UNION MEMBERSHIP
IN MILLIONS



30 NOVEMBER 1947

LABOR UNION STATISTICS

Labor unions on 31 October numbered 25,896 with 4,493,500 men and 1,378,287 women, a total of 5,926,986 members. Of this number 836 unions with 86,735 members were organized in October.

Labor unions on 30 November numbered 26,421 with 5,993,613 members, exclusive of 85,000 members in the Seamen's Union. Of this number, 735 unions with 96,308 were organized during November. Women labor union members totalled 1,388,124.

The LABOR LETTER of

LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

NUMBER 4 DECEMBER 1947

LABOR RELATIONS

GOVERNMENT-LABOR ACCEPT MEDIATION PLAN

As reported in the November LABOR LETTER, the Central Labor Relations Committee recommended that the Japanese Government and the Government Workers' Unions involved in mediation accept a compromise plan which provided for a payment of 2.8 months wage allowance, to cover claimed deficits in the period 1 January 1947 to 31 December 1947, and the establishment by the Government of a committee of experts to recommend a new wage scale to be established 1 January 1948. The Central Labor Relations Committee recommended that the new wage scale reflect wages for like work in private industry.

The Communications Workers and the Railroad Workers, on whose cases the Central Labor Relations Committee had made recommendations, voted to accept the recommendations of the Central Labor Relations Committee. Both unions, however, maintained that the monies should be paid immediately in one lump sum exclusive of taxes. The Government, while accepting the recommendation in principle, has been endeavoring since 14 November, the date of the recommendation in the Communications Workers' case, to find the money with which to meet the proposals, within the concept of a balanced budget.

By 11 December the Government had agreed to offer enabling legislation to the Diet which would permit it to pay the total sum of 2.8 months' allowance. It is the Government's plan to pay two months' allowance before the end of the year and the balance of .8 months as soon as it can in the early part of next year. The Government also has made preliminary arrangements towards the appointment of the committee of experts called for by the Central Labor Relations Committee plan so that the new wage scale to be effective 1 January may be determined as quickly as possible.

Both the Railroad Workers and the Communications Workers, irritated at the delay by the Government in the specific acceptance of the plan, issued threats and ultimatums, with the Communications Workers actually entering into "invisible strike" tactics. Although the Government has not been able to pay the complete sum in full, it is believed that both the Railroad Workers and the Communications Workers will not endeavor to continue any further dispute tactics in respect to this retroactive payment, despite their announced plans in that respect.

COAL AGREEMENT

In October the National Council of Coal Miners, representing all of the coal miners in Japan, split into two groups - the All Japan Federation of Coal Miners (Tanro), representing approximately 200,000 miners, and the National Council of Coal Miners (Tankyo), representing approximately 200,000 workers. The Tanro unions in October made wage demands for 3920 yen average wage for surface workers, 4825 yen for inside indirect workers (a new classification), and 6270 yen for underground workers, retroactive to 1 October. The National Council of Coal Miners' Unions submitted national wage demands on 1 December for 4510 yen average wage for surface miners and 7210 yen for underground miners. This union also instructed

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its local unions to seek additional wages by local negotiations and to resprt to local dispute tactics to achieve that end.

The All Japan Federation of Coal Miners (Tanro), appreciating that it would be most difficult to arrive at a new wage scale expeditiously, made demands of an advance on the new wage scale yet to be determined of 1200 yen for workers and 1500 yen for office workers per month, effective 1 October. These wage demands were compromised when the employer offered a total advance of 1050 yen for the months of October and November. A new agreement, effective 1 December, was worked out related to production with bonuses being paid for production above 100%.

The agreed wage scale effective 1 December, including taxes, is as follows:

December Wages	Surface Workers	Pit Workers
100% production	¥ 2217	¥ 3531
103% production	2335	3695
106% production	2452	3860
109% production	2570	4025
112% production	2688	4190
115% production	2806	4355

The quotas to which this 100% of production are related were established by the employers and the unions on a local mine basis, on a regional basis, and on a national basis through the efforts of the Economic Reconstruction Council. The quota figures on a regional basis, until next March, are as follows:

	December 1947	January 1948	February 1948	March 1948	Dec-March Total
	tons	tons	tons	tons	tons
Hokkaido	704,000	681,000	666,000	741,000	2,792,000
Tobu	285,000	272,000	267,000	305,000	1,129,000
Sai bu	198,000	190,000	185,000	200,000	773,000
Kyushu	1,313,000	1,252,000	1,217,000	1,379,000	5,161,000
TOTAL	2,500,000	2,395,000	2,335,000	2,625,000	9,855,000

The agreement between the Tanro Unions and the operators is to the effect that the monies promised for October and November will be paid to the miners in the mines where there is an agreement on the production bonus aspects of the settlement.

The National Council of Coal Miners (Tankyo) is presently continuing their negotiations with the operators. Originally they had insisted on their right to bargain at a local level at the same time but the employers refused to continue negotiations at a national level while local bargaining continued and the Tankyo Union advised its constituents to cease their local negotiations.

HOKKAIDO FUEL ALLOWANCE

The Diet has approved a payment of ¥3,000 per family head and ¥1,000 per unmarried employee, to all government workers in Hokkaido in order to enable these employees to purchase fuel for winter heating.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 770075

UNEMPLOYMENT COMPENSATION

On November 21 the Diet completed action on two new laws, the Unemployment Allowance Law and the Unemployment Insurance Law. Together these laws establish for the first time in Japan a modern system of unemployment compensation. In the past there has been no systematized protection for industrial workers against the hazard of unemployment. Since it was necessary that workers be protected in some way, the employer assumed responsibility and either continued to pay the worker his wages when the worker's services were no longer needed, or at separation paid a large allowance which theoretically was to keep the worker and his family for the rest of his life. From the standpoint of workers, this practice had the disadvantage of affording unpredictable and uncertain protection. Everything hinged on the generosity of the employer, and on the financial status of the business. Workers were made excessively dependent on their employers, and their wages were reduced because employers found it necessary to accumulate large reserves against separations. From the standpoint of employers the system was expensive at the time of the worker's separation, and it severely limited his ability to reduce costs during a recession. Since a separation was so expensive the employer commonly chose to continue paying workers wages rather than separating them. Thus mobility of labor was restricted and the normal operation of the labor market prevented. Industrial efficiency was reduced because workers could not be promptly shifted to places where they were most needed.

The advent of unemployment compensation is not expected to signal any sudden and widespread change in Japanese employment patterns. However, it may release a small flow of dismissals, and will contribute in the longrun to the gradual breakup of old customs. It will also provide an important measure of additional relief to an increasing number of workers who are separated from their employment and who will not soon be absorbed into new jobs.

Additional articles on details of the laws will appear in future issues of the LABOR LETTER.

WORKMEN'S COMPENSATION

This is the third of a series of articles on the new Japanese workmen's compensation system. The system will protect workers in cases of accidents or diseases "because of duty", or, to use the longer term commonly used in American laws, "received in the course of employment and arising out of the employment as a natural consequence of it." The intent is that all cases of occupational accidents and diseases should be compensated at the comparatively high benefit rate provided for workmen's compensation. In one respect the Japanese law is more advanced than some American laws. Some states do not compensate occupational diseases, or restrict compensation to certain listed diseases.

The great majority of cases which will arise will be accidents, not occupational diseases. And by far the major part of these will occur in factories and other work places during working hours so that there is no question but that they are properly considered as compensable cases under workmen's compensation.

Diseases will more frequently present a problem. Many occupational diseases are clearly recognizable as such and are seldom encountered outside of certain occupations, as in the case of lead poisoning in paint factories, and silicosis in certain mines and foundry operations. However, tuberculosis may be an occupational disease, as in a cotton mill where there is a great deal of lint in the air. In the same plant one worker may have acquired tuberculosis in the course of the employment while another worker may have acquired the disease independent Thus coverage of occupational diseases will frequently present problems which can only be determined after a careful examination of all the facts of the particular case.

To facilitate handling these problems as they arise, the Labor Ministry has issued a list of all common occupational diseases. In the case of any disease on this list the local office of the Labor Standards Bureau can determine that the case is compensable under workmen's compensation at its discretion. However, in the case of other diseases not on the list, the Workmen's Compensation Insurance referee will make the decision after a full investigation.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

LABOR STANDARDS LAW

On 1 November the remainder of the provisions of the Labor Standards Law, mainly the articles dealing with employment of women and minors, dormitories, apprenticeship, and safety and sanitation, which were held in abeyance pending preparation of ordinances relating to these articles became effective. The enforcement date, however, for most of the articles and the implementing ordinances was of 1 May 1948, the end of a six-months grade period provided by the law.

Because each of the ordinances contains articles ranging up to 439 in number, it is not possible to duplicate them for distribution at this time. The summary below attempts to give only the highlights of the ordinances.

EMPLOYMENT OF WOMEN AND MINORS

1. Establishment of employment certificate system for minors between the ages of 12 and under 15 years who are permitted to engage in light work in certain occupations outside of school hours under prescribed standards. To obtain the certificate issued by the local Labor Standards Office, the minor must submit an application containing the statement of the employer on the conditions of employment and the approval of the school master and parent or guardian, together with documentary proof of age. For minors between the ages of 15 and under 18 the employer is required to maintain evidence of the minor's age on file in the establishment.

2. List of 56 hazardous or otherwise harmful occupations prohibited for minors under 18 years of age which includes:

a. The operation of specified machines; occupations involving handling of explosives, dangerous chemicals, inflammable materials or other dangerous materials, or exposure to dangerous rays; occupations in places where harmful dust, gases, and fumes are generated or in extremely hot or cold places; occupations in the manufacture of alcoholic beverages or involving serving of liquor. Occupations in dance halls and bars are prohibited for minors under 16 until 1 April 1949 when the 18-year minimum for employment would become effective.

3. List of occupations prohibited for minors under 15 in addition to those listed under (2) above. These include performance in circuses or acrobatic feats, street performances, occupations in hotels, restaurants or amusement places and operation of elevators.

4. List of hazardous occupations prohibited for women which include operation of specified machines; occupations in places where dangerous fumes or other injurious substances are generated; work in extremely hot or cold places or under unusual atmospheric pressure.

5. Establishment of maximum limits for lifting of goods or weights in intermittent and in constant work for minors under 18 years of age and for women.

6. Definition of the kinds of work considered injurious to women during the menstrual period and the measures to be taken by the employer if leave is not granted during this period, such as provision for additional rest periods, transfer to other work, etc.

DORMITORIES

1. Procedures for preparation of dormitory rules which in order to safeguard freedom and autonomy of the dormitory dwellers require approval by majority of the dwellers. Among the rules which the employer cannot impose are:

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 715073

EMPLOYMENT OF WOMEN AND MINORS (CONTD)

a. Requirement that the worker secure the employer's permission before leaving the dormitory.

b. Requirement that the worker participate in compulsory educational or recreational activities, and

c. Restriction of the worker's right to receive visitors, provided that the place or time did not impair the common interest of the workers.

2. Standards of safety and sanitation for Class A dormitories (permanent) cover the location of the dormitory; construction of stairways; fire exits; capacity, bedding, ventilation, heating and lighting of bedrooms; sanitation and other standards for kitchens and dining rooms, bathing and lavatory facilities; periodic physical examinations for workers, etc. Provisions for Class B dormitories (temporary accommodating workers for less than six months) are less stringent than those imposed for Class A dormitories.

APPRENTICESHIP

Two ordinances were promulgated dealing with apprenticeship. The first, a Cabinet ordinance, specifies the composition of the apprenticeship committee and the special committees, the term of office of the committee members and the rules of procedure; the second, a ministerial ordinance, outlines the items to be covered in the apprenticeship contract and the acceptable reasons for cancellation of the contract by the employer or apprentice; qualifications of the employer who is to train apprentices and matters relating to wages, etc.

EMPLOYMENT SECURITY LAW

On 20 November 1947 the Employment Security Bill became law. The date of its enforcement is 1 December.

The Employment Security Law provides for a system of free public employment exchanges, for government-sponsored vocational guidance and vocational training in connection with these exchanges, and for prohibition or control or various types of non-governmental recruiting and labor supply activities. The only organizations permitted to operate labor supply projects are bona fide labor unions, and these must obtain licenses from the Labor Minister. This provision is specifically aimed at labor bosses still prevalent in construction and other Japanese industries using common labor.

Many of the recommendations of the Labor Advisory Committee are incorporated into the law which also conforms to standards set by the International Labor Organization. The new law replaces the Employment Exchange Law passed in 1938. Ordinances for implementing the principal parts of the law have been drawn up and are expected to be issued shortly. Copies of this law and its ordinances will be forwarded to Labor Officers as soon as they are printed. In the meantime your attention is invited to August LABOR LETTER which contains a summary of the law.

LABOR BOSSES

A recent survey of manpower in the sheet glass industry has revealed that up to 20% of the work force in the plant areas are supplied by "labor suppliers" or "labor bosses" by contract. The jobs performed by these workers consist of unskilled production, construction, repair and clean-up.

Traditionally the industry has not included these workers in any of their statistics and reports or considered them a part of the plant work force. Although some of these temporary day-workers have worked in the same job and in the same plant for several years, it has been a general practice in this industry to reduce the number of temporary day workers whenever production was decreased or stopped. This belies the fact that official employment figures do not seem to change with fluctuations in production.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

LABOR BOSSES (cont'd)

In the past these workers have not been covered by whatever protective legislation Japan had, because the employers have been able to contract away responsibility for these workers. Therefore, they have had to depend upon the "benevolence" of the labor boss.

The Employment Security Bureau of the Labor Ministry is now working on a definition of "labor supplier" for the Employment Security Law which will distinguish clearly between legitimate sub-contractors and illegal "labor suppliers" under the law.

PUBLIC WORKS 1948-49

The 1948-49 Public Works budget is now being discussed in the Economic Stabilization Board and the Finance Ministry. Since this budget will represent a percentage of the total national budget, rather than the cost of all worthwhile projects, and will undoubtedly provide insufficient funds to cover all the desirable projects, the ESB is preparing instructions to be used by the several interested ministries on the method for selecting projects on a cost benefit basis.

Projects will be evaluated on a national level according to their priority as established by the Japanese Government "Cabinet Instructions" of 3 September 1946 and according to their relative value in comparison with other similar projects. This means that Prefectures must submit to the National Government adequate justification of the economic effects of individual projects in order to secure proper consideration.

ESS is working with ESB, Labor Ministry and other ministries involved in Public Works, attempting to reduce the number of reports to be submitted to higher echelons of the government on individual projects of the Public Works program; and to simplify whatever reports are deemed necessary.

Fourth-quarter appropriations of money and allocations of material are being studied jointly by SCAP and ESB officials in the hope that both certifications and allocation tickets for critical materials to be issued for fourth-quarter work will be not only decided, but also transmitted to the prefectures, by the first week in January 1948. Public Works certifications in the fourth quarter will include some new construction for the 6-3 education program.

During its first month's operation the Inspection Section in the Construction Bureau of the ESB carried on seven inspections. Work was completed on new pre-inspection instructions to be issued to prefectures, and new and more complete report forms were devised. A pilot inspection carried on in Nagasaki Prefecture showed that these forms and procedures, though imperfect, materially reduced the time needed for correction and re-presentation of data.

WORKERS EDUCATION

The Labor Ministry held a Tokyo meeting on 3 December 1947 of one representative from the Labor Administration Section of each Ken in order to launch their new film-strip labor education program. Labor Ministry has given each Ken two (2) film strip machines and two (2) copies each of their first film strips: "Trade Unionism", and "Far Eastern Commission principles for Japanese Trade Unions".

These film strips should be exhibited to labor union members at as many points within the Ken as is possible. Each month henceforth, Labor Ministry will release a new film strip to each Ken.

Labor Ministry has just published 10,000 copies of a Japanese-language edition of the complete constitutions of the UAW-CIO (United Auto Workers-CIO) and the ILGWV (Int. Ladies Garment Workers Union-AFL). Copies can be secured by Japanese from the local Labor Administration for ¥60.

The constitution describes in great detail the structure and administration of both a national union and a local union. Emphasis is laid on use of democratic procedures. This volume will play an important part in the development of local union democracy if the book gets the good circulation it deserves.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

PREVAILING WAGES

In compliance with the "prevailing wage" requirement of SCAPIN 1775, the Japanese Government is preparing the first publication of prevailing wages for specific occupations. New wage rates for public works employees and Occupation Force workers will be based on this publication and bills for labor cost submitted by contractors to the Japanese Government will not be permitted to exceed the prevailing wage rates as published.

OCCUPATION FORCE WORKERS

The CLO is negotiating with representatives of Occupation Force workers' unions in the preparation of new wage scales for all employees, including domestics and servants.

TRAINING INSTITUTE

Beginning on 6 November, the Employment Security Bureau held a training institute in Tokyo for Prefectural and Local Officials. The institute was scheduled to continue until 5 December. 100 trainees were selected from among third class officials who were considered qualified for promotion to more responsible positions. The course included material on the Employment Security Law, Unemployment Insurance and Allowance Laws and other legislation, International Labor Organization standards for employment exchanges, operation of the United States Employment Service, and the various specific functions of the Employment Security Offices in Japan, such as interviewing, referral, vocational counseling, vocational training and labor market analysis. This is the first course of its type in Japan and represents a new policy in training and promotion of officials within a particular government agency.

TEXTILE RECRUITMENT

The following is an excerpt from a special report of the Nara Military Government Team dated 6 October 1947.

"Specifically the investigation uncovered the following facts:

(1) The spinning factories continue to send recruiting agents into areas of overpopulation and low living standards to obtain the bulk of their labor (95% of women employees).

(2) That contracts between factory management and parents for the services of young girls continue to be consummated although both parents and management are "covering up."

(3) The girl victims are:

(a) In many cases uninformed of their right to oppose the system.

(b) Cognizant of their legal rights but unwilling to stand against or oppose the family dictatorial system.

In either case most of the girls are not too happy in the factory and wish to return home "as soon as my contract expires."

LABOR UNION STATISTICS

Labor unions on 31 August numbered 23,791 with 5,810,437 members. Of these, 701 unions with 85,586 members were organized in August.

Labor unions on 30 September numbered 25,060 with 5,840,251 members. Of this number 1,101 unions with 181,360 members were organized in September.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

Kenstock. 25/4/75

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

NUMBER 3 NOVEMBER 1947

LABOR RELATIONS

CURRENT NEGOTIATIONS AND DISPUTES

Labor unions representing over 2.5 million workers are currently engaged in the renegotiation of collective bargaining agreements involving revision of basic wages and other monetary allowances. Approximately 1,600,000 of these workers are employees of government-owned enterprises, or agencies of the Japanese Government. The unions and the Government ministries involved have, in most instances, referred the matter to mediation by the Central Labor Relations Committee. Although certain groups of workers employed in work of a "public welfare" nature have obtained the right to strike under the Labor Relations Adjustment Law, by virtue of the passage of the 30 day waiting period, no strikes have actually taken place to date. Minor forms of disputes action, such as excess absenteeism, slowdowns, non-cooperative movements, etc., have occasionally been resorted to, particularly by the National Communications Workers Union which has been leading the fight among the larger unions for a revision of the basic wage scheme and the food distribution program.

The Central Labor Relations Committee took up the case of the Communications Workers first and on 14 November 1947 recommended a mediation plan which will probably be the basis of recommendations in the case of the railway workers, teachers and other Government employees' unions.

Because of the size and strength of the unions involved, the fact that the members are employees of the Government, and possible impact of a settlement on government finances and the ¥1,800 "standard wage" policy, it is obvious that the final outcome of the present cases in mediation will have a tremendous effect on contract negotiations in all industries throughout Japan. It has become increasingly evident that wage negotiations in private industry can not be finally resolved until the outcome of the Government workers' cases is known.

The proposed plan of the Central Labor Relations Committee in the Communications Workers case included a recommendation of the payment of an average of ¥5,000 to each worker to take care of household deficits incurred during the past year under the ¥1,800 wage formula. The proposal also recommended that a new wage system should be instituted on 1 January 1948 and that this new system should be worked out by a wage committee organized by the Government which would determine the precise amount of wages to be paid for the new year on the basis of cost of living statistics furnished from every possible source of information.

The committee in making its report took cognizance of the fact that the Government's ¥1,800 wage formula which was adhered to during the past year had very little relation to the actual economic situation, in particular the cost of living for a Government worker's family. Since the Government's ¥1,800 wage formula was based on the presumption of a stabilization of prices and a curtailment of the black market, neither of which has materialized, the committee felt that an adjustment in favor of the Government workers was necessary.

The committee recommended that the new wage scale should take into account the rise in consumer prices since January 1947 and should not be

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

lower than the wage scale prevailing in the same line of industry operated as a private enterprise and should make provision against a possible further rise in prices.

It should be particularly noted that in making its recommendation, the committee stated that its proposal may be taken as covering all Government and public service employees who are in circumstances similar to the Communications Workers. It was presumably intended by this statement to indicate that the railway workers' case, the teachers' case, and other cases involving Government workers, would be controlled by the recommendations made in the Communications Workers' case. Neither the government nor the union had formally replied to the mediation proposal by November 19.

There have been a number of important wage settlements in private industry which are somewhat indicative of future trends in wage settlements. Two lengthy strikes, involving a great many workers, namely the Hitachi Company and the Japan Electric Company, were recently terminated by compromise interim settlements which involved acceptance of a basic wage in the neighborhood of ¥3100. Other settlements have been ranging from ¥2800 and higher plus emergency allowances and possible further increases depending upon efficient production.

Because of the importance and difficulty of the wage issue, there is a natural tendency to neglect throughgoing review of general working conditions provisions. Collective bargaining agreements are very gradually beginning to become more detailed. Language tends to be quite general and occasionally places in the hands of the labor unions rather unusual powers with regard to rights generally considered managerial in Western nations. This tendency is traceable possibly, to lack of understanding on the part of both management and labor as to the nature of the collective bargaining process in a capitalist economy. Furthermore, the paternalistic aspects of Japanese economy continue to promote some confusion of thinking with regard to the fundamental differences of responsibility and authority of management and labor.

LABOR RALLIES

A series of labor rallies was sponsored by the local Military Government teams in Hokkaido and nine prefectures of Northern Honshu between 22 October and 8 November. Each rally was addressed by two speakers from the Labor Division of SCAP, Richard Deverall and Elisabeth Wilson, and was attended by from five hundred to several thousand union members.

The two main themes stressed by the speakers were the desirability for unions to conduct their affairs along democratic lines, and to utilize orderly procedures in collective bargaining. It was felt that the need for such orientation was greatest in this particular area at this time. The rallies are part of a broader program of labor education, and GHQ speakers hope eventually to cover all prefectures in which such rallies have not previously been held.

SODOMEI CONVENTION

At its convention in Tokyo October 7-9 the Japanese Federation of Labor (Sodomei) set aside 762,000 yen out of next year's budget of 4 million yen for education. This is by far the most ambitious labor education program yet undertaken in Japan.

It is planned to provide at least a month of part-time "elementary" education for all members, and such orientation will be compulsory for all new members. In each prefecture there will also be a labor "high school" to which locals will send selected members. Regional labor colleges will be set up in Sendai, Sapporo, Kanazawa, Nagoya, Osaka, Hiroshima, and Fukuoka, and a "labor university" will be opened in Tokyo in April 1948. The instructors will be chosen from among the members of Sodomei and will be given advance training. In addition, each local will be provided with a pamphlet by the Education Department explaining how to set up a labor school.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

UNEMPLOYMENT INSURANCE

The Unemployment Insurance and Unemployment Allowance Bills will probably be passed by the Diet in the next few days, retroactive to 1 November. The bills have been improved through amendment by the Diet Labor Committee. The bills, when they finally become law, will provide for a government-financed Unemployment Allowance program covering the period from December 1947 to May 1948, and Unemployment Insurance which will pay benefits thereafter after collecting premiums from November 1. The Insurance program will be financed by equal contributions by workers, employers and the government. Allowances will be paid to workers who have worked for six months in the same types of covered employment as are subject to the Unemployment Insurance Law, who have served a thirty-day waiting period. The allowance payments have a maximum of 120 days' duration. The amount of the allowances will range from 35% to 75% of the average wage, approximately 55% in the middle group of average daily earnings. Any unexpired claims under this program will be transferred to the Unemployment Insurance program as of May 1.

The Unemployment Insurance Law will pay slightly higher benefits than are payable under Unemployment Allowances. The median rate of benefit will be 60% of the average daily wage, reaching 80% for the lowest wage groups and declining to 40% at the maximum taxable wage limit of ¥170 per day. The waiting period is reduced to seven days of unemployment and benefits are payable for eligible workers who have six months covered employment in a preceding 12-months' period for a maximum of 180 days.

The necessary administrative procedures are being drafted which will require the maintenance of necessary records by employers, the registration of claimants at the Public Employment Security offices and their identification as being willing and able to work. Provision is made in the law for appeals from decisions of the Public Employment Security officials in order to insure that the rights of workers are fully protected. It is felt that the projected laws will provide a basic contribution to the social insurance program and fill an important gap in dealing with short-term involuntary unemployment.

WORKMEN'S COMPENSATION

This is the second of a series of articles on the new Japanese Workmen's Compensation system. The basic coverage provisions are contained in the Labor Standards Law. The accident compensation provisions of the Labor Standards Law apply to all employment except domestic service and small establishments employing only relatives living with the employer. This includes all Government workers, and occupation force workers. The coverage of the workmen's compensation provisions of the Labor Standards Law thus takes in a total hired labor force of about 14,000,000. The Labor Standards Law specifies the minimum benefits which must be paid when workers are injured and makes the employer, including the Governmentin the case of Government workers, liable for the benefit unless an equivalent benefit is given to the worker from some other source.

The Workmen's Accident Compensation Insurance system provides insurance machinery to assure and make the payment in the case of between 5,000,000 and 6,000,000 industrial workers. The insurance system is compulsory for all employers in the hazardous construction, engineering, stevedoring, and forestry industries. It is also compulsory for all employers of more than five employees in manufacturing, mining, transportation, packing, generation of electricity and gas, water works, and mills. Commercial, financial, and entertainment business, restaurant, retail and wholesale trade, and other relatively nonhazardous industries are exempt from compulsory coverage no matter how many employees are involved. Government workers, including occupation forces workers, are not covered by the insurance program.

Seamen have their own special system under the comprehensive Seamen's Insurance system. This system provides complete protection and benefits much higher than the minimum of the Labor Standards Law.

Regular Government workers, including Railroad workers, postal workers, communications workers, etc., generally get Workmen's Compensation benefits from their mutual aid associations. At present the various ordinances governing these associations are being revised by the Japanese Government. A new law controlling all of them, and providing uniform and much higher benefits, is being prepared.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775075

This new law is necessary in order to comply with the Labor Standards Law since the latter law requires higher benefits than the mutual aid associations have paid.

According to present plans of the Japanese Government, occupation forces workers, kodan workers, public works workers, and other non-regular government employees will not be protected by this revised mutual aid system. No special administrative machinery exists to aid them; instead it is left to the agency of the Japanese Government which hires them, or is responsible for them, to comply with the legal obligations of the Labor Standards Law. In the past Workmen's Compensation for such workers has been episodic and uncertain.

PUBLIC WORKS PROGRAM

With the establishment of an Inspection Section within the Economic Stabilization Board, better orientation of prefectural officials, and clearer coordination of the Public Works Program of the Japanese Government will now be possible. The section, operating as a unit of the Construction Bureau, absorbs present inspection personnel and provides position openings for additional inspectors.

The effect of the government's recognition of the importance of field supervision of the Public Works Program will be to permit regular periodic inspections of all prefectures. In this manner, not only will policy interpretations be made available to prefectural officials and project supervisors, but the problems encountered by prefectures resulting from action by agencies of the National Government can be more effectively relayed both to SCAP and to the ESB.

OCCUPATION FORCE WORKERS

It will be recalled that when the pay of Occupation Force workers was raised by the Japanese Government this summer, domestic servants working in dependent homes were not included. However, the pay of these domestics has now been revised to bring them into line with other Occupation Force workers, and the new scale was disseminated to prefectural offices by the CLO. In general, the scale provides for the standard 48-hour week with maximum overtime of 12 hours per week at time-and-a-half, and substantial increases in base pay which will make the take-home pay of these domestics roughly equal that of similar workers in messes and billets. Copies of the pay scale are being distributed to MG teams through technical channels.

DEMOCRATIC UNION ELECTIONS

The technical letter, on "Democratic Union Elections" dated 8 November 1947 was dispatched to all M.G. Labor Officers to be used as a guide and reference to assist them in answering questions and making comments on this subject. The need for adoption of democratic election procedures has been apparent to the Labor Division and the Labor Officers for some time. A substantial number of recent inquiries from Japanese trade unionists and recent events in the labor field now evidences a growing awareness by some of them that it is necessary for the rank and file to elect and control their union officials.

It is thus believed that the time is ripe for continued and increased encouragement to local labor union members to demand democratic methods of administering their unions. As the first and closest contacts between the Occupation and the Japanese workers, the M.G. Labor Officers have excellent opportunities to give information and encouragement directed toward this end.

It is anticipated that similar technical letters covering other labor matters will be prepared and distributed for use by Military Government Teams.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

EMPLOYMENT SECURITY LAW

The Employment Security Law has passed the lower house, and is expected to pass the upper house within the next few days. Ordinances for the implementation of this law are now being reviewed in Manpower Branch.

PUBLIC WORKS

The Economic Stabilization Board cement allocations for the third quarter were approved by SCAP and the issuance of tickets will be completed by the time this news letter is received. SCAP officials have worked with the ESB in the reorganization of the cement allocation system which should mean that not only will the cement intended for public works projects actually be delivered, but also the time lag between allocation and delivery should be reduced to approximately two weeks.

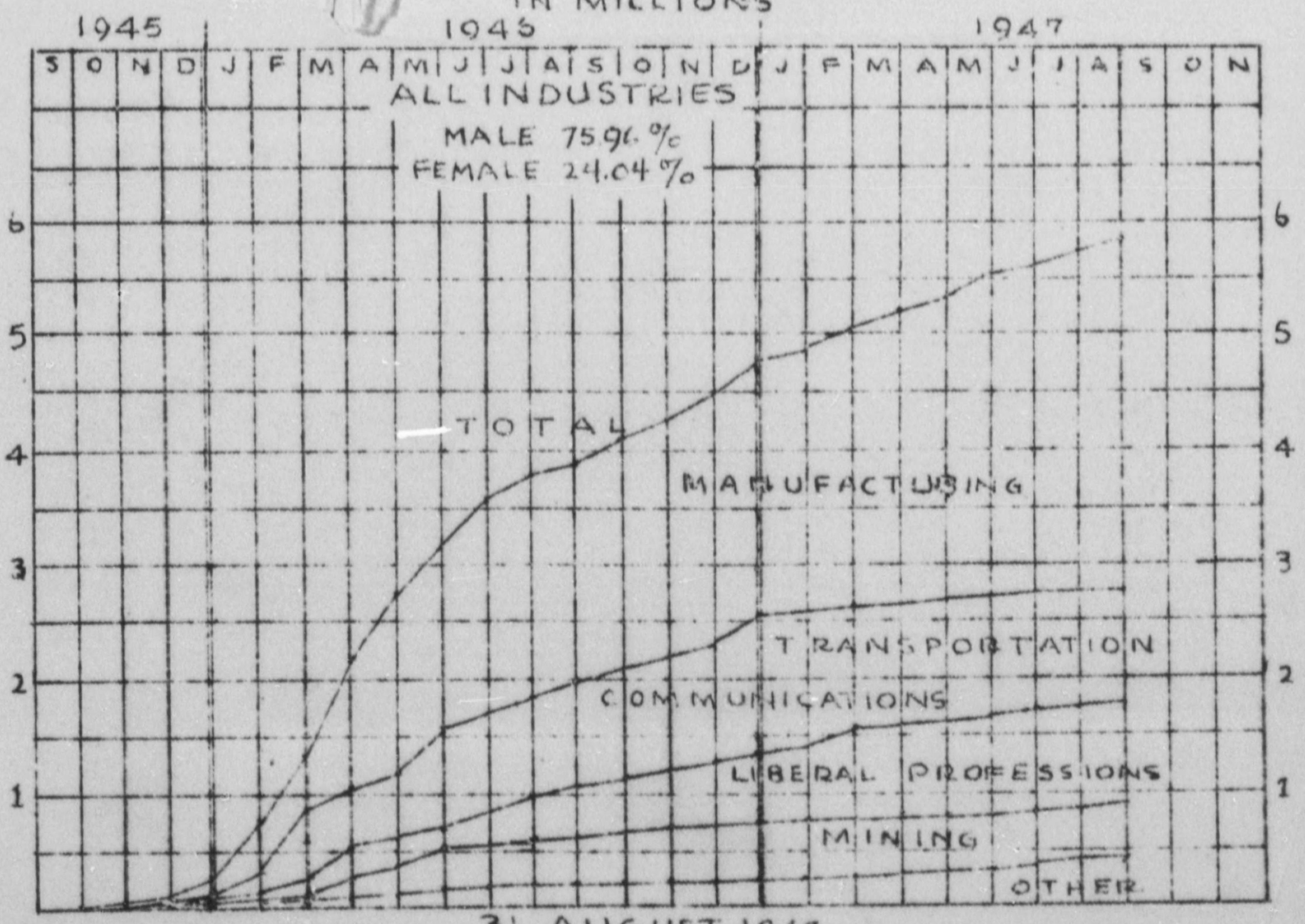
VOCATIONAL TRAINING

The Employment Security Bureau has sent a directive to all prefectures saying that handicapped persons, who can be trained to perform a normal job, should be encouraged to attend the normal Vocational Training Centers. This is a marked departure from the previous practice of ignoring the handicapped or training them in segregated centers.

VOCATIONAL COUNSELING

The Employment Security Bureau has directed the Prefectural Governments to start a program of vocational counseling for the boys and girls who will complete their compulsory education next spring. According to this program during November the Public Employment Security Offices will make a list of all those who will seek employment after the school year. During the same month the Public Employment Security Offices will make a survey of local industry to estimate the numbers and types of job openings which will be available to starting workers in the spring. During December conferences are to be held with the students to inform them of job prospects. These conferences will be supplemented with bulletins on employment opportunities which will be distributed through the schools. Individual conferences will be held with each student and referrals made to available jobs in February and thereafter. Those placed in jobs will be interviewed in later months to see if their placement has proved satisfactory.

LABOR UNION MEMBERSHIP



31 AUGUST 1947

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

NUMBER 2 OCTOBER 1947

LABOR RELATIONS

..CURRENT NEGOTIATIONS

Disputes in the Electric Power Industry, Communications Workers' Union and the Railroad Union have been referred to the Central Labor Relations Committee. It is anticipated that the Teachers and the Government Workers in the various Government Ministries will also refer their disputes to the Central Labor Relations Committee. A 30-day waiting period, before the exercise of the right to strike afforded by Japanese law, is required under Article 37 of the Labor Relations Adjustment Law in the Electric Power Industry, the Railroads, and the Communications System. It is anticipated that these unions will have completed this waiting period the first of November.

The Communications Workers in their mediation proceedings have attempted to justify a wage of 1900 yen for a single man and 5400 yen for a man with 4 dependents if food is available at rationed prices, and a wage of 3400 yen for a single worker and 9600 yen for a worker with 4 dependents if a substantial amount of food has to be purchased in the black market. These figures are based on a daily caloric intake of 2400 calories for the worker with less calories for his dependents.

In view of the trend of labor's present demands, the mediation proceedings may involve the amount of available food, its method of distribution in rationed and unrationed channels and the ability of the government to guarantee specific ration commitments.

The Government has offered to increase the average wage from 1600 to 1800 yen as of 1 July and is still to propose enabling legislation to the Diet to permit the required budgetary allowance. At present the Government has not receded from the 1800 yen figures, maintaining that this figure is an integral part of its stabilization program.

Contract clauses have been submitted for the mediation of the Central Labor Relations Committee by the Railroad Union and it is anticipated that when the disputes of the other Government Workers are referred to mediation, part of those disputes will also contain the question of the contract clauses. (See Labor Letter #1.)

THE LABOR CONTRACT

The labor agreements being signed throughout Japan continue to improve in scope and completeness. There is, however, an underlying ideological difference of opinion between the responsible leadership in the unions and the extremist leadership in the unions which manifests itself in the type of agreement concluded. This difference finds expression in efforts of the extremists to avoid including in any contract adequate grievance machinery which would provide final peaceful settlement of all disputes arising during the term of the contract and to avoid inclusion of a peace clause in a contract, that is, a no-strike provision.

The best labor contracts examined are precise and detailed, outlining clause by clause the rights and duties of management and the rights and duties of labor. Contracts which contain these three things: 1) A grievance procedure providing final settlement of disputes, 2) a peace clause, and 3) a wage re-opening clause, contribute very substantially to the industrial peace and economic rehabilitation of Japan. Widespread understanding and adoption of these provisions are making slow headway against the planned program of the extremists groups within Japanese labor unions which aim at promoting industrial strife, discord and economic chaos, and to whom such conciliatory and reasonable contract provisions have been anathema.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 775073

LABOR BOSSES

SCAPIN 1775 of 12 September 1947 is expected to be a severe blow to the archaic and undemocratic labor boss (Oyabun-Kobun) system. This SCAPIN directed the Japanese Government

a. To pay only legal prices for materials on public contracts.

b. To pay only prevailing wages to workers employed on public works, on requisition for the Occupation Forces and on public contracts for construction, repair and maintenance.

c. To pay only actual labor costs.

d. To eliminate padding of cost claims against the Japanese Government.

The labor boss system will be affected primarily in the construction industry where labor bosses are most strongly entrenched. Heretofore contractors have been able to charge the government and private organizations exorbitant prices for materials and labor used in post-war construction. Quantities of blackmarket goods purchased by government funds are known to be used for "diplomatic entertainment" and bribery.

Because labor bosses have been able to pay their workers some of the highest wages in Japan, they have been able to attract large numbers of workers. Then by controlling the blackmarket food and clothing, which they sell to their workers, they have been able to maintain strict control over their workers' economic and social lives. The large funds and quantities of blackmarket goods under the control of labor bosses also provided the means for tremendous political influence.

Through strict enforcement by the Japanese government, this SCAPIN can reduce yen Occupation costs, facilitate balancing of the budget and decelerate inflation as well as assist in undermining the labor boss system.

EMPLOYMENT EXCHANGES

A visit of staff members of ESS/LA to Public Employment Security Offices in Aichi and Gifu Prefectures revealed a general weakness in procedures of handling job applicants, employer contacts, and coordination of various aspects of employment exchange activities. A lack of occupational classification and well-organized files of job applicants and job offers make it difficult to match the two to the best advantage.

Supervision from prefectural offices is spotty and lacking in the necessary element of follow-up. Considerable improvement in procedures will be necessary before the offices will be equipped to contribute adequately to reducing unemployment and assist industry in getting qualified workers.

UNEMPLOYMENT REGISTRATION

The Public Employment Security Bureau has sent out instructions to prefectural offices that during the period 15 October to 15 November, special rallies will be held in all cities and towns to publicize the services of the Public Employment Security offices and encourage unemployed to register with them. Special booths will be set up at busy places in the streets to make it easy for people to apply.

VOCATIONAL COUNSELING

The Ministries of Labor and Education are holding a series of three-day training conferences for employment counsellors and school teachers on the subject of vocational guidance for youth. During October there will be meetings in Tokyo, Nagoya and Akita.

EMPLOYMENT EXCHANGES FOR SEAMEN

The Seamen's Bureau of the Ministry of Transport is drafting a law, the purpose of which is to set up public employment exchanges for seamen and regulate exchanges operated by unions, shipowners or others. Seamen were the only group specifically excepted from coverage under the Employment Security Bill which is now before the Diet.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 715073

WORKMEN'S COMPENSATION

In the last issue of the Labor Letter the new workmen's compensation system was briefly outlined. In the next few issues various phases will be presented in more detail.

Under the old system benefits were paid in most cases through health insurance and were comparatively very low. Benefits for industrial accidents and occupational diseases were at the same level as the benefits provided in cases of general disability. The worker was compelled to contribute to his own workmen's compensation protection through health insurance deductions from his pay. Under the new plan the general level of benefits is raised very substantially, some benefits being as much as ten times higher. And the cost is borne by the employer exclusively, as in the United States.

Full medical aid including hospitalization is provided for up to three years. Thereafter the medical aid may be continued or it may be discontinued and "expiry compensation" amounting to 1,200 days' wages paid in lieu. In addition, workers temporarily unable to work will get 60% of their average wages for up to three years. Workers permanently, partially or totally disabled will receive compensation amounting to from 50 to 1,340 days' wages depending on the severity of the disability. The families of workers who are killed will receive 1,000 days' wages plus 60 days' wages to compensate for the funeral rites.

Workers of employers covered by insurance will receive their compensation direct from the government insurance system in the local office of the Labor Standards Bureau. Other workers will be compensated by their employers. The inspectors of the Labor Standards Bureau are responsible for seeing to it that employers compensate such workers in the full amount required by the Labor Standards Law. At the present time payment by both employers and the insurance system are mostly lump sums. However in the future, after the threat of inflation is past, insurance payments will normally be paid periodically as in the United States.

FILM STRIPS

Film Strips on Trade union subjects are now available to the Japanese labor movement and others, in both black-and-white and full color. They are being produced from Labor Division basic labor education pamphlets by the Minakawa Denki Seisakushyo, 1-225 Tsukuda Cho, Nishiyodogawa Ku, Osaka City, Osaka, Honshu. The first film strip now available is entitled "The Responsibility of Trade Union Members". Black-and-white prints with both English and Japanese script are ¥155 each; full color prints of the same for ¥310. A second film strip on the work of the Labor Relations Committee, and a third film strip on "How to Conduct A Union Meeting" are now under production.

Last month, in historic Nara Park, some 5,000 Japanese gathered to witness the first full color film strip shown in Japan. Sponsored by local Nara Military Government and the Nara Ken Rodo IIn Kai, the showing was enthusiastically received. Projectors for these strips are available in nearly every Ken of Japan.

LABOR RELATIONS COMMITTEE PLANS POSTER CAMPAIGN

The Central Labor Relations Committee is working on posters explaining the services it offers and urging employers and unions to utilize the prefectural committees to settle their disputes. These posters will be distributed as widely as the paper supply permits.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 770075

PUBLIC WORKS PROJECTS

Recent inspections of public works projects have shown that the overall policies of the national government are generally not in force in the prefectures. Instead of financing projects which conform to the basic policy of providing the maximum possible benefit to the Japanese economy through rehabilitation work utilizing unemployed persons, projects are undertaken in a piece-meal fashion without coordination or regard to the established criteria for selecting only the more worthwhile projects. In fact, in the prefectures, the public works program is usually not treated as a single program, but rather as a device for financing and obtaining materials for the construction and welfare programs handled by the various sections of the prefectural government.

This lack of coordination is partly a result of the short time during which coordination has been attempted at the national level. It was not until 1946 that a single program was instituted by the central government. Even now correct information has not been adequately disseminated to the prefectural officials charged with the direct responsibility for its administration.

In order to improve the program, the Economic Stabilization Board of the Japanese Government, has decided to encourage the establishment of prefectural coordinating committees, such as those which have already proved their worth in certain prefectures. In Gifu Prefecture, for instance, the Unemployment Counter-measures Committee, chaired by the governor, has assumed coordination responsibility. In some other prefectures new public works coordinating committees have been established. In either type of committee the section chiefs of all offices handling public works funds are members with a representative of the governor serving as chairman who is thus able to effect the enforcement of whatever measures the committee may decide upon. Such committees are valuable for the following reasons:

a. Long range planning and programming of all public works within a prefecture can be better executed when all such planning is centralized under the supervision of a single agency.

b. Uniform criteria for evaluating projects can be used within each prefecture.

c. Development of uniform reporting procedures makes it possible to analyze more accurately the progress and economic impact of the program.

d. Better utilization of materials, supervisory personnel, and unemployed workers will result from planning ahead the location and timing of projects.

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

APO 500
12 September 1947

319.1 (12 Sep 47) ESS/LA

SUBJECT: Transmittal of LABOR LETTER

TO: Military Government Team Labor Officer

1. The first edition of the LABOR LETTER is forwarded for your information. It is anticipated that the LABOR LETTER will be published once each month, or more often if material is available.

2. The purpose of the LABOR LETTER is to provide articles of general information to Labor and CIE officers. You are invited to forward for publication any articles or comments of interest to other teams. It is desirable that you bring the LABOR LETTER to the attention of the CIE officer of your team.

1 Incl
LABOR LETTER,
dated-September 1947

W. F. MARQUAT
Brigadier General, U.S. Army
Chief, ESS

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 719075

The LABOR LETTER of
ECONOMIC & SCIENTIFIC SECTION
LABOR DIVISION

NUMBER 1 SEPTEMBER 1947

LABOR MINISTRY ESTABLISHED 1 SEPTEMBER

On September 1, America's Labor Day, the new status of Japanese labor was recognized with the inauguration of a Labor Ministry. Creation of the Ministry indicates the great importance attached by the Government to workers' problems. The Ministry provides machinery which will assist the growth of democratic trade unionism in Japan, and will provide all workers and employers with services and facilities which are part of the responsibility of a democracy. At the same time, the machinery provides new responsibilities and opportunities to Japanese unions and workers to cooperate in insuring the success of the new Ministry.

The Labor Ministry includes five bureaus, three of which are transferred from the Welfare Ministry. The Labor Administration Bureau, in conjunction with Labor Administration Committee is concerned with labor unions, labor relations and labor education. The Labor Standards Bureau has the crucial responsibility for enforcement of the new Labor Standards Law, which creates a modern framework of protective legislation. It will deal also with the new workmen's accident compensation insurance program.

The Employment Security Bureau is responsible for operation of labor exchanges, development of unemployment policies, prevention of undesirable recruitment practices and administration of unemployment compensation. A newly created Women's and Minors' Bureau will be responsible for protective legislation applying to women and child labor. The new Labor Statistics and Research Bureau will be the key fact-finding agency in the labor field. It will be concerned not only with statistics but also with broad economic analysis which will help the public to understand labor problems and conditions.

Each of the five Bureaus in itself is a major instrument. The Labor Standards Bureau and the Women's and Minors' Bureau will operate directly at the local level, through offices not included in the prefectural government. Functions of the Labor Administration Bureau and the Employment Security Bureau will be handled by units in the prefectural government, but under general standards and procedures set by the Labor Ministry.

The new Ministry will be concerned with extremly vital programs and its success in carrying out its mission will require effective staffing, proper cooperation from local government agencies, and effective public relations to explain its program to the public.

LABOR UNIONS AND FEDERATIONS

Labor unions in Japan as of 30 June 1947, according to Welfare Ministry reports, numbered 22,722 with 5,639,002 members. Of this number, 90% of 5,053,297 members in 8,585 unions were covered by 4,273 collective bargaining agreements.

Union affiliation with the two major federations was reported at 941,500 members for the General Federation of Japanese Trade Unions (Sodomei) as of 30 June and 1,174,164 for the National Congress of Industrial Unions (Sanbetsu) as of the middle of July. Most of the large unions such as government workers, railway workers, teachers, and coal miners, which account for the majority of organized labor, are not affiliated with either federation.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND 7 [illegible]

GOVERNMENT WORKERS CONTINUE NEGOTIATIONS

ONE AND HALF MILLION WORKERS INVOLVED

Unions of Government Workers, representing over 1,500,000 workers, have asked the Government for a minimum payment of ¥2,000 bonus plus ¥1,000 for each dependent, to meet deficits accrued between January and June. The Government has offered a bonus of ¥1662 with a proposed new wage scale of ¥1800 continuing from 1 July. Negotiations continue.

The Government has offered ¥1662 derived in the following manner. In May of this year the Government agreed to an average wage of ¥1600 retroactive to 1 January. However, the Government has been deducting ¥100 of this ¥1600 from each employee and placing it in a reserve fund, intending to use it in effecting a reclassification procedure. They now offer to give this money to the Government employees, which for the period of January to September would amount to ¥900.

When the Government established its new price policy based upon established wage structures this spring, it announced that the average wage for Government workers would be ¥1800. Thus the Government now offers to effectuate the wage scale at ¥1800 retroactive to 1 July. This would mean a ¥200 per month increase above ¥1600 for the months of July, August and September, or ¥600. The ¥900 previously offered, plus this ¥600, in all makes ¥1500 to which is added an area bonus of ¥162, making in all the Government's proposed offer of ¥1662.

The trade unions argue that this offer is in effect no offer at all since the ¥900 is money actually owed to them and the ¥600 is derived from a wage pattern established by the Government prior to the present dispute. In effect they say that the present negotiations have brought them no new money.

The Government has made counter-demands on the unions that in contracts to be negotiated the following principles shall be therein contained: (1) the unions shall be responsible for discipline and efficiency; (2) ministry employees shall be free not to join unions; (3) unions shall not participate in personnel administration of non-union members, and consultation shall be had leading to the establishment of general standard governing personnel administration of union employees, and it shall be exclusively the Government's prerogative to apply such standards to individual cases subject to the right of the unions to raise objection; (4) grievance procedure will be established; (5) unions shall not take part in administrative matters; (6) a deliberative council shall be established whose decisions shall be binding upon the parties; (7) the Government shall not pay salaries to full-time union officers; and (8) a compulsory proviso for reference of disputes to labor relations committees for conciliation or mediation shall be agreed upon.

TEACHERS' SUMMER SCHOOL CAUSES DISPUTE

The Education Ministry, during the spring, made plans for a Teachers' Summer School with the thought of further preparing teachers for their work. After the Education Minister had sent out notices, the Teachers' Union advised its members not to attend on the ground that the Education Minister, in violation of the terms of the collective bargaining contract, had failed to "consult" with the Teachers' Union.

The Union approached the Central Labor Relations Committee which interceded in the dispute, and after continued conciliation with the Union and the Education Minister a final agreement was arrived at on 29 July.

It was agreed, in effect, that it should be optional with the teacher whether or not he took an examination at the conclusion of the course and that records of attendance would have no direct bearing on future qualifications for appointment.

ELECTRIC POWER WORKERS' DISPUTE

The employees of nine electric distributing companies and one generating company throughout all of Japan are now seeking to bargain industries-wide for a new collective bargaining contract.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDG # 719075

LABOR STANDARDS LAW

The Labor Standards Law, which was enacted by the Diet in March 1947, became effective in major part on 1 September 1947. Those articles of the Law which did not go into effect on 1 September will be enforced not later than 1 November 1947. The articles held in abeyance for this short period, pending preparation of ordinances, are those contained in Chapter V (Safety and Sanitation); Articles 56, 57, 58, 59, 62, 63, 67, and 68 of Chapter VI (Women and Minors); Chapter VII (Training of Skilled Laborers); Articles 95 and 96 of Chapter X (Dormitories); and Article 106, paragraph 2 of Chapter XII (Miscellaneous Regulations).

To implement the articles which went into effect on 1 September 1947, many Cabinet and Ministerial ordinances were promulgated. The Cabinet ordinances cover organizational matters relating to establishment of wage boards, workmen's accident compensation boards, committees on labor standards, etc. Among the more important of the Ministerial ordinances are those establishing the basic hours of employment for workers in certain occupations and industries such as retail trades, hotels and restaurants, hospitals, theaters, and for special groups of workers in railroads and certain small post offices and for policemen and firemen. In these cases the basic hours are slightly above those set by the law for other workers.

As soon as official copies of the ordinances are received, the Labor Division hopes to be able to send a copy to each of the military government teams.

EMPLOYMENT SECURITY BILL

The Employment Security Bill has been introduced in the current Diet and is expected to replace the existing Employment Exchange Law, which is both indefinite and lacking in important elements. The new draft provides:

(1) Statements of basic responsibilities of the Government with respect to effective recruitment and placement of workers and services to employers and job seekers.

(2) Principles of free choice of jobs, non-discrimination in employment, neutrality in referral of workers where labor disputes exist, and other such basic matters.

(3) Fundamental statement of the organization and functioning of free public employment exchanges. They are called Public Employment Security Offices to emphasize the concept of free public service and to indicate that they will administer unemployment compensation programs and means of enabling job seekers to secure suitable employment. The Labor Ministry administers the program nationally, the prefectural governors locally, under the supervision of the Minister and according to standards set by him. Services include vocational guidance and counseling, assistance to employers in recruitment and personnel problems, and labor market analysis, in addition to the basic function of matching job offers and job applicants. Advisory committees of labor, management, and public members are provided for at national, prefectural and local levels.

(4) Government vocational training programs, including training in government-sponsored workshops and industrial cooperatives, to be provided by Prefectural Governors with subsidy and technical assistance from Labor Ministry.

(5) Comprehensive provisions for control of non-governmental recruiting, including elimination of fee-charging agencies except in highly specialized occupations. Certain limitations on publicity and recruiting by employers, especially beyond the local labor market area, are set up. Private employment agencies must be licensed by the Labor Minister and controls are provided to prevent recruiting abuses of the past.

(6) Likewise, regulation of labor supply projects (contracting for supply of labor) is provided. The only organizations permitted this kind of project are bona - fide labor unions, and these must obtain licenses from the Labor Minister. This provision is specifically aimed at labor bosses, still prevalent in construction and certain other Japanese industries.

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NNDB * 780079

LABOR EDUCATION CONFERENCE

The Labor Ministry has called a conference to be held in Tokyo on the 4th and 5th of September to consider labor education and information. One representative of the labor administration office of every Ken in Japan will attend. The purpose of the conference is to (1) inform the local Japanese I&E Labor Officer of the various publications, magazines, and pamphlets now available; and (2) suggest techniques to be used by Japanese in the field in seeing to it that such materials are called to the attention of trade union members, labor leaders, employers, employer associations, and labor relations committees. ESS Labor Division personnel will attend the conference and participate.

NEW PUBLICATIONS

The Welfare Ministry has just published, in Japanese, a U. S. Department of Labor book, "Arbitration of Grievances". This is the first book which explains simply and fully the procedure of arbitration of labor disputes. Labor Relations Committees should have copies of this book. We have mailed you a copy of the Japanese text under separate cover. It would be helpful for the Chairman of the local Labor Relations Committee, to publicize the subject matter of the book to both laborers and employers.

The Nara Ken Labor Relations Committee has just completed a slide film on "The Operation of Your Democratic Trade Union". It is well done, hits at totalitarian control of unions, and advises the rank-and-file on how to run their own union. Slide film machines are reportedly available in every Ken and the local LRC might well make use of this film.

Sample copies of American collective bargaining contracts in Japanese are available to interested persons at the Central Labor College, Shiba Park, Tokyo.

The U. S. Department of Labor is now busy making up a collection of American trade union constitutions, contracts, l labor pamphlets and so forth. As soon as the collection has been completed and sent to Japan, you will get from 75 to 100 items...for your information and guidance, and later you may care to turn them over to the CI&E Officer for placement in the local Reading Room.

LABOR SCHOOLS

Labor schools are beginning to open up in many cities. Practical subjects such as the history of labor, collective bargaining, labor contracts, structure of trade unions, how to run a meeting, mediation-arbitration-conciliation, use of Labor Relations Committees, Japanese labor law, labor standard act, Japanese government labor agencies, etc., will be taught.

YOUTH GROUPS

The activities of the local youth sections (Seinen Bu Cho) of the unions, especially in the Communications Workers and the Government Railroads have been increasing. Present indications are that left-wing political parties are currently infiltrating these youth sections, endeavoing to dominate the unions throuth the young men.

SODOMEI CONFERENCES

The Sodomei has scheduled a series of one-day labor education rallies for Centra Honshu during September, at which representatives of the Labor Division will be present. Present tentative schedule is:

Sept.	11	Osaka	Sept.	20	Toyama
"	16	Kanazawa	"	22	Niigata
"	18	Fukui	"	24	Nagano

LABOR CENSUS

A national census of population, employment and unemployment will be undertaken on 1 and 2 October. This is intended to provide current and comprehensive information on social and labor force trends since the war. First summaries of these census data will be prepared in the prefectures and should be available about the first of the year.

CONTRIBUTIONS!

Military Government teams desiring to contribute articles, remarks, etc., to the LABOR LETTER are urged to do so. Any item of general information to other teams may be forwarded to Economic and Scientific Section, ATTENTION: Labor Division, APO 500.

CONTRIBUTIONS!

DECLASSIFIED E.O. 11652 SEC. 3(E) AND 5(D) OR (E) NND 7 19013

UNEMPLOYMENT ALLOWANCE & INSURANCE BILLS

Since the Katayama Government announced its eight-point Economic Program last June the Employment Security Bureau has been working on an unemployment compensation system. The result is two Bills, one to set up a permanent system of unemployment insurance, the other a stop-gap unemployment allowance system.

The allowance system will be in effect for six months only, from October 1947 to March 1948. The cost of benefits of this system will be paid by the Government. The insurance system will start paying benefits 1 April 1948 from a reserve fund built up during the preceding six months from equal contributions made by workers and employers, with the Government contributing one-third of the cost of benefits. Coverage is planned to include most industrial and commercial workers working for employers of five or more. Benefits will be paid by the local Public Employment Security Office.

As this is being written, the Unemployment Insurance and Unemployment Allowance Bills have been approved by the Cabinet and were introduced into the National Assembly on August 28th. Details will be reported in a later issue of this letter.

WORKMEN'S COMPENSATION LAWS

In March 1947, the National Assembly passed new workmen's compensation legislation. The Labor Standards Law, in Chapter VIII, sets up a system of compensation on an employer-liability basis. The Workmen's Accident Compensation Insurance Law sets up a system of insurance. Labor Standards Law will apply to practically all employers. However, most employers of five employees or more will be covered by the insurance system and their workers will, therefore, get their benefits from the insurance system rather than from the employer.

Both these laws started operating on 1 September 1947. Administration of the two systems will be closely coordinated because both will be administered by the Labor Standards Bureau, which is part of the new Labor Ministry. In large prefectures there will be a special Workmen's Compensation Section of the Labor Standards Bureau Office; in smaller prefectures workmen's compensation will be part of the Inspection Section.

Workers who are temporarily disabled in industrial accidents will receive compensation amounting to about 60% of wages, and full medical care. Those who are permanently handicapped or disabled will receive varying sums depending on the severity of the handicap. Families of workers killed in industrial accidents will receive 3 years' wages. Compensation will also be paid in case of occupational diseases.

A system of appeal to a referee is provided in case a worker is dissatisfied with the amount of his compensation as fixed by the office.

SURPLUS LABOR

Attempts are being made by the Japanese Government to minimize the effects of mass layoffs by assisting the Japanese to work out alternative employment for surplus workers. It is believed that such satisfactory readjustments have been arranged in the case of surplus seamen and workers in the soda ash industry. No solution has yet been found for some 15,000 salt workers who became surplus as a result of imported salt and shortages of coal.

The Sodomei (Japan Federation of Labor) has set up a Factory Diagnosis Committee to assist local unions in utilizing potentially surplus workers productively rather than lay them off. They report that in one instance the Yokogawa Electric Company in Tokyo Prefecture wanted to lay off 400 of its 800 employees. As an alternative to this the local Union, with the help of this committee, made a survey and then recommended introduction of new products and a shift of personnel on a three-month-trial basis. As a result 1400 are stated to be now employed at greatly increased earnings.

DECLASSIFIED E.O. 12958 SEC. 3(E) AND 3(D) OR (E) MR# 11-013

NEW RECRUITMENT

The Employment Security Bureau of the Ministry of Labor has ordered the local Employment Security Offices to put into effect a new policy of recruitment which will particularly affect the textile industry. From 1 September recruiting will be carried on first in the locality of the factory requiring labor. Only if there is insufficient labor available locally will recruiting be permitted further afield, and even then, nearer areas must be tapped first. This is a direct reversal of recruiting practices followed in the prewar and wartime periods when factories were encouraged to recruit in remote farm areas where young, docile girls could be hired from their debt-ridden fathers at very low wages on contracts of a year or more. Under the new system each individual is still permitted to seek employment in any part of the country he wishes. No employer, however, may use recruiting agents outside the immediate locality unless he has obtained a license from the Employment Security Bureau. It is believed that this measure will help provide a stable working force compatible with democratic ideas, and current economic and social conditions.