GHQ/SCAP Records(RG 331)
Description of contents

THE NATIONAL ARCHIVES OF THE UNITED STATES

(1) Box no. 2042(end)

(2) Folder title/number : (22)
C - Labor Unions

(3) Date : June 1948 - Oct. 1950

(4) Subject :

Classification	Type of record
740	e

(5) Item description and comment :

(6) Reproduction : (Yes) No

(7) Film no. Sheet no.

THE ARTICLES OF ASSOCIATION OF THE EMPLOYEES' UNION OF THE NATIONAL PERSONNEL AUTHORITY

Preamble

We, wishing to have our Japan quickly democratized under the Constitution of Japan and aiming to promote the rights and status of the public employees, hereby unite ourselves to form an ideal union.

Section 1 - General Provision

(Name)

Article 1. This Union shall be named the Employees' Union of the National Personnel Authority.

(Members)

Article 2. This Union shall be composed of those employees of the National Personnel Authority, except section chiefs (inclusive of acting ones) and higher, who elect to join the Union and support the objectives of the Association and obey these Articles of Association.

2. Persons who may exercise the rights and enjoy the benefits as the members shall be restricted within those who carry out the duties of the members in line with these Articles of Association.

(Juridical person)

Article 3. This Union shall be a juridical person.

(Office)

Article 4. This Union shall have its main office in Tokyo Metropolis.

(Local Chapters)

Article 5. This Union may have its local chapters, which shall be established by the will of the employees of respective regional offices of the National Personnel Authority.

2. Each local chapter may, within the limitations set by these Articles, provide its own Articles of Association and issue other necessary rules on the objectives of these Articles. However, the establishment and amendment of the Articles of Association of the Local Chapter shall be subject to the approval of the Executive Committee.

Section 2. Objectives and Enterprise

(Objectives)

Article 6. This Union aims to maintain and improve the working conditions through the cooperation and mutual aid of the Union members, thus elevating their economic, social and cultural status, and otherwise to carry through complete democratization of the public service.

2. This Union intends to unify its members and negotiate legally with proper authorities for the purpose of protecting the interest of the members, however, it does not intend to make a strike or other ~~illegal~~ deeds corresponding to it against the National Government in any case.

(Enterprise)

Article 7. In order to materialize the above objectives the Union shall perform the matters concerning:

(1) Representation of members in matters of application for administrative action on working conditions and appeal for review of disadvantageous action taken against the will of personnel.

(2) Recommend advancement of efficiency and democratization of the public service including development of the employees' abilities, just and reasonable treatment of employees, renovation of the business procedures.

(3) Advancement of mutual aid and welfare of the members.

(4) Advancement of the health, education and professional knowledge of the members.

(5) Recreation of the members.

(6) Publication of an organ.

(7) Other matters necessary for achieving the objectives of the Union.

Section 3. Organization and Organs

(Organs)

Article 8. This Union shall have the following organs:

General Meeting
Board of Representatives
Executive Committee
Election Committee

(General Meeting)

Article 9. The General Meeting shall be the highest deliberative organ of the Union, which is composed of the whole members.

2. The regular General Meeting shall be called by the Chairman in April and October every year. However, it shall be called extraordinarily in cases where:

(1) The Executive Committee deems it necessary,

(2) The Board of Representatives reaches such a decision,

(3) The Auditors request it with regard to properties and finance of the Union or

(4) More than one-fifth of the members request it with regard to specific subjects.

3. The Chairman and vice-chairman of the General Meeting shall be mutually elected from among the attending members.

4. At the General Meeting the members of the Executive Committee shall be present. The members of the Executive Committee shall explain bills, report necessary matters and make a reply, provided that they shall not exercise the right of decision.

(Matters decided at the General Meeting)

Article 10. The General Meeting shall discuss and decide on:

(1) The Articles of Association of the Union,

(2) Approval of estimates and settlement of accounts of expenditure of the Union,

(3) Nomination or approval of officers of the Union,

(4) Delegation of the right of represent of the Union,

(5) Application or secession of the Union to or from other association or union,

(6) Determination of policy of activities and reporting of the various affairs,

(7) Punishment of members or officers of the Union,

(8) Transfer of base fund of the Union and transaction of important properties of the Union,

(9) Such other important matters as obligate the members.

(Board of Representatives)

Article 11. The Board of Representatives shall be the deliberative sub-organ of the General Meeting, which is composed of the whole Representatives.

2. The regular meeting of the Board of Representatives shall be called by the Chairman once every month. However, it shall be called extraordinarily in cases where:

(1) The Executive Committee deems it necessary.

(2) The Chairman of the Board of Representatives request it with regard to specific subjects or,

(3) More than one-fifth of the members of the Board of Representatives request it with regard to specific subjects.

3. The chairman and vice-chairman of the Board of Representatives shall be mutually elected from among the Representatives.

4. The members of the Executive Committee shall be present at the meetings of the Board of Representatives to explain or make a reply, provided that they shall not exercise the right of decision. The members of the Executive Committee in local chapters may freely attend to the meeting of the Board of Representatives, exercising the right of decision, provided that each of them shall not represent the members of his or her local chapter more than at the rate one to twenty.

(Matters decided by the Board of Representatives)

Article 12. The Board of Representatives shall discuss and decide on:

(1) Proposed amendment of the Articles of Association of the Union.

(2) Approval of proposed estimates of expenditure of the Union.

(3) Specific programs activities.

(4) Matters under the jurisdiction of the Board of Representatives provided in these Articles of Association and matters delegated by the General Meeting on the resolution or,

(5) Other matters deemed by the Executive Committee or the Board of Representatives itself necessary to be referred to it.

(Executive Committee)

Article 13. The Executive Committee shall be the executive organ of the Union, which is composed of the whole members of the Executive Committee.

2. The Executive Committee shall execute the decision made by the General Meeting and the Board of Representatives and act on other emergency matters, taking responsibilities to the General Meeting and the Board of Representatives with respect thereto.

3. The Executive Committee shall be called by the Chairman, whenever deemed necessary. However, any member of the Executive Committee may request him with specific subjects to call the Executive Committee.

4. The Chairman shall preside over the Executive Committee.

(Matters decided at the Executive Committee)

Article 14. The Executive Committee shall discuss and decide on:

(1) The matters necessary for activities of the Union in compliance with the decision of the General Meeting and the Board of Representatives.

(2) The agenda which are to be referred to the General Meeting and the Board of Representatives.

(3) Other matters deemed by the Executive Committee itself necessary for activities of the Union.

(Election Committee)

Article 15. The Election Committee shall be the election management organ of the Union, which is composed of the whole members of the Election Committee.

2. The Election Committee shall take charge of following affairs:

(1) Public announcement of election

(2) Reception and review of report of candidacy and announcement of the name of candidate.

(3) Management of voting and opening vote and designation of witness.

(4) Judgement of validity of votes and announcement of successful candidate.

(5) Other affairs necessary for management of election.

(Organization)

Article 16. The Secretarial and four Standing Committees:

Information and Public Relation Committee, Adjustment Committee, Health, Welfare and Recreation Committee, and Credit Committee, shall be established in the Executive Committee as its assistant organs under the supervision of it. The Executive Committee may have, if necessary, the Special Committee temporarily with the approval of the Board of Representatives.

2. The Secretariat shall take charge of following affairs.

(1) Compilation of estimates, execution of estimates, compilation of settlement reports of the expenditure of the Union and other affairs concerning accounting.

(2) Affairs of the roll of the members.

(3) Affairs of purchasing of supply's goods custody and delivering of articles management of the office and other office service.

(4) Affairs of liaison with each Committee, preparation of each conference, and compilation of its minute-book.

(5) Other clerical business.

3. Information & Public Relations Committee shall take charge of following affairs.

(1) Issuance of organ.

(2) Preparation of Announcement of newspapers, union's statements and other dissemination of information.

(3) Collection of information and data.

(4) Guidance, enlightenment and recruitment of the members.

(5) Other public information of union activities.

4. Adjustment Committee shall take charge of following affairs:

(1) Maintenance and improvement of working conditions of the members.

(2) Improvement of technique of the members, renovation of the business procedures and other improvement of office business efficiency.

(3) Development of the employee's abilities, just and reasonable treatment of employees and other democratization of the public service.

(4) Application for administrative action, appeal and suit.

(5) Investigation, study, interpretation of M.P.S. Law or other statutes concerned and proposal of necessary revision.

(6) Otherwise transaction and coordination of complaints and grievances of the members.

5. Health, Welfare and Recreation Committee shall take charge of following affairs:

(1) Overall coordination of activities of each unit, established in the Union for social and welfare activities and development and guidance of activities of each unit.

(2) Enlargement and improvement of lodging house, restaurant, bathroom, shop, amusement room, medical room, farm, play ground and other welfare and recreation facilities.

(3) Purchasing, selling and delivery of daily articles and other ones.

(4) Mutual Aid Association and health and hygiene of the members.

(5) Advancement of education, professional knowledge and other cultural matters of the members.

(6) Arrangement of sports instruments, opening of sports meeting, athletic guidance and other betterment of health of the members.

(7) Mutual friendship of the members and recreation.

(8) Other social and welfare activities.

6. Credit Committee shall take charge of following affairs:

(1) Establishment of credit association.

(2) Management and operation of credit association.

(3) Other matters concerning credit of the members.

7. Special Committee shall be temporarily established to transact urgent and important problems in order to investigate and study particular problems and to report the results and negotiate with proper authorities with special entrust.

8. The subdivisions of the Secretariat and each Committee shall be separately decided.

(Meetings and Ballots)

Article 17. Meetings shall be invalid, unless the majority of constitutional members are present. However, in case of the meeting of the Board of Representatives, a member may delegate his or her authorities to act as an alternate to another member in his or her section from which that member has been returned in a letter of attorney.

2. The agenda shall be decided on the basis of majority principle among the attending members and in case of a tie, a chairman shall decide thereupon.

3. Disregarding the provision of the preceding paragraph, the decision of the General Meeting concerning Item 1, 4 and 5 of Article 10 shall be made with the approval of more than half of the whole membership by direct and secret ballot.

4. In case of determination of selection of officers and other important affairs corresponding to it, it shall be made by majority vote of the whole membership conducted by direct secret voting in which all members have an equal opportunity to participate.

Section 4. Officers, Various Committees and Union's Employees

(Officers)

Article 18. This Union shall have:

Chairman	1
Vice-Chairman	1
Chief Secretary	1

Member of the Executive Committee and Chief Secretary)	13 (including Chairman, Vice-Chairman
Auditors	3
Members of the Election Committee as reservers)	3 (and separately adding 3 members

2. The Chairman shall represent this Union and preside over the business of the Union.

3. The Vice-Chairman shall assist the Chairman and act for the Chairman in his absence.

4. The Chief Secretary shall assist the Chairman in dealing with the general affairs of the Union as a Chief of the Secretariat.

5. The members of the Executive Committee shall organize the Executive Committee and take charge of various affairs of the Union.

6. The Auditors shall audit properties and accounts of the Union and receive the report of settlements of accounts and, if they find out irregularities, report it to the Board of Representatives and the General Meeting.

7. Members of the Election Committee shall organize the Election Committee and be engaged in the affairs of management of election. Reservers shall take charge of the affairs of members of the Election Committee in case of the latter are absent.

(Officers of local chapters)

Article 19. Each local chapter shall have:

Chairman of the Local Executive Committee	1
Members of the Local Executive Committee	Some

2. The Chairman of the Local Executive Committee shall represent the Local Chapter, preside over its business and perform liaison business with the Headquarters.

3. The members of the Local Executive Committee shall take charge of various affairs of the Local Chapter.

(Election of Officers)

Article 20. The Chairman, Vice-Chairman, Chief Secretary and other members of the Executive Committee and Auditors shall be elected from among the voluntary candidates by direct and secret vote of the members.

2. The election sentioned in the preceding paragraph shall be managed by the Election Committee. Members of the Election Committee and reservers for them shall be selected by the direct secret ballot of the members at the General Meeting or by the direct secret votes managed by the Executive Committee from the members who run freely for it. The organization of the Election Committee and other necessary provisions concerning election shall be prescribed in the separate regulation.

(Various Committees)

Article 21. This Union shall have some Representatives and Special Committeemen.

2. The Representatives shall organize the Board of Representatives and shall deliberate upon the matters prescribed in Article 12. The Representatives shall be elected from the members at the rate of one to 20 in each Section and Regional Office (which has no local chapter), however, in case of under 20 personnel, one shall be elected.

3. The Special Committeemen shall organize respective Standing Committee or Special Committee and take charge of their special business under the supervision of the Executive Committee. The Special Committeemen shall be designated from members of the Executive Committee or other members, by the Executive Committee with the approval of the Board of Representatives.

(Term and Additional Service of Officers and Various Committees)

Article 22. The term of officers shall be six months, the first half period is from April to September and the last is from October to March and they may be re-elected. However, the officer term of the Auditors and members of the Election Committee shall begin from May and others shall begin respectively one month later. The term of newly appointed officers who are selected to fill the vacancy shall be the unexpired period of the predecessors.

2. Even after the term of officer finishes, the officer shall take charge of his jobs until his successor takes office.

3. The Officer shall not have additional service as the Officer.

4. The members of the Executive Committee may not concurrently be Representatives.

(Union's Employee)

Article 23. The Executive Committee may have such paid or non-paid employees as adviser, clerk, stenographer and office-boy or office-girl, with approval of the Board of Representatives if deemed necessary.

2. An advisor shall answer for the inquiry by the Union through the Executive Committee.

3. A Clerk may be engaged in the work under the direction of the Chief Secretary.

Section 5. Finance

(Expenditure)

Article 24. Expenditure of this Union shall be filled by the dues, contributions and other revenues.

2. Necessary procedures of estimates and accounting of this Union shall be separately provided in the regulation.

(Dues)

Article 25. The dues of this Union shall be one percent of the base pay of the members (counting 5 and higher upwards to 10 yen as 10 yen and disregarding the rest). However, the dues of the members below the Salary Grade 3 shall be half of those of pay step 1 of Grade 4.

(Fiscal year)

Article 26. The fiscal year of this Union begins on April 1, and ends on March 31 of the following year. However, this fiscal year shall be divided in two periods; from April 1 to September 31 and from October 1 to March 31, and the Chairman shall make a financial report including a report of audit for each six months for approval to the regular General Meeting.

Section 6. Members of the Union

(Enrollment and Secession)

Article 27. Those who wish to enroll this Union shall present the application to the Executive Committee and be registered in the roll of the members.

2. Those who wish to secede from the Union shall ~~obtain the approval of~~ submit the application to the Executive Committee with their reasons clarified.

3. Persons who are separated with the decision of the General Meeting may become members again by the decision of the General Meeting, and persons who are separated owing to the non-payment of dues may become members by again paying the unpaid dues and fine which is separately provided.

(Rights and Duties of Members)

Article 28. The members shall have the following rights and duties. These members who do not carry out properly the responsibilities of the member s including the payment of dues shall not be considered members in good standing and may not exercise the right and enjoy the benefits of the members, and further, shall be imposed a dismissal action, if necessary.

(1) To elect members of the Executive Committee and the Auditors and members of the Election Committee and Representatives and other officers equally, and to hold the service by election. and members of various kinds of committees

(2) To discuss freely about administration of the Union and join the decision at the General Meeting.

(3) To propose to the Board of Representatives, the Executive Committee, Election Committee or the Local Executive Committee, and listen freely to these meetings.

(4) To request, with the consent of more than one-twentieth of the members, the Executive Committee at any time to show the books of accounting of the Union and inquire thereon.

(5) To make use of various social and welfare facilities managed by the Union and participate in various gatherings.

(6) To obey the decision of the General Meeting, Board of Representatives and Executive Committee.

(7) To pay the dues of the Union and other fees provided by this Constitution.

(Punishment)

Article 29. Those members who have acted contrary to these Articles of Association have violated the control of the Union or have impaired good name of the Union, may be suspended their due rights or dismissed with the decision of the General Meeting.

2. Those Officers who are deemed incapable may be discharged with the decision of the General Meeting.

3. In the case of the preceding two paragraphs, no punishment shall be decided on unless a recommendation paper for punishment is presented by the recommender to the General Meeting or Inquiry Committee designated by the General Meeting and an explanation of the person in question for it is heard.

4. Any member of the Union who does not pay the dues more than two months shall not be considered a member in good standing and shall be suspended his or her due rights. Further, any member who does not pay the dues successively four months, shall be separated from the Union. These members who do not pay the dues shall pay the fine on the unpaid dues which will be not less than five percent but not more than 30 percent. In case he paid the unpaid Union dues and the fine, he may regain the rights.

Section 7. Dissolution

(Dissolution)

Article 30. The dissolution of this Union shall follow the general will by majority vote of all members conducted by direct secret ballot in which all members have an equal opportunity to participate.

Section 8. Supplementary Provisions

(Amendment of the Articles of Association)

Article 31. The amendment of these Articles shall be made through the decision of the General Meeting. The draft of the amendment shall be presented to the Secretariat by 10 days before the General Meeting as a rule.

(Regulations)

Article 32. The Board of Representatives may issue regulations necessary for administering these Articles.

(Enforcement)

Article 33. This Article shall be enforced as from 31 August 1949.

JAPANESE GOVERNMENT

National Personnel Authority

Jinji-In, Kasumigaseki, Chiyoda-ku, Tokyo

Files

October 24, 1950

To:

Mr. MacDonald Salter,

Civil Service Division,

Government Section, GHQ, SCAP

I have the pleasure to enclose herewith two copies of the list of major labor unions in Japan which you asked for yesterday.

Maruo Takeshi

Chief of Bureau of Equity

National Personnel Authority, Tokyo, Japan

1. The All Japan Communication Employees Association
2. The Federation of Labor Union of Ministry of Agriculture and Forestry
3. The All Japan Agriculture and Forestry Officers Union
4. The All Japan Commerce and Industry Ministry of Labor Union
5. The All Japan National Medical Labor Union
6. The Federation of Japan Financial Affairs Labor Union
7. The All Japan Custom Houses Labor Union
8. The Printing Labor Union
9. Labor Union for All Japan Court Personnel
10. The All Attorney Generals Office Labor Union
11. The Federation of All Maritime Government Agencies Employees Unions
12. The National Labor Standard Administration Labor Union
13. The Central Labor Relation Board Workers Union
14. The Foreign Office Employees Union
15. The All Japan Communication Labors Union
16. Federation of National Government Employees Union
17. All Japan Government Workers Union Conference
18. Japan Teachers Union
19. All Monopoly Labours Union
20. The National Railways Labor Union

Remarks:

1. No. 15 and under are not registered with the National Personnel Authority.
2. Nos. 17 and 18 include local public employees.
3. Nos. 19 and 20 are the labor unions of public corporations.

List of Labor Unions which are requested to submit written reports

	Name	Deadline date of submitting reports
1.	The All Japan Agriculture and Forestry Officers Union	, 1950
2.	The All Japan Commerce and Industry Ministry of Labor Union	
3.	The All Japan National Medical Labor Union	
4.	The All Japan Custom Houses Labor Union	
5.	The Printing Labor Union	
6.	All Japan Court Workers Union	
7.	The All Attorney-General's Office Labor Union	
8.	The Federation of All Maritime Government Agencies Employees Unions	
9.	The National Labor Standard Administration Labor Union	
10.	The Finance Ministry Employees Union	
11.	The Welfare Ministry Employees Union	
12.	The All Japan Communication Laborers Union	
13.	Federation of National Government Employees Unions	
14.	The Weather Workers Union	

Remarks: No. 12 and under are not registered with the National Personnel Authority.

List of labor unions to which an interview is required

	Name	Schedule of interview
1.	The All Japan Communication Employees Association	27, 10, 1950 (2.00 p.m.
2.	The Federation of Labor Unions of Ministry of Agriculture and Forestry	25, 10, " (2."00 p.m
3.	The Federation of Japan Finandial Affairs Labor Unions	30, 10, " (10."00 a.m
4.	The Foreign Office Employees Union	30, 10, " (2."00 P.m
5.	The Construction Ministry Employees Union	2→1, 11, " (10."00 a.m
6.	All Japan Government Workers Union Conference	1, 11, " (2."00 p.m
7.	Japan Teachers Union	2, 11, " (2."00 p.m
8.	All Monopoly Labor Union	6, 11, " (2."00 p.m
9.	The National Railways Labor Union	7, 11, " (2."00 p.m

Remarks:

1. No. 6 and under are not registered with the National Personnel Authority.
2. Nos. 6 ~~and 7~~ includes local public employees.
3. Nos. 8 and 9 are the labor unions of public corporations.

1) Shirven Mail
2) Files Labor Rel.

CIVIL SERVICE DIVISION
Government Section

9 October 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with National Council of Communications Workers Union (Zenkoku)

At the request of the National Personnel Authority, the conference was held with Mr. Salter with the following representatives of Zenkoku:

ITO, Yoshie Zenkyo
HITOMI, Kazuo
OTANI, Tomozo
KOJIMA, Toshio
YUWAI, Keizo
SATOYOSHI, Masami
UMEDA, Takeo

Purpose of the meeting was for the union to seek information and discuss the following points:

1. Base pay revision
2. Claim against Mutual Aid Association
3. Payment of year-end allowance ~~for anti-labor~~
4. ~~Union~~ anti-Labor attitude of officials in Ministry of Telecommunications

In connection with the first item it was pointed out to the union that the National Personnel Authority had made these recommendations to the Cabinet and Diet based on a scientific study. Further that the estimates stated by the Ministry of Finance of the present average pay was that it had reached about ¥6,800 level. Considering the fact that special allowances are estimated at about ¥200 and the government has indicated they will raise pay about ¥1,000 which would seem that there is present a favorable situation toward the adoption of NPA recommendation.

It appears in February 1950 the Ministry of Telecommunications agreed to change the status of some 30,000 "Koin" employees in the Ministry of Telecommunications to "Officials" with the understanding that the employees affected would not request the withdrawal of their contributions to the Mutual Aid Association. According to law, when an employee becomes an Official, he has a right to the return ~~receive~~ in cash his contribution to the Mutual Aid Association and at the same time he commences his participation in the pension fund. The Ministry has steadfastly refused to pay these employees their just amount due them from the Mutual Aid Association Fund. It is apparent that the Fund is in an unsound financial condition. This was probably due to an incrdinate amount of loans made early in 1949 to employees of the Ministry of Telecommunications on the basis that they were ten-year loans (it is even questionable that their repayment will be made). The union was requested to submit factual information on this situation stating who initiated this request for change in status, the number of employees affected, the amount of money at stake, and who and for what reasons the employees have been refused payment from the Mutual Aid Association Fund. Reference to the

recent newspaper statement that year-end allowance would be made disposed of the discussion on year-end allowances.

This union is a small and a new union. Apparently the Secretariat of the Ministry of Telecommunications has declined to give them audience. In fact, it is reported that the Secretariat supports the other large union by substantial subscriptions to the union's paper while in the case of this union only one subscription is taken under government expense. The union was advised that this was a problem in personnel management that they should discuss with NPA and should continue to press for a hearing with government officials.

MACDONALD SALTER
Chief, Compensation
& Classification Branch

MS:gb

1) Shriver
2) Files

CIVIL SERVICE DIVISION
Government Section

22 September 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Conference with Zen Kan Ro

At the request of NPA a conference was held with fourteen members of Zen Kan Ro, Miss Isonaga and Mr. Salter.

Purpose of the conference was for the union to present its views on:

1. Base pay revision
2. Earlier payment of salaries
3. Political activity as it may be included in the Local Public Service Law
4. Discharge of personnel under Communist purge

Apparently the union is nervous about the outcome of the pay revision. They fear that too blatant efforts on their part in support of the ¥8,058 pay level if it were not adopted might hurt their own prestige. From the discussion, it appeared that the government was somewhat hoping that the unions would go all out for NPA recommendations since they are developing one of their own including their own pay structure. If the government could get this in, in complete disregard of NPA's recommendation, it would seriously hurt NPA's position as well as that of the unions. It was pointed out to the union that GHQ considered the further advance of the pay date a very unsound practice to meet a single situation. General principles for restriction on political activity were discussed. Their suggestions for inclusion of the Local Public Service Law were solicited. Little or no discussion was had concerning the discharge of personnel.

Tisdale handled this in a second session. MS

MACDONALD SALTER
Chief, Compensation
& Classification Branch

MS:gb

Government Section

1 August 1950

Mr. C. C. Hathaway
Director of Information
United States Civil Service Commission
Washington 25, D. C.

Dear Mr. Hathaway:

We are apparently faced with some fundamental and difficult problems concerning the political activities of public servants, including not only employees of the National Government but also the local public employees and teachers. Since a consideration of American policy and practice would probably be helpful to us in arriving at a policy for Japan, it would be greatly appreciated if you could furnish us with a copy of the Hatch Act and related legislation, and any rules, regulations or interpretations issued pursuant thereto by the United States Civil Service Commission. I should particularly like to know the present situation with respect to participation of Federal employees in local elections in communities near the District of Columbia.

Since these problems are urgent, will you please send your reply by airmail.

Sincerely yours,

MAYNARD N. SHIRVEN
Acting Chief
Civil Service Division

MNS:ger

mms
8-2-50

CIVIL SERVICE DIVISION
Government Section

1 August 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Osaka Chapter of Kankoro

At the request of NPA, a conference was held among Mr. Salter, Mr. Onodera, Mr. Kawasaki of NPA and the following members of Kankoro (Osaka Chapter):

Nobuo Kawakami	Oshima Kiichi
Kimura Ichizo	Taichi Tsubota
Kazuo Tamaki	Mitsuo Matsumoto
Syajiro Kawachi	

The Osaka Chapter of Konkoro represents government unions throughout Kinki and contiguous districts. It has been a very active and influential Chapter of Kankoro and its leadership has been sound.

The Union stated that the purpose of the meeting was to seek an understanding on why the question of a pay adjustment for government employees had not been permitted to be the subject of deliberation in the present session of the Diet.

The Union stated that they had come to Tokyo at union expense to discuss with the Diet members and NPA an adjustment in pay for government employees and to urge immediate and positive action. As a result of their rather extensive consultations with Diet members, political parties and NPA, they had come to the conclusion that most decisions made by NPA seem to require GHQ approval. They were amazed to discover that the question of pay adjustment was not permitted to reach the Diet. They assumed from this that the government had been told that it could not consider such legislation at this time. These circumstances were contrary to democratic practices,as they understood them,and particularly to the right to deliberate issues in the Diet. For this reason, they felt it necessary to come to GHQ to seek sympathetic support and relief for the public servant. They felt particularly agrieved at being the only group of employees in the working population virtually subject to wage control, particularly when their wages,before the current inflation of prices,was 25 to 45 percent less than wages for comparable positions in private industry.

The Union believed that the Diet was an independent organ and should have complete freedom to make its own decisions. However, the present trend seems to indicate a return to the old bureaucratic

control over governmental activities and governmental employees. This is a trend the union stated that is very distasteful to their membership who has been fighting and working hard for the recognition and the right to follow democratic practices.

During the discussion, brief reference was made to SCAP letter of July 1948 and the principles enunciated therein. It was further pointed out that the development of democracy in Japan was a progressive matter. While initially strict controls were exercised, as time went on, these controls were being relaxed. The present situation was explained in terms of "limited democracy". At the moment, economic controls were paramount and established in the interests of the Japanese nation. Adjustment of government salaries at this time must be subordinated to these economic plans.

Attached hereto is a petition addressed to General MacArthur from the union urging and pleading for an adjustment in the pay level of government workers.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr
Att:

General of the Army
Douglas MacArthur,

Supreme Commander for
the Allied Powers.

Ichizo Kimura
Chief, Executive committee,
The council of the All Ōsaka Government
and public Agencies Workers's Unions

Submitted 7/31/50.

P E T I T I O N

26 July 1950

To: General of the Army Douglas MacArthur,
Supreme Commander for the Allied Powers.

Your Excellency:

It is respectfully requested that your esteemed attention be invited to our entreatment in which we, The Council of the All-Japan Government and Public Agencies Workers' Unions, wish to inform you of our daily livelihood bitterly depressed under the current pay levels which have been left unchanged since revised about one and a half years ago.

Against such vital issue of us, the Japanese Government has done nothing except rejecting and ignoring the recommendation by the National Personnel Authority for the revision of the pay levels upon which we, the public officials, deeply counted, and also is never ashamed of the agonies of 500,000 lives, nonchalantly shutting eyes from their misery.

We, the public officials, however, though deprived of the right of strike, still have exerted our utmost efforts to accomplish the important duites for the sake of the Japanese population in sacrifice of our livings to such a degree that we could not help but borrowing money every month from our kins or intimates to support our families.

Are such industry and diligence of ours not the indication of our awakening to the spirit as a servant of the whole community?

Would you kindly listen to the grievous cries of us, officials, screaming out everywhere throughout this country, that is, "We can be no longer patient under such distress!", "Allow us decent wages!" or "Least money to square our red-ink figures."

It is sure, we believe, that even a servant of the whole community shall not be prevented from enjoying any of the fundamental human rights, and shall have the right to maintain the minimum standard of wholesome and cultural living.

However, nothing has been done by the Government for raise of wage levels for which Prime Minister gave the pledge on his stump that it would be boosted, but on the contrary the Government has never shown sincerity and eagerness toward it on the pretext of revision of Dodge's lines.

Your Excellency! We, the public officials, entreat you from the bottom of our hearts that you be a good Samaritan. Have we any person other than your Excellency who could help 500,000 lives of the public officials!?

It is requested, therefore, that your respectful consideration be given to us public officials and our families for their decent lives at least as much as the earnings general employees now are getting in private enterprises.

Ichizo Kimura

ICHIZO KIMURA
Chief, Executive Committee,
The Council of The All-~~Japan~~ Ōsaka
Government and Public Agencies
Workers' Unions

CIVIL SERVICE DIVISION
Government Section

Files
8-2-50

1 August 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Representatives of the Japanes Teachers Union and the All Japan Government Workers Union, 31 July 1950.

Present: CSD : Mr. Maynard Shirven
Mr. MacDonald Salter
Mr. Sho Onodera

Unions: Mr. OKA, Saburo
Chairman, Central Executive Committee, Japan Teachers Union.
Chairman, All Japan Government Workers Union Council.
Mr. SAKAO, Tokutaro
Vice-Chief, Secretarial Division, A.J.G.W.U.
Mr. OIDE, Shun, A.J.G.W.U.
Miss ONO, Giuko, A.J.G.W.U.

Points discussed by Messrs. Oka, Sakao, and Oide were as follows:

1. Ban on political activities of the teachers.

a. The Liberal Party is sponsoring a bill planned to be presented to the Diet, and presently in GHQ's hands for approval.

(1). The press, so far, has not reported such approval. Will the decision of GHQ be forthcoming and, if so, when?

b. Past records and endeavors of the men present at the conference.

(1). They have constantly fought the ultra-leftist elements in the government employee union ranks.
(2). They had opposed the February 1 strike from the very beginning.
(3). They have removed such leftist influence and control over the union, and have endeavored to establish democratic management of the union.
(4). They are convinced that the All Japan Government Workers Union is now a sound and proper labor union, never to be duped or influenced by leftists.

c. Teachers Union has always stayed within the bounds of legitimate union and political activities, conducting its election activities on the principle of the "Diet as its central arena". In House of Councillor election of May, it succeeded in electing 8 representatives to the Diet.

d. There are three important objectionable factors involved in this proposed bill of the Liberal Party.

(1). Time element.
(a) Deliberately planned to be presented at this short extra-ordinary session and at the very last minute to forestall thorough deliberation.
(2). Method and contents.
(a) Vicious and poor, in contents and in wording, legislation.
(b) Not presented in proper legislative procedure.
(3). Reasons.
(a) Emotional and specious.
(b) The proposed bill is designed to be enacted in time for the November election of the Board of Education.
(c) Strictly party-politics.

e. The Liberal Party is attempting to railroad this bill through by its sheer might of the "absolute majority".

(1). Proper parliamentary administration demands that the people be informed and given an opportunity to study and approve any legislation. This, the Liberal Party attempts to evade.

f. Delegates, both from the United States and Great Britain, have pointed out that such restrictions on political activities of the teachers exist neither in the United States nor in Great Britain.

2. Political and union activities of the government employees (public servants).

a. The All Japan Government Workers Union is no longer controlled or influenced by the leftist elements, but is now a democratic and sound labor union. Therefore, such rights and privileges as have been removed from the government employees earlier in the days when chaos and anarchy prevailed should now be returned to them.

b. The All Japan Government Workers Union is confident that such rights, if returned, will not be misused nor will the union ever again be utilized by the left wing elements.

Sho Onodera

SHO ONODERA
Compensation & Classification
Analyst (Interpreter)

CIVIL SERVICE DIVISION
Government Section

31 July 1950

MEMORANDUM FOR : The Record

SUBJECT : Political Activities of Employees of Japanese National Railways

1. The attached bill was discussed with two of the sponsors - i.e., Mr. Kikukawa and Mr. Nakamura - and the objections to the bill entertained by this office were explained. As a result of the discussion, it was agreed that the bill would not be pressed at the current special session of the Diet and that discussions would be initiated at a later date with a view to drafting a bill to which this office could consent.

2. The second attachment sets forth the objections of this office. These objections were not filed since no action on the bill is in prospect.

MAYNARD N. SHIRVEN
Acting Chief

MNS:ger

2 Incls:

Bill for Partial Amendments to

the Japanese National Railways Law

See Bill in Central File

as 1st Inclosure to Memo

on subject bill

Inclosure 1

CIVIL SERVICE DIVISION
Government Section

31 July 1950

MEMORANDUM FOR : Chief, Parliamentary and Political Division

SUBJECT : Bill for Partial Amendments to the Japanese National Railways Law

1. The Civil Service Division has objection at this time to the Bill for Partial Amendments to the Japanese National Railways Law (copy attached) for the following reasons:

a. It does not provide adequate safeguards for the political neutrality of a large segment of the public service, that is, the employees of the Japanese National Railways, in view of the fact that many elections for local assemblies are conducted on a partisan basis.

b. It is inconsistent with the rules of the National Personnel Authority which prohibit political activity of such nature on the part of all personnel subject to the National Public Service Law. Its effect would almost certainly be to stimulate a demand for similar treatment of such personnel, which would be objectionable for the reason stated in (a) above.

c. It is inconsistent with the provisions of the proposed Local Public Service Law, which prohibit such political activity on the part of local Government employees.

2. These objections should be reconsidered at an appropriate time, when the problem can be surveyed as a whole. However, this Division would have no objection at the present time to employees of the Japanese National Railways serving as members of the assemblies of local public entities except the assemblies of to, do, fu, ken, and shi.

MNS:ger

MAYNARD N. SHIRVEN
Acting Chief

Inclosure 2

Dpy Capt
Union activities

CIVIL SERVICE DIVISION
Government Section

27 July 1950

MEMORANDUM FOR : Brigadier General Courtney Whitney
Chief, Government Section

SUBJECT : Leftist Influence in Government Unions

1. It has been reported from several different sources, of widely varying political and economic color, that there is some tendency toward resurgence of radical leftist influence in Government employee unions in connection with the Government wage issue.

a. The Chairman of the Personnel Committee of the House of Representatives, in requesting postponement of the NPA wage recommendations, declared that there is considerable danger, at the present time, of an increase of leftist influence in the Government unions and that to raise the wage issue without settling it would tend to increase that influence.

b. The Chairman of the Personnel Committee of the House of Councillors (Kinoshita), in pressing for NPA's wage recommendations, declared that there is a general tendency toward increase of leftist influence in the Government unions and that such influence is bound to increase until the wage issue is settled in a reasonably satisfactory manner.

c. The Commissioners of the NPA are agreed that there is an increase of leftist influence noticeable at the present time in the Government employee unions, principally owing to the fact that the Government has not acted on the wage issue.

d. The leaders of three Government employee unions, all of them moderates, declared that they are under heavy pressure from leftist groups in their own organizations because of their inability, up to the present time, to obtain a satisfactory adjustment of wages. They further declared that there is a real danger that the membership may become convinced that they cannot attain their objectives through moderation and will again resort to radical tactics.

e. The founder of the Democratization League (Kikukawa), now a member of the House of Councillors, reported that there is danger of a significant increase in leftist influence in Government unions unless a reasonable solution of the wage problem can be reached shortly.

2. These developments are reported at the present time for your information. They will be watched by this Division and further reports will be made as conditions warrant.

MAYNARD N. SHIRVEN
Acting Chief

MNS:ger

2) Files
7-27-50

CIVIL SERVICE DIVISION
Government Section

25 July 1950

MEMORANDUM FOR: Mr. Maynard Shirven, Acting Chief
Civil Service Division

SUBJECT : Conference with Council of Local Government Organization Workers Union

At the request of NPA, Mr. Salter and Mr. Onodera held a conference with the following members of the Central Executive Committee of the National Council of Local Government Organization Workers Union:

Mr. Masatake Hashida, Chief of the Legal Section of the Executive Committee
Mr. Tomijo Asaba
Mr. Hideo Urabe
Mr. Yamazake, NPA

The purpose of the meeting was to submit critique of the proposed Local Public Service Law, copy of which is attached hereto.

It is the feeling of this Union that the Local Public Service Law:

1. Is being made an instrument to sustain the power of the old feudal bureaucracy;
2. Will remove any power that the Unions may have gained through the concept of collective bargaining;
3. Would limit their political activity.

On the basis of the above criticism, the Union at the moment stands opposed to the Local Public Service Bill.

It was pointed out to the Union that in General MacArthur's letter of July 21, 1948, that the contrast between the status of public employees and private employees was stressed because it had been overlooked in the enthusiasm of a new labor movement. The right to collective bargaining as understood in private employment and the right to strike as understood under the labor laws was never available or understood to be implied in any way under the new constitution, for public service employees. Public Service employees are not losing the right to collective bargaining which they never had in the first place.

It was agreed that the objectives of the Labor Union Movement to improve working conditions and to reduce the strength of the old feudal bureaucracy were consistent with democratic concepts. The proposal that collective bargaining be permitted in local public service is in essence playing into the hands of the old feudal bureaucracy and the Communists which are the ones who stand to gain and who instigated such a concept in the early days of the Occupation.

The unions seem to have one possibly sound criticism. They felt that the Local Public Service Law, as it is now written and appears in Japanese text, limits their right to negotiate with top administrative personnel and gives too much power to these administrators without corresponding recognition of the rights of organized employees.

This may be a valid criticism which should be given some serious attention. They were told that this was a matter they should debate within their councils before the submittal of the bill and if necessary, to continue the debate with legislative representatives.

It was pointed out that the registration by local public ~~industries~~ entire of unions of their employees did not preclude the formation of National Federations of unions. These were perfectly legitimate activities.

Such Federations, however, would not involve themselves in detail negotiations effecting the interests of only one particular group in one locality. Such Federations would concern themselves with overall policies having general effect upon their total membership. They would in essence be negotiating with the National Diet and in some instances with local legislative representatives in order to try to establish a precedent for actions in other localities.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

1) Sherren [illegible]
2) Files.

7-15-50

CIVIL SERVICE DIVISION
Government Section

21 July 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Agriculture and Forestry Workers Union

At the request of NPA, a conference was held between Mr. Salter, Mr. Narumi and the following members of the Agriculture and Forestry Workers Union:

T. Miki, Central Executive Committee
T. Arima, Chief Secretary
K. Kitamura, Chairman
M. Okubo, Central Executive Committee
T. Yoshitsugu, Central Executive Committee
T. Ueda, Central Executive Committee
K. Fukuda, Chief, Propaganda Division
A. Shoga, Chief, Compensation Division

The purpose of the meeting was to express their concern over the failure of NPA to make its pay recommendation to this session of the Diet and to direct attention to the poor salary conditions prevailing under the present economic conditions for government workers.

The Union pointed out that ever since their successful efforts to democratize government unions, not a single penny of benefit has been attained for government employees. They have been urged to be patient and to persevere in their objectives and to maintain proper perspective of the issues at stake. They feel that the situation is wearing very thin and that some solution must soon be decided upon.

The union represents a membership of more than 80,000 employees and consists of a large number of indigenous union groups. The leadership has a serious fear that many members will drift toward the left in view of the present turn of events. This is not considered merely a temporary reaction on the part of their membership. Leaders, of course, will try to explain the situation satisfactorily and to hold intact their union membership.

Explanation was made to the union on the three basic points involved in this basic decision by NPA. Emphasis was placed on the fact that NPA made a practical decision and not a political decision. It was pointed out that while there was no legal requirement for NPA to act during this session, NPA was required legally to report at least once a year on the government pay administration and would

obviously have to report to the next session of the Diet.

A question was raised as to the validity of the ¥7877 pay recommendation. They were assured that this was a reasonably valid recommendation even today. While cost of living had gone down, other factors in the computation of the overall wage level made the ¥7877 a reasonably valid recommendation at present. Intimation was made by the union that legislation to effect ¥7877 pay level may be introduced in both Houses, for the question was asked 'what would happen if both Houses passed pay legislation.'

An incidental comment was raised concerning the Rule enacted by NPA adjusting the pay of Procuratorial Secretaries and the possibility that some adjustment may be made for teachers. The question was, 'why could not the same be done for at least the technicians in Agriculture and Forestry.' They were referred to the NPA.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

1) Sheppard Mtg
2) Files
7-21-50

CIVIL SERVICE DIVISION
Government Section

20 July 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Konkoro

At the request of NPA, a conference was held between Mr. Salter, Mr. Narumi and the following members of Konkoro:

Mitsuru Kitamura, Agriculture and Forestry
Labor Union Chairman

K. Fukuhara) Executive Committee,
Hajime Nakayama) All Japan Traffic Union

H. Kawaguchi, Chief, Liaison Section
Printing Bureau

T. Sakao, Vice Chief, Secretariat Division
All Japan Government Workers Union

K. Terashima) NPA
N. Kawakami)

The purpose of this meeting was to present Konkoro's feelings concerning the failure of NPA to make a pay recommendation as it had promised to do. Secondly, to seek the reason why no pay recommendation had been made by NPA.

It is the contention of Konkoro that NPA in failing to make a pay recommendation inspite of the fact that it had stated it would do so, indicated that its long-sought independent position was being given up in favor of partisan interest with the party in power. It was the contention of the Union that the ¥7877 recommendation has been forgotten and that a new recommendation should logically be made in order to continue the political interest and pressure for a long over due pay adjustment. Konkoro felt that since NPA failed to make a recommendation on the stated basis, that it was not practical at this time, NPA was not living up to its proper position. NPA was not maintaining an independent position and therefore as an agent representing the interest of employees, it would soon become useless to the employees.

It was pointed out to Konkoro that:

1. NPA, at this time, had no legal responsibility to make such a pay recommendation.
2. No change, substantially beyond that reflected in the ¥7877 recommendation, had occurred.
3. A recommendation at this time would only be worth while if it resulted in pay legislation and a pay adjustment.

Since the first two points were not significant, the decision as to whether a pay recommendation would be presented or not, finally evolved around point three. Furthermore, since the budget policy made it impossible for any budget adjustment, no pay legislation could be introduced and certainly could not be enacted into law. NPA, therefore, decided to take no action at this time on a pay recommendation since it could not have any practical results.

The members present at the conference each represented large unions. They expressed the feeling that it would be most difficult to explain "failure of NPA" to their respective memberships. In fact, they intimated that some of the unions might react most unfavorably even to the point of changing their present leadership and subsequently not supporting any of NPA's activities. They pointed out that in view of the great stress placed upon NPA's independent status, that it would be extremely difficult to explain a decision made by NPA based on "practical considerations".

MACDONALD SALTER
Chief, Classification and
Compensation Branch

MS:vr

Konkoro was assured that NPA would meet its legal obligation of reporting annually to the Diet + Cabinet on the pay level.

1) Sherwen 'mcf
2) Files
7-21-50

CIVIL SERVICE DIVISION
Government Section

20 July 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Japan Teachers Union

At the request of NPA, Mr. Salter and Mr. Narumi held a conference with the following members of Japan Teachers Union.

T. Unobara, Executive Committee
U. Yasui, Executive Committee
D. Yamada, Executive Committee

The purpose of the meeting was to present to this office Nykkyoso's proposal for special salary schedule for teachers. This has been presented to NPA, whom it is reported, seemed to be taking a rather lukewarm interest in the whole matter. It is to be noted that the pay law specifically requires NPA to make a study of teachers' salaries and to make a recommendation concerning these salaries.

It was pointed out to Nykkyoso that the pay law contemplates some special treatment, possibly a special salary schedule for teachers, and that NPA is legally bound to investigate and prepare a statement on this matter. The fact that no action is being taken at the moment should not be construed as any lack of interest on the part of NPA. It more than likely reflects NPA's feeling that like any pay recommendation, no legislation could be introduced at this time. Therefore, they are not pushing the matter at the moment.

The plan proposed by Nykkyoso contemplates a single wide pay range from Step 12 to Step 70 for all teachers, professors and research personnel of the teaching field. The initial application of these pay rates will be based on a combination of education and experience. Subsequent pay steps may be gained either through longevity or by virtue of promotions.

The purpose of this proposal by Nykkyoso is:

1. To accord better treatment to teachers, and
2. To eradicate many irrational situations that now exist through the application of the present standards for pay administration.

No detailed discussions were held concerning the application and administration of the proposal. A few questions were asked that indicated that some consideration had been given to this proposal, but their prime concern was to get recognition of the basic plan in pay administration.

Nykkyoso was assured that NPA was taking an interest and would continue to take an interest in the development of a sound pay plan for the teachers.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

No detailed discussions were held concerning the application and administration of the proposal. A few questions were asked that indicated that some consideration had been given to this proposal, but their prime concern was to get recognition of the basic plan in pay administration.

Nykkyoso was assured that NPA was taking an interest and would continue to take an interest in the development of a sound pay plan for the teachers.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

1) Mr. Hyde, Mr. Loeser
2) Files.

CIVIL SERVICE DIVISION
Government Section

27 June 1950

MEMO FOR: THE RECORD

SUBJECT: Nykkyoso Teachers Union

1. At the request of NPA, a conference was held this morning among Mr. Salter, Mr. Onodera and the following members of Nykkyoso:

T. Kanemichi	M. Iizuka	K. Terajima
S. Miyanohara	K. Kijima	N. Kawakami

2. The purpose of the meeting was to discuss the possible development of a plan for the special salary treatment and position-classification for teachers by the NPA.

3. It was pointed out to the Union that NPA's jurisdiction extended only to national government employees in the regular service. 90% of the teachers whom the Union represented were not national government employees but members of the local boards of education. The Union, however, stated that they needed standards set by the national government for the treatment of teachers which could be used as a guide for local boards of education in establishing teachers salaries. They stated that the local boards were not equipped to approach this problem technically and looked to the national government for leadership and standards in this matter. The Union stated that during the first year teachers salaries had been properly paid by the local public entities from "equalization grants". Previously 50% of the teachers salaries had been appropriated to the Ministry of Education and given as a grant for a specific purpose to the local government. This had assured the teachers of funds for the payment of their salaries. Under the present system of "equalization grants", the Union feels that funds established for teachers use may go to some other purpose unless some special standards can be recognized.

4. The Union was encouraged to separate the problems of position-classification from that of pay and to approach the solution ~~to their desire~~ in cooperation with NPA. Under the provisions of Article 10 of Law 95 of 1950, NPA is required to make a study of teachers salaries and to submit recommendations to the Cabinet and Diet. The Union was advised that teachers would represent a special problem in the field of position-classification and pay but that NPA was not required to make any recommendations at any given time. The Union stated that they will continue working on this problem and that they were anxious that it be presented at the earliest possible time.

MACDONALD SALTER
Chief, Classification &
Compensation Branch

MS:aa

1) Mr. McCoy w/m
2) Files.

CIVIL SERVICE DIVISION
Government Section

23 June 1950

MEMORANDUM FOR: The Record

SUBJECT : Konkoro-Government Labor Union

At the request of the NPA, a conference was held today between Mr. Salter, Mr. Onodera and the following members of Konkoro:

Toshi OIDE	Sukehira ISHIZAKA
Nagaoka MITSUJI	Hideo YAJI
Noboru KITAMURA	Yasusuke EGUCHI
Jiro HIKAWA	Tokutaro SAKAO

Kenichi TERAJIMA)
Nobuo KAWAKAMI) NPA

The conference was requested to discuss the following points:

1. Since the government has announced that it has sufficient funds by which it could improve the pay level of government workers, Konkoro is anxious to receive the full support of this office in urging the government to take appropriate action.

It was pointed out to Konkoro that this office was an advisory body as part of SCAP and under no circumstances would direct the government to act in any particular way.

2. Konkoro ~~has~~ had a conference with Dr. Asai, whom they stated was sympathetic to submitting a recommendation to the Diet to act on in the coming special session. However, they stated that Dr. Asai was unwilling to take any action until he had cleared with GHQ.

They were informed that since this action was of such extensive import to the Japanese Government in terms of top policy that Dr. Asai obviously would move very cautiously. If NPA desired to present a recommendation and it was found to be technically correct, this office, of course, would not object to the submittal of such a recommendation.

3. A discussion was held concerning possible amendment to the National Public Service Law to except other workers who might be listed as corporation type of employees.

Konkoro was informed this was a matter purely within the jurisdiction of the Japanese Government.

4. Konkoro stated that the Liberal Party felt that the introduction and establishment of the Local Public Service Law would be a political advantage to that party in the coming local elections. The Liberal Party felt that since there was no Local Public Service Law and attendant restrictions on political activity that the political activity of local government employees has resulted in the loss of a number of seats to the party. This being the case and the fact that Konkoro is not sympathetic to the Political Activity Rule, they stated they intended to oppose any Local Public Service Bill.

They were advised not to judge this situation in terms of too short-term point of view. They should evaluate the benefits accruing to labor through a Local Public Service Law and not overemphasize any immediate points of issue which would resolve themselves in time.

It was agreed that a second conference would be held, possibly next week, to discuss further the union's attitude on Local Public Service.

MS.

MACDONALD SALTER
Chief, Classification and
Compensation Branch

MS:vr

Fik

CIVIL SERVICE DIVISION
Government Section

9 May 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Meeting with Representatives from All Japan Govt. Printing Agency Trade Union and the Equity Bureau, NPA

1. On 8 May the undersigned met with the following members of the subject agencies who had assembled to discuss a change in the status of their agency employees from regular to special service:

Tanaka, T.)
Hosoda, N.) All Japan Government
Shimizu, S.)) Printing Agency Trade Union
Naito, N.)

Kanehiro, Y.)
Sunada, O.) Equity Bureau, NPA

2. The Trade Union representatives stated they had discussed the problem with other government agencies (Attorney General's Office, Finance Ministry, and Printing Bureau) and consensus of opinion was that personnel of the Printing Agency should be placed in special service category. In conference with Dr. Asai of NPA, they were told the problem would probably be taken care of after passage of the Classification Act and until then they should secure opinions of various other government agencies.

3. The Union representatives were informed that the correct procedure was to present their problem directly to the appropriate government agency, in this case, the NPA, for study, action, and initiation of proper legislation, if deemed necessary. The Union responded that for the past six months they had been doing this and had been informed that final decision would rest with GHQ - hence, their visit to CSD.

4. This office inquired if it were part of the union proposal that the Printing Agency become a public corporation. They acknowledged this as their ultimate aim, as they do meet all requirements for such a step, but now they seek only special service status.

5. This office requested clarification of a statement in the document presented to CSD to the effect that the NPSL hampered their operation with maximum efficiency. The Union stated they felt the NPSL was written specifically for administrative agencies, and theirs is an operating agency and differs in matters of handling of budget, personnel and management. They likened their agency to the U.S. Govt. Printing Office and to private industry. It was pointed out to them that U. S. Govt. Printing Office employees were subject to the same laws as other U. S. Govt. employees, and that CSD did not recognize any such artificial distinction between administrative and operating agencies.

a request for
6. In response to/information as to whom the Printing Agency sold its products, the Union stated only about 10% is sold to other government agencies; 85% to the Bank of Japan, which in turn pays the government for such purchases; and 5% to private enterprise.

7. The Union representatives stated that they are not now allowed to bargain collectively. The budget for the year is set, making it difficult to hire temporary personnel as required and impossible to use the surplus for general improvements. In the Japanese Govt organization, the Printing Agency and Ministry of Telecommunications are the only two so-called operating agencies still included in the administrative structure. CSD stated that these are matters for the Japanese Govt and its legislative body to consider and initiate proper action. GHQ cannot substitute its judgment for that of the Japanese Govt. but must await proper presentation of a proposal and consider it in the light of maintaining a sound economy, sound personnel administration, etc.

8. The Union representatives stated they had discussed the matter three months ago with the Labor Ministry, which in turn contacted the Labor Section, GHQ, which said the problem was just, but that CSD had primary interest. Mr. Yamada, Chairman of Labor Committee, House of Councillors, promised to contact interested parties in GHQ but the election prevented further action.

9. This office stated that the NPSL was particularly necessary because of lack of uniformity in the Japanese Govt. in treatment of employees and handling of public funds. Because each agency was separate, there was extremely low compensation, poor morale and personnel management, and badly functioning government. If organizations again become decentralized, there would be inequitable treatment. In the U. S. there are many "operating" organizations like the Printing Agency subject to the same treatment as all other govt. personnel. Such a practice can work and work equitably.

10. It was stated that this Division may not be too enthusiastic about a change such as this; however, no decision can be given now. It was suggested that the Union continue what it had earlier started: go back to NPA and discuss the matter further with them, as they will also be called upon for an opinion in case of legislation and their support would be of assistance. NPA will probably contact CSD if the Union presents its idea to them.

11. The Union was invited to meet again with CSD after it had gone through official Japanese channels for the initiation of legislation. In the meantime, the organization was urged to develop its activities within the existing framework of legislation because it cannot depend upon securing special service status for its personnel. It was pointed out that there is a place for good strong union activity in negotiation with administrative officials and that this activity is not being fully utilized now. The union representatives stated they would follow this course of action and the meeting adjourned at 4:45 p.m.

GORDON W. PETERSON
Acting Deputy Chief

Mostly from shorthand notes taken in mtg by FH

file
6-13-50

CIVIL SERVICE DIVISION
Government Section

5 May 1950

MEMORANDUM FOR : The Record

SUBJECT : Meeting with Commissioners on Union Registration, Procedure for Hearings and S-2 Examination

On Thursday, 4 May 1950, a meeting was called in the office of the Chief, Civil Service Division to discuss which NPA Bureau should handle union registration and procedure for hearings in case unions appeal from an order suspending or revoking registration; the proposed date for the S-2 examination and method of certification. Those in attendance were: Messrs. Asai, Ueno and Yamashita of the NPA; and Messrs. MacCoy, Peterson, Tindale, Harwood Hoover, Shirven and Miss Machin, Civil Service Division. Mr. Kanazashi acted as interpreter with Justin Narumi standing by for CSD.

Mr. MacCoy opened the discussion by bringing up the fact that union members are complaining that left-wing unions are being permitted to register and have been recognized by NPA when they are in direct conflict with operation of the so-called right wing unions - that they have been registered erroneously and should not have been admitted by NPA. This raised the question of the proper Bureau in NPA to process the registration of unions. Heretofore, such matters have largely been handled by the Investigation Bureau on a spot-check basis. However, the advisability of this procedure was questioned inasmuch as the Investigation Bureau's function is the reporting of facts and not the making of recommendations, opinions or decisions. A suggestion was made by Mr. Peterson that it might be more appropriate for the Legal Bureau to process applications and if they had doubts, to have the Investigation Bureau make investigations.

Mr. Yamashita protested on the grounds that all union applications should be investigated, this being the function of the Investigation Bureau. Dr. Asai made no objection but wished to confer with the other Commissioners before a definite decision be made. He recommended that it be tentatively established that the Legal Bureau handle union registration.

A general discussion followed on violations by employee unions. If, upon investigation, it should be found that a union had violated an NPA rule, such as wilful falsification, etc., their registration could be cancelled. However, in the event of cancellation, the union would have the right of appeal in which case it would come up before the Bureau of Equity. The question was raised by Mr. Peterson as to whether the procedure of having one NPA Bureau (i.e. Legal Bureau) bringing charges against the Union and

another Bureau (Equity Bureau) hearing the case and acting as the impartial body would seem a reasonable and impartial situation to the Japanese general public. Dr. Asai agreed that it would be both reasonable and impartial and that they would insist on this procedure.

The question of Political Activity Rule violations was raised but it was decided that procedures for handling this type of problem by the NPA be placed on the agenda for a future meeting.

Mr. Shirven brought up the next problem for discussion - that of the S-2 examination date and procedure of certification. He reviewed the examination program to date and listed the two serious problems remaining - (1) establishment of eligible lists and issuance of certificates and (2) the completion of appointments. The question now to be decided is a schedule for the establishment of the eligible lists. It was suggested that the Commissioners consider the possibility of holding the S-2 examination on or about the 15th of May and then hold a single test for Marine Transportation as soon as the one candidate for that examination, who is now in the United States, returns to Japan. It was further suggested that immediately upon establishment of eligibility lists, certification should be made for positions affected. Mr. Shirven stated everything should be done to expedite the issuance of certificates at the present time in a manner resulting in as little publicity and controversy as possible. He asked that the NPA consider the establishment of eligible lists for level one positions immediately, followed by certification for positions affected, with the added possibility of establishing eligible lists for other highly specialized positions for which there are no additional candidates in the S-2 examination, giving ministries advance notification of names of incumbents who failed so that they could make adjustments.

Mr. Shirven recommended that eligible lists be examined and, in controversial cases, defer certification and certify immediately those where there is not likely to be a great deal of controversy. Regarding procedure of certification, he considered it wise to issue certificates gradually, completing the process in 3 or 4 months. By following this procedure there would be little excitement over the more controversial appointments which will have to come later and those eligibles already holding positions may then be considered for other positions if they are eligible.

Mr. Yamashita disagreed with most of Mr. Shirven's suggestions, stating that the Commissioners felt it advisable to hold only one S-2 examination, after the arrival of the one absent candidate from the United States, and that it was very likely the examination would be held around the end of June, followed as soon as possible by certification. Inasmuch as the Commissioners feel that this procedure will create a storm of criticism, they have decided that certification should be made all at once instead of gradually, over 3 or 4 months, as suggested by Mr. Shirven. Certificates would be sent simultaneously to all ministries. After discussion, the Commissioners decided that a long lapse of time between certification of different levels was not advisable, it being preferable to cut the period to one week between each level.

Mr. MacCoy brought up the problem of properly certifying personnel who are eligible for positions in different agencies and levels. If certification is made in such a short period of time, many eligible personnel will lose out entirely.

Mr. Yamashita assured the group that certifications could be made in each level at intervals of one week, stipulating, however, that each ministry has 40 days in which to consider and make its decisions on each level.

Mr. Shirven pointed out that this would create a difficult situation since candidates for level two cannot be decided upon until level one is out of the way. Many persons being eligible for level one, if not selected for that level, would be eligible for positions in level two. Therefore, if certification was made in level two before definite decisions had been made in level one, many persons would lose their opportunities for placement as government servants. Mr. Shirven further stated there were two questions involved - (1) the question of administrative difficulties and (2) the question of the impact upon public opinion and opinion of the ministries.

In spite of the obvious discrepancies in Mr. Yamashita's proposal, he insisted that the Commissioners had decided to certify each level one week apart and that it was the opinion of the Recruitment Board that it was practicable, also that the S-2 examination would not be held until the return of the one absent candidate from the United States.

Mr. Ueno asked what the difference of opinion was between Mr. Yamashita's ideas and those of the Civil Service Division. Mr. Shirven replied that there was only one major difference and that was that the Division preferred to proceed gradually with issuance of certificates and without any fixed idea start with, gradually learning by experience, completing certification in 3 or 4 months instead of trying to finish in 3 or 4 weeks and arousing a great storm of public opinion instead of proceeding cautiously. He stated that no interval can be fixed since it would be necessary to sit and await the results of the first certification.

Mr. MacCoy warned the Commissioners that the government might present the argument that NPA is using the absence of one man as an excuse to delay certification, that the NPA has shown itself incapable of handling the situation and, therefore, demand the removal of all levels (i.e. 1, 2, 3, and 4) from under the NPA because they have shown they cannot handle it. In spite of the differences of opinion, however, Mr. MacCoy stated that this decision is the responsibility of the Commissioners and that they must stand or fall on their decisions. He pointed out that it is the duty of the Civil Service Division members to give the benefit of their experience and that they would fail in their job as advisors if they didn't take the opportunity to point out the weaknesses and difficulties which might occur so that the NPA can consider them.

Mr. Yamashita thanked the group for their advice but stated that the Commissioners have not changed their opinion.

Dr. Asai mentioned that he would like to place a problem before the members of the Division for their consideration and for future discussion. The NPSL provides that employee organizations can choose their own representatives. Taking advantage of this, there is indication that left-wing unions are claiming discharged employees as their representatives and that so-called officers are merely holding nominal posts. The question has already been raised but it will be necessary to establish a rule restricting qualifications of the representatives. The Cabinet has already considered this point, and it is rumored that they have recommended to Government Section that representatives be restricted to government employees.

Mr. MacCoy suggested that the NPA work out this problem and submit it to the Division for discussion.

One further subject was brought up by Dr. Asai who wished to inquire whether the amendment made to the Bill for the Fixed Number of Personnel by the House of Councillors, that appeals be admitted in case of dismissals, had been cleared with Civil Service Division.

Mr. MacCoy advised the Commissioners that it had come through this office at 1745 on 2 May, a Japanese holiday, and was passed by the Diet that night. He recalled that this situation was discussed with the Commissioners and Mr. Hoover a year ago at which time Mr. Hoover had stated that appeals should be allowed. However, he agreed to allow it to go by at that time, in recognition of Mr. Yamashita's statement that it would be difficult to put such a rule into effect at that time. He agreed, with the understanding that the NPA set up its standards and get its rule in order before pressure could again be exerted, since he very seriously disliked giving up the employee's right to appeal.

Mr. Yamashita stated that a letter had been addressed to this Division, saying that it was impossible to set up the standards. Mr. MacCoy disagreed, saying that it is not impossible and that NPA has had a year to take care of this situation.

It was agreed to make this discussion the basis of another meeting.

Mr. Yamashita mentioned that the NPA was unaware of the presentation of this amendment to the Diet and assumed that CSD had agreed and prepared an amendment to be presented in the Diet which would state that NPA should not handle the appeals.

Mr. MacCoy replied that it was assumed NPA had close Diet contacts and that they would therefore be advised of pending legislation since all such proposed legislation must go on the calendar for consideration. It is not the Civil Service Division's responsibility. It is the responsibility of

NPA to keep itself advised of all pending legislation through their own normal channels. The Civil Service Division did not recommend anything. The proposed amendment came from a Diet member and is in conformance with the NPSL.

W. PIERCE MacCoy
Acting Chief

Summarized by G. Read

Sa Government

4 - File
5-15-50

CIVIL SERVICE DIVISION
Government Section

21 April 1950

MEMORANDUM FOR: Mr. Gordon W. Peterson, Acting Deputy Chief,
Civil Service Division

SUBJECT : Registration of Left-wing Local Unions of Zentei

1. Reference is made to the Acting Chief, CSD memorandum of 7 April 1950 and your verbal instructions both subject as above.

2. Below is a brief summary of the Chief, Investigation Bureau's verbal report of yesterday on subject problem in Osaka.

a. The Osaka Local of Zentei filed application for registration with NPA on 11 March 1950 in accordance with NPA Rule No. 14-2. The application was approved on 13 March since it conformed to the letter of the rule. No investigation was made of the application prior to its approval.

b. The application stated that the Union's general election was held on 9 March 1950. Interviews with 30 members of the Union in the Osaka area revealed that the election did not begin until 12 March and extended over a period of a week ending about 20 March. It is to be noted that these dates are subsequent to the date of application for registration and are contrary to the date given therein.

c. In the summer of 1949 the top three positions of the Union Executive Committee, Chairman, Vice-Chairman, and Secretary, were held by bona fide government employees. These three employees were separated from the government service in August of the same year under the Government's personnel cuts. However, they continued to serve in these positions in fact to the present time even though the application reported them as "delegates or representatives" and the positions as vacant. This finding is substantiated by a Union memorandum of 7 April 1950 to its 17 branches in the Osaka area to the effect that all previous official correspondence over these three persons' signatures and in which the official titles previously mentioned had been used was in error. Reasons given for the error were vague. NPA has obtained photographs of this memorandum.

d. Between 5 and 10 Union officials are employed in each of the 17 branches in the Osaka area. Investigation of the employment status of the Union officials of 5 of the branches revealed that only 1 was not a government employee.

The investigation failed to develop information on the employment status of the Union membership even though requested by the undersigned. It is believed that the probable necessity for subpoena of Union records is the reason for NPA inaction on this request.

3. The Chief, Investigation Bureau, was requested to withhold NPA action on these findings pending completion of the investigations in the other three cities. As soon as the investigations are completed, you will be informed immediately.

Harwood Hoover
HARWOOD HOOVER
Examination Specialist

HH:rj

~~Mr. Findale, I.H.G.~~

Mr MacCoy:

(1) Under Rule 14-3 NPA must give the violating unions an opportunity for hearing. (par 7)

(2) Presumably the Commission itself will file the charges (based on Bu. of Investigation's findings.

(3) It would seem expedient for the Bu. of Investig. to argue the prosecution's case before the Equity Bureau's hearing board (+ organize that side of the case.).

(4) From one point of view it could be argued that the two bureaus should maintain a different relationship with one another than in ordinary equity cases. The reverse can also be argued.

Any comment? (on any of the above items)

21 Apr 50

~~[illegible]~~
2 - File -

CIVIL SERVICE DIVISION
Government Section

12 April 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Meeting with "Orthodox" Zentei

WPB
4/14/50

1. On 11 April 1950 the undersigned met with the following representatives of Zentei, Communications Workers' Union:

Nagaoka, Mitsuzi
Takaragi, Fumihiko
Kaneko, Tetsuo
Sogabe, Masao

and Matsuoka, Shigeru, who represented the NPA.

2. One of the two principal subjects for discussion was the prospect, if any, for an increase in compensation. Union representatives quoted Mr. Salter as having said that if employees of the Japanese National Railway Corporation and Monopoly Corporation are given increases in pay, then the rest of the government workers should receive similar increases. Their principal purpose seemed to be to secure some kind of statement which could be used against ESS Finance in future discussions (if possible) with such agency. They openly urged Government Section to work on ESS to convince them that a raise can and should be granted.

3. Complaint was also lodged against the NPA for approving the registration of the "unorthodox" Zentei locals in Sendai and Osaka. A large proportion of the members are no longer government personnel, they charged. They concede that on paper the applications of these two locals were entirely in accordance with the law and NPA rules, but declare that in reality there is no attempt to comply. Union officials further charge that the NPA has neither the facilities nor the ability to conduct adequate investigations and accomplish full enforcement of the law and rules.

4. They indicated also that they prefer in the future to come directly to CSD rather than submit the information to NPA in advance and being referred to CSD through them.

5. The union was told in substance that CSD has reason to believe that NPA is taking care of the complaints regarding registration and that CSD will not change its policy with respect to seeing only registered unions referred to it through the NPA.

GORDON W. PETERSON
Acting Deputy Chief

11 April 1950

SUBJECT: Policy on the Investigation of "Registration of Employee Organizations".

1. Stated below is subject policy.

a. All applications submitted in accordance with NPA Rule No. 14-2 must be acted on promptly. It may be desirable to establish "a period of time after receipt of application" within which NPA will either approve or disapprove application. As will be seen below, some applications cannot be acted on within the period of time prescribed.

b. For the most part, NPA review of applications will consist of a "paper review" of documents submitted to determine their conformance with the provisions of the applicable rule. This review should be supplemented on a systematic basis by personal investigations. For this purpose, applications may be sampled at random or selected specifically at the discretion of the Investigation Bureau whenever investigations are considered desirable.

c. Whenever the application conforms to the provisions of the applicable rule and no derogatory information has been revealed by investigations that may have been conducted according to b above, NPA will give a favorable decision.

d. Whenever the application conforms to the provisionsof the applicable rule but information is received, regardless of its source, which casts doubt on the accuracy of the application, NPA will withhold giving a decision. In such cases, immediate fact finding investigations will be conducted. Every effort will be made to complete these investigations and render a decision within the period of time prescribed. If this is not possible and NPA is pressed for a decision or believes a reply is advisable, it will contact the applying organization explaining in general the reason for delay. In determining whether or not to inform the applying organization that its application is under investigation, the Chief, Investigation Bureau should consider the effect the release of this information would have on the investigation itself.

e. Whenever the application is not submitted in conformance with the provisions of the applicable rule, it will be returned promptly with reasons for disapproval given as is the present practice of the Investigation Bureau.

MacReader

CIVIL SERVICE DIVISION
Government Section

7 April 1950.

MEMORANDUM FOR: MR. G. W. Peterson

SUBJECT: Registration of Unions

1. On 7 April, Bob Amis telephoned me to advise that the right-wing group of Zentei called at his office and among other things was complaining about the fact that they had been advised that the left-wing group of Zentei was being registered as a recognized government union by NPA. They also stated that one of the left-wing groups had been registered by the NPA in Osaka where they claim that all the members and all the officers except one are discharged employees and are not now working for the government. They claim this union was registered in the name of this one union officer, who is the sole bona fide government employee, as the legal representative, of the union.

2. Kindly check into this matter with NPA and discuss the results of your investigation with me.

W. PIERCE MACCOY
Acting Chief

1. DeAngelis apd
2. File
4-4-50

CIVIL SERVICE DIVISION
Government Section

4 April 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Meeting With Zentei

1. On 3 April 1950, the undersigned met with the following representatives of Zentei, the Communication Workers' Union:

Hase, T., Deputy Chief, Executive Committee
Baba, K., Chief, Investigation Section
Kaneko, T., member, Investigation Section

Kasahara, H., NPA representative.

The principal purpose of the Union representatives' visit was to secure advice as to which of the five proposed revisions of the general salary schedule CSD would prefer. Plan No. 1 contained increases in all rates, the table being based upon a comparison with compensation paid to government railway workers; Plan No. 2 consisted of from one to five additional steps in each grade; Plan No. 3 provided for increased rates throughout but was designed to give the greatest benefits to persons in the middle grades; Plan No. 4 was similar to Plan No. 2 except that rates were rounded to even hundreds of yen; Plan No. 5 was the same as Plan No. 2 except that some of the lower steps were deleted. The Union was advised to seek technical advice of the NPA with respect to the best method of revising salary schedules.

2. The Union representatives indicated that three of the proposed schedules would not require additional funds but they were not very convincing on this point. Any of the five tables, they believe, could be applied within the present budget if transfers were made from accounts for consumable items. The Union has given up all hope of any added appropriation for salary purposes during the new fiscal year.

3. Mr. DeAngelis was given further information regarding the discussions in this meeting, particularly in order that he could advise NPA with respect to any contact Zentei might make with the Compensation Bureau in its search for technical advice.

GORDON W. PETERSON
Acting Deputy Chief

1. Mr Salter
2 - File
3-27-50

CIVIL SERVICE DIVISION
Government Section

24 March 1950

MEMORANDUM FOR THE RECORD

SUBJECT: Labor Ministry Employee Organization

1. On 23 March 1950, the undersigned in the absence of Mr. Salter met with the following representatives of the Labor Ministry Employee Organization: Kanazawa, S., Chairman, Central Executive Committee; Hara, T., Sato, Y., Kawaguchi, K., Members of the Central Executive Committee. Mr. Matsuoka of NPA's Employee Relations Section was also present.

2. The announced purpose of the visit was to inquire about the fiscal year-end bonus which had been expected. The union representatives indicated that surpluses were available from which payment could be made. They were told that this Division has no knowledge of the availability of funds but has no objection to year-end bonuses if funds are available. It was made clear, however, that our primary interest centers on proper establishment of base pay and necessary allowances.

3. The union then made recommendation that the Classification Bill not be passed until after NPA's salary recommendations have been carried out. They feared that if positions were classified in advance of the general pay raise, the employees would be placed at a very serious disadvantage. It was obvious that the union officers had absolutely no understanding of position classification, so Mr. Hayashi presented them with a few choice thoughts on the subject.

4. The representatives voiced the opinion that personnel of the Ministry of Labor were just the same as any other laborers in private enterprise and therefore should be accorded the right to engage in strikes and other dispute tactics. Being asked for an opinion on the subject, the inevitable answer was given.

5. Lastly, the union asked for information as to how they should operate, including subjects to which they should give attention and methods for accomplishing their objectives, whereupon they listened to 1/2 an hour lecture.

6. It was appalling to find immaturity and lack of understanding to such a degree in a union of employees of the Ministry of Labor. The meeting may have been a "feeler" to find out whether CSD would object strongly to the views recently expressed by Mr. Sullivan of Labor Division, who was said to have recommended the amendment of the NPSL to allow collective bargaining in the Labor Ministry. Whether or not that was their motive, it is still obvious that they failed completely to understand the potentialities and the methods of employee organization activities under the NPSL. They are greatly in need of guidance.

GORDON W. PETERSON
Acting Deputy Chief

Files
Gilt Unemi's
Hyakkyoso
3-20-52

CIVIL SERVICE DIVISION
Government Section

16 March 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Wage Committee Nykkyoso

At the request of NPA, a brief conference was held this morning with Mr. Kijima, Chief, Wage Specialist Committee, Mr. Sorama, Vice Secretary of Nykkyoso, Mr. Terajama of NPA, Mr. Salter and Mr. Hayashi to discuss the following points:

1. What was the history behind Item 3 of Article 15 of the New Pay Law and what has the National Personnel Authority done about it?

The history of this particular provision was explained and it was carefully pointed out that this Article was directed specifically toward the teachers and "similar occupations". The reference in the law itself to other "special occupations" apparently was a change in the basic draft when the matter was before the Diet in December 1948. It was not intended that many different groups be given special treatment but only the teachers and similar groups. Mr. Kijima was told that NPA had been working on this matter for some time and it was expected to be reported to the Cabinet and the Diet in the near future.

2. To what extent would any adjustments in the present pay structure for teachers be recommended?

It was stated that actually no special salary scale was contemplated but rather provisions for special treatment of teachers would be developed. This would affect both incumbents and new appointees, in fact, it would be probably quite beneficial to the high level teaching positions such as ~~professors~~ presidents of universities, etc., who are artificially placed in grade 15 by the provisions of the New Pay Law.

3. To what extent would it be necessary to adjust the "fixed number of positions by grades"?

It is not believed that any particular adjustment may be necessary, although if it is found that this is required, then appropriate provisions will be developed.

4. What is the relationship of the classifying of teachers for compensation purposes to position classification?

It was pointed out that the provision in Article 15 was specifically put in Law 46 in order to fully recognize and protect the classification of teachers when the time warranted and the present provisions were excluded in favor of position classification. Many of the positions in the teaching profession would not necessarily lend themselves to the operation of position classification as understood by the Japanese, in fact, in time the teachers may be placed under a separate merit system outside of the National Public Service Law.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

1) Mr. Rabe Coy WSB 3/20
2) Peterson 3/21
3) Files · 3.21-50
Gov't Labor Unions
Tichirokyo.

CIVIL SERVICE DIVISION
Government Section

16 March 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Liaison Council of Local Office Workers Union

At the request of NPA, a meeting was held this afternoon with JICHIROKYO, the Mindo organization of local government employees having a membership of approximately 150,000. The Leftist faction, JICHIROREN, having a membership of about 30,000, was not represented. The persons present were:

Mr. Asaba, Chief of the Organization Division
Mr. Naguchi, Executive Committee Member
Mr. Kobayashi, Central Executive Committee Member
Mr. Yanazaki, NPA

Mr. Salter and Mr. Hayashi conducted the conference.

The discussion developed around a desire of this organization to have this office or GHQ issue a statement to the effect that "Cabinet Order 201 could be interpreted as permitting local government to enter into collective bargaining but unsupported by the right to strike". It was even suggested that the government be encouraged to issue a new Cabinet Order supporting this interpretation of SCAP's letter of July 1948 and Cabinet Order 201.

The contention of the union was that the interpretation denying collective agreements was an extension of General MacArthur's letter and Cabinet Order 201 to meet an unsatisfactory political situation which had seriously deteriorated government administration. Since the present situation was now more stable and unions were under the control of Mindo factions, it was reasonable to reinterpret these documents in the light of what they originally meant, "permitting collective bargaining without the right to strike".

It was emphatically pointed out to these gentlemen that under no circumstances or stretch of the imagination was General MacArthur's letter of July 1948 politically motivated or interpreted. His statement was a clear statement of policy which had to be made by him because the Japanese government had failed to understand the difference between public and private employment in the administration of labor relations in a democracy.

Cabinet Order 201 and the letters issued by the Cabinet interpreting Cabinet Order 201 were perfectly consistent within themselves and with the intent, purpose and understanding of General MacArthur's letter. These interpretations stand today as they did at the time they were issued. Any change in the political situation has no bearing at all in the intent and purpose of General MacArthur's letter or the documents issued subsequent

to that letter.

The notification to unions issued by the Cabinet on 12 August 1948 was discussed. The unions stated that they had received this document and understood it. Items one and two were specifically drawn to the attention of the union.

Item 1. This item specifically points out that the threat of strike or sabotage is no longer recognized. There is a proviso, however, stating that "the government is hereafter ready to respond . . . to the proposal for public servants when it is presented."

The union's attention was drawn to this statement of policy and the fact that the government's attitude, both national and local, does not seem to comply with the intent of this proposal. This is the basic issue and not the legalistic approach of trying to reinterpret previous documents.

Item 2. This item states that "the labor agreement, engagement, arrangement, etc., which have hitherto been effective are null and void". There is no doubt in this statement the written agreement, regardless of what it may be called, is no longer recognized. Again there is a proviso to this item stating, "that the government intends voluntarily to take appropriate measures for the welfare facilities."

Again it seems that the problem is that the attitude of the national government and local governments has not been consistent with this statement of policy.

The union was urged to direct its efforts and ~~direct~~ its attention toward encouraging a better attitude on the part of government, consistent with the above items rather than being drawn into highly questionable and unsound legal arguments which would have no bearing upon the fundamental problem of attaining a better attitude on the part of government management toward labor unions. The union's attention was drawn to the recent announcement of the Cabinet of the formation of a Labor Committee within Cabinet membership. If this committee could be encouraged to take a positive rather than the present negative approach to the labor situation, much could be gained for the unions. Such a committee, if it issued a sound and liberal labor management policy, could have a profound affect on the attitude of management in government throughout Japan favorable to the labor unions.

MacDonald Salter

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

CIVIL SERVICE DIVISION
Government Section

9 ~~March~~ 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Zentei

A conference was held this afternoon with Mr. Peterson, Mr. Salter, Mr. Suzuki and the following members of the Executive Committee of Zentei:

Mr. Nagaoka
Mr. Takahashi
Mr. Toyoma
Mr. Tanaka

The purpose of their visit was to discuss:

1. Method of payroll deduction for union dues.
2. Longevity pay in excess of the maximum of pay grades.
3. Desire to have a special classification law for Communication employees.

With respect to item one, it was pointed out that this Office was not sympathetic to the use of payroll deduction for the collection of union dues. However, should the Diet propose such an action and it required authorization by the employee to the paymaster to make such deduction, no objection would be raised. Any adjustment of NPA Rule, as it now stands, and affects payroll deduction, would not be looked upon favorably by this office.

With respect to longevity pay, it was pointed out that consideration was being given to this matter by the NPA.

The relationship between classification and pay was described. While it was suggested that the communication personnel should have the same special treatment as is now contemplated for the teachers, it was clearly pointed out that the characteristics of the two groups were quite different and that the communication workers readily fall within the regular service and can be covered by the normal provisions for classification and pay applicable to all parts of the regular service.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

CONFIDENTIAL

file 4-3-50

CIVIL SERVICE DIVISION
Government Section

6 March 1950

MEMORANDUM FOR: Major Jack P. Napier
Executive Officer, Government Section

SUBJECT : Confidential communication from Japanese employee

1. Attached is a confidential letter which was prepared by a Japanese employee and given to Mr. Uyeno, one of the National Personnel Authority Commissioners. The letter was addressed to Mr. Uyeno with the thought that NPA might be able to take some action on the conditions noted by the writer. Mr. Uyeno advises me that this purports to give information concerning the communistic activities and therefore he transmitted the letter personally to me with the thought that the occupation authorities should have this information immediately.

2. The letter has not yet been translated and the only information I have as to its contents is that given me verbally by Mr. Uyeno. In view of the subject matter as reported, I thought it might be wise to request ATIS for a translation by the Confidential Section and then a immediate referral of the entire matter to G-2 for proper handling.

W. PIERCE MACCOY
Acting Chief

1 Att a/s

CONFIDENTIAL

TRANSLATION IN FULL

TO: General MacARTHUR

FROM: SATO, Yasumasa (佐藤安政)
Chairman of the Central Executive Committee,
All Japan Government Workers Union

DATE: 14 Jan 50

We, members of the All Japan Government Workers Union, in welcoming the New Year, have resolved to further increase our efforts to democratize labor union activities in accordance with the objectives of the Potsdam Declaration, the Far Eastern Commission's 16 principles on labor unions, and the Japanese Constitution. However, all previous Japanese Governments, by various ways and means, have thoroughly and arbitrarily suppressed our oppositions against the Government. That the Government has drastically retarded the democratization of Japanese labor union activities can be clearly seen by their corrupt application of the National Personnel Authority regulations and their failure to make revisions in compensation thereof, as stipulated in Article 28 of the National Public Service Law, on the pretext that the budget and national finances did not allow such revisions.

No doubt Your Excellency well realizes that the Japanese government itself is obstructing the objectives of these laws and regulations, and is taking undemocratic and unco-operative action against the expansion of labor union activities.

The letter which Lt Gen DEREVYANKO, the USSR delegate, presented to General MacARTHUR on 21 Dec 45 touched upon the subject of the fascistic action of the Japanese Government against Japanese labor union activities, and requested Your Excellency to take appropriate action in this situation.

It is requested again that Your Excellency fully consider the basic spirit behind the message and that appropriate action be taken accordingly.

Very truly yours,

SATO, Yasumasa

COPY

TRANSLATION IN FULL

TO: General MacARTHUR

FROM: SATO, Yasumasa (佐藤安政)
Chairman of the Central Executive Committee,
All Japan Government Workers Union

DATE: 14 Jan 50

We, members of the All Japan Government Workers Union, in welcoming the New Year, have resolved to further increase our efforts to democratize labor union activities in accordance with the objectives of the Potsdam Declaration, the Far Eastern Commission's 16 principles on labor unions, and the Japanese Constitution. However, all previous Japanese Governments, by various ways and means, have thoroughly and arbitrarily suppressed our oppositions against the Government. That the Government has drastically retarded the democratization of Japanese labor union activities can be clearly seen by their corrupt application of the National Personnel Authority regulations and their failure to make revisions in compensation thereof, as stipulated in Article 28 of the National Public Service Law, on the pretext that the budget and national finances did not allow such revisions.

No doubt Your Excellency well realizes that the Japanese government itself is obstructing the objectives of these laws and regulations, and is taking undemocratic and unco-operative action against the expansion of labor union activities.

The letter which Lt Gen DEREVYANKO, the USSR delegate, presented to General MacARTHUR on 21 Dec 45 touched upon the subject of the fascistic action of the Japanese Government against Japanese labor union activities, and requested Your Excellency to take appropriate action in this situation.

It is requested again that Your Excellency fully consider the basic spirit behind the message and that appropriate action be taken accordingly.

Very truly yours,

SATO, Yasumasa

COPY

file
3-31-50

CIVIL SERVICE DIVISION
Government Section

6 March 1950

MEMORANDUM FOR : The Record

SUBJECT : Meeting with Teachers Union

On 6 March at 1440, representatives of the Teachers Union called on the Civil Service Division to discuss collective bargaining of public servants. The group consisted of Messrs. EGUCHI, T. (Chairman), SHIGENO, M., IMAMURA, A., SAKAO, T., TAKATA, J., YAMASHITA, T., and YAMAZAKI, S.

Mr. Eguchi explained at the beginning of the meeting that the group of Teachers Union members present represented only the local teachers . The Union interpreted Cabinet Order 201 to permit negotiation and the making of legal agreements as long as they do not resort to violent tactics. The group wished clarification on the point since the Cabinet arbitrarily stated that there could be no negotiation on an equal basis. Upon further questioning, Mr. Eguchi stated that each Ministry had received a letter, forwarded with Cabinet Order 201, stating that there could be no negotiation on an equal basis.

Mr. MacCoy asked for a copy of the letter and stated that the matter would be clarified since the group is entitled to carry out negotiation on an equal basis. However, he wished to stress the fact that they could not make legal agreements or sign contracts - only the right of peaceful petition. By negotiation, he meant the right of sitting down and discussing problems and working them out to the advantage of both sides on an equal basis - the right to negotiate with the men who make the rules. They do not have the right to go into collective bargaining or make contracts.

Mr. MacCoy then pointed out why nobody has the right to bargain collectively with the government because no contracts for wages, hours, etc., can be made with an official of the government for specific commitments. Only the body which is elected and has the right of taxation and to authorize expenditure of money can say what expenditures shall be made. He then gave several illustrations on what could happen if such bargaining were entered into and contracts made with government agencies, resulting in no action since the contracts would neither be binding nor legal.

Mr. Eguchi then brought up the matter of protection of the local teachers. Formerly, they had been under the jurisdiction of the NPA but with the enactment of the NPSL, they were taken out from under NPA. They feel that until the LPSL is enacted they come under the Labor Law, as well as Cabinet Order 201, and believe they should be entitled to the benefits of this Law, such as overtime pay, travel expenses, expense for training courses,

the right to straighten out the pay system, etc. They would like to take these problems to the Labor Committee and work out the best measures to be adopted.

Mr. MacCoy informed the union members that the Labor group is trained to handle industrial situations only and that they are not trained to handle situations that come under the government. He warned that any information received from this source would be the wrong kind. Such action would only confuse the issue because with the enactment of the LPSL, the Labor Committee will be barred from having anything to do with local public servants. With the passing in the Diet of the LPSL, organizations similar to the NPA will be set up in each prefecture and large city under which this group will fall. Until the LPSL is passed in the Diet, local public servants will have to make any necessary appeals direct to the Mayor of the city or Governor of the Prefecture who are operating under Cabinet Order 201, or to the NPA who has assumed the duties and responsibilities of the Temporary National Personnel Committee under Cabinet Order 201.

However, Mr. MacCoy warned the Teachers Union that there is a grave possibility that the LPSL may not be passed in this session of the Diet and since it offers so much protection to the local public servants, it would be wise for the group to start pressure for the passage of the bill. He suggested individual and group contact with all representatives in the Diet, placing recommendations before the Ministry of Education and Diet committees. Also, inasmuch as the Mayors and Governors are very interested in coverage for local public servants, it would be wise to recommend to these men that they take action on their own through the government to get the passage of the LPSL on a national basis.

Mr. MacCoy further stated that since it is felt that the teachers are in a different category from other local public servants, their problems should be handled by specific laws covering teachers only. He stated that a recommendation had been made to CI&E that laws be prepared specifically taking the teachers at national and local level out from under the regular civil service and setting up an organization of their own with laws taking care of them, separating their problems from the regular public servants working under regular hours. The group was advised that the suggestion has already been made to Dr. Loomis of CI&E that he go ahead on the basis of working with the Ministry of Education to write such laws.

The meeting ended at 1545.

W. PIERCE MacCOY
Acting Chief

Summarized by G. Read

WRR 3/7/50 w/hw: Offelby note 2 below. 2d keeps coming up MS

2) Files Zentei

CIVIL SERVICE DIVISION
Government Section

2 March 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Zentei Chapters of Fukuoka

Conference was held this afternoon with representatives of the Fukuoka Chapters of Zentei. These persons had originally called at ESS/Labor and were referred to this office without appointment. NPA Equity Bureau was contacted and sent a representative to sit in on the meeting. All three chapters represented by this group are registered under NPA Rule. The persons present were:

MORI, T. -- Deputy Chief, ZENTEI, Fukuoka Telegraph Office Chapter
TAKESHITA, M. -- Chief Secretary, ZENTEI, Fukuoka District Postal Insurance Chapter
SAKAI, S. -- Chief, Cultural Division, ZENTEI, Fukuoka District Postal Savings Chapter
YAMAKITA -- NPA

Mr. Hayashi acted as interpreter.

The purpose of the call was to seek this office's support of the pay raise for government employees. They were properly informed of this office's position of having technically approved the recommendations of NPA but that this office did not instruct the government as to whether the recommendations should be accepted in part or in toto.

Two problems were raised, namely:

1. If the pay raise did not go through, it would seriously affect the status of their union leadership and raise the question as to the advisability of such an agency as NPA.

2. The possibility that Zentei and Communication workers could be placed under the Public Corporation Labor Relations Law and withdrawn from the jurisdiction of the National Public Service Law.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

F 0402 24. 9 改正（起案用紙）　人事院　事務総局　NO.

300字詰 (20×15)

福岡事報局　森豊教（支部副支部長）
〃 保険支局　竹下光生（書記長）
〃 貯金支局　堺末敏（執行委員）

24. 9（1,000冊）1冊100枚　B5（182×257）

file
WFM
3/8/50

CIVIL SERVICE DIVISION
Government Section

27 February 1950

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Acting Chief
Civil Service Division

SUBJECT : Zentei Directive No. 10, February 22, 1950

In response to your request based on the Kyodo Press release of February 22nd, NPA has made an investigation of Directive No. 10 issued by Zentei on that date.

It appears that the Central Executive Committee of Zentei was forced at this time to take some action on a national basis. Accordingly, it issued Directive No. 10 to all Chapters. The Directive reflected on the grave stage of the present struggle and urged, "to prepare to engage in 'within the regulations struggle' and follow the plan previously submitted." The plan referred to had four points:

1. Ministry of Telecommunications regulations recognize a standard of 85 words per minute in telegraphing.
2. Employees who have available leave may take such leave.
3. Overtime should be limited.
4. Mail delivery should be observed.

Directive No. 10 continued and urged:

1. All Chapters convince the union membership and the public that this is a lawful activity.
2. All Chapters should hold short rallies and convince the membership that this is their fight.
3. All Chapters should stress that the membership has worked constantly to help and encourage rehabilitation of the communication enterprise.
4. All Chapters should stress that this is not an act of sabotage.

Macdonald Salter

MACDONALD SALTER,
Chief, Classification
and Compensation Branch

MS:vr

Reported to Maj. Napier.
WFM

KYODO PRESS

COPY

NO. 6

COMMUNICATIONS WORKERS UNION ISSUES VIRTUAL SLOW-DOWN ORDER (Evening)

TOKYO, Feb. 22 ---The National Communications Employees Union issued a "strict observance of the law" order at noon today.

If enforced, this directive will cause a virtual slow-down of operations in the nation-wide chapters, affecting approximately 300,000 workers.

No. 10 directive instructs the union members to refuse to work overtime in sections where overtime pay is not authorized, to take the one week furlough remaining for fiscal 1948 by the end of March, and to limit the speed of sending telegrams to 85 letters a minute.

This action was taken as a result of collapse of negotiations on the revision of the wage base with Post Office Minister Saeki Ozawa at 10 a.m. today.

Simultaneously with the issuance of the virtual "slow-down" ~~xx~~ directive, the Post Office Minister was informed that the union would resort to "action".

If this strike is carried out for one month, the Post Office and Tele-Communications ministries will "go in the red" about ¥100 million daily, according to union calculations.

---000---

Hara/kk

Received 2/25/50
ベーダ 10:00
W3

The Directive No. 10 as per seperate sheet was decided at the Central Executive Committee of the ALL Japan Communications Employees Union ("ZENTEI" Jugyoin Kumiai) held on the 22nd., and the Government does not think it a serious question, for it thinks that the lower organization will not follow the Directive.

The executive committees who took part in the decision of this Directive are as follows:

NAGATA Mitsuji
SAEGI Yoshiharu
YOKOKAWA Masaichi
KUBO Hitoshi
MORISHITA Tomojiro
TAKARAGI Fumihiko
OKI Seigo

BABA Yoshishige
AKABA Kosaku
HAYASHI Tetsuo
KISHIMOTO Chiyoko
NAGATANI Takemaro
TANAKA Shigeki
MORI Mitsuhiro
KANEKO Tetsuo

file
2-20-50

CIVIL SERVICE DIVISION
Government Section

15 February 1950

MEMORANDUM FOR : The Record

SUBJECT : Representation by Kankoro on Subject of Proposed Pay Raise

On Wednesday, 8 February, at 1400 hours, the President and Executive Secretary, with 10 members of Kankoro, called on the Civil Service Division to discuss the proposed pay raise and the report submitted by the NPA to the Diet and the Cabinet, recommending an increase from ¥6307 to ¥7877.

Kankoro is a new affiliation of government unions which is, in effect, a holding company for all of the government unions. The 10 members accompanying the President and Executive Secretary were each a designated representative of a specific government employees' union:

OKA, S. - Chairman, Kankoro
HARA, H. - Chief, Secretariat, Kankoro
YOKOKAWA, M.- Vice Chairman, Kankoro
FUZAWA, T.- Vice Chairman, Kankoro
KIJIMA, K.- Chief, Wage Survey Division, Japan Teachers Union
ISHII, K. - Chief, Union Organization Division, Japan Teachers Union
ABE, T. - Chief Secretary, National Finance Workers Union
ISHISAKA, Y. Chief Secretary, General Federation of Local and Municipal Government Workers Union
NAGAOKA, M. Chairman, Central Executive Committee, All Communication Workers Union
TANAKA, T.- Chief, Liaison Division, All Japan Printing and Publishing Workers Union
TAKAHASHI, S. Chief, Mutual Struggle Division, National Railway Corporation
TAKAHASHI, I. Vice Chairman, Ministry of Finance Workers Union

<u>NPA Representatives:</u>

MIZUNO, M. - Chief, Employee Relations Section
YAMASAKI, S. Employee Relations Section
TERAJIMA, K. Employee Relations Section

The President of Kankoro had handled the request for this meeting in a very dignified and businesslike manner. He made his original request to the NPA and requested that they make the arrangements for the meeting with the Chief of the Civil Service Division. NPA had the arrangements made and 3 members of NPA accompanied the union members.

This group has been holding continued meetings with Mr. Salter of the Civil Service Division but has been repeatedly criticized by its rank and file for not being able to contact "the higher ups" in GHQ. I made clear to Mr. Oka that Mr. Salter ably represented me, and the Civil Service Division, and spoke officially for me. I pointed out that I had been kept constantly advised by him of the progress of their various meetings and that any instructions or discussions that he had given them had been with my specific approval. Mr. Oka stated that Kankoro had 2 requests to make - (1) that the Civil Service Division instruct the NPA to actively fight with the government to secure acceptance of the NPA recommendations and (2) that the Civil Service Division discuss the matter with the Public Finance Division, ESS, and secure their approval of passing a proposed bill to effectuate pay increase without objection, thus permitting the Diet to discuss the matter openly on the floor.

I gave the union members an historical sketch of how a democratic government must function and pointed out that the NPA, both by law and by good administration, must be restricted to preparing a technical report and presenting it to the Diet for its consideration. I tried to make the point that any more authority than this would create an administratively impossible autocracy in the hands of the NPA. I then drew the attention of the union members to the fact that each division and section of GHQ had its specific function and that it was neither politic nor administratively feasible for any particular division or section to transgress on another division's territory and responsibility. I pointed out that all budgetary and financial matters were the responsibility of the Public Finance Division, ESS, and that, therefore, the Civil Service Division could not discuss this matter officially with that organization without being criticized, and justly so, for entering a field which was not our responsibility.

I then pointed out a plan to the union members that I should attempt to follow if I were the head of their union. I suggested a personnel and individual canvass of every Diet member; a program of securing assistance from citizens who might be willing to cooperate by writing letters and telegrams to the various Diet members who were not in favor of the thing the union was asking. I warned the union members, however, that, in this connection, they must be sure that none of their members or representatives ever placed themselves in the position of promising or appearing to promise political support to any one political party in return for the Diet members' support. I suggested that one, and not more than 3, well informed member of the union call upon Mr. Reed of ESS and attempt to secure his approval for the submission of a bill to the Diet which would permit the Diet members to discuss the matter openly on the floor. I cautioned them not to approach the matter with Mr. Reed on the basis of an increase in salaries but strictly upon the basis of the opportunity for open discussion only.

The union members raised a question as to my suggested canvass of the Diet members and asked if it would not be a contravention of Rule 14-7 on political activity. I pointed out to them that it would not because I had first suggested that they canvass <u>all</u> members and not any particular party

and also that they avoid making any promises of political support. Under these circumstances, the Political Activity Rule would not restrict their activity. If, however, they attempted to ally themselves with a particular union, they would then be running afoul of Rule 14-7 and could be prosecuted. I used this opportunity to point out that here was a specific case in which Rule 14-7 protected them and called their attention to the fact that since the Democratic-Liberal party was in complete power of the present government and that all Ministers of State heading Ministries and independent agencies were composed of the Democratic-Liberal party, that if 14-7 did not exist to protect their positions, the present governing party could wreak retribution on any government employee who attempted to work in this manner for his own interests with other party members who were elected representatives in the Diet.

Mr. Oka stated that if the government did not act upon the recommendations of NPA, he was afraid the union members would take matters in their own hands and resort to illegal tactics in an attempt to gain their objective by force. I told the President of Kankoro that I sincerely hoped the union would operate within the democratic framework already provided for them and that if they continued to do so, as they have since their inauguration as a union, that this office would do all in its power to assist them and give them direction but that if the union members ever resorted to illegal tactics, this office would do everything in its power to fight them with every weapon provided by the Law because the illegal tactics which they were suggesting were nothing short of anarchy.

One of the union members suggested that the NPSL should be amended to grant the NPA sufficient legal power to force the government and the Diet to consider any recommendation which it might make. Without entering into an argument as to the foolishness or lack of validity of the action of any such law upon a legislative body, I pointed out that the speaker was merely making the same error that so many before him had made. It is always interesting to note that when any individual or small group of individuals get around to the mental point of feeling that a dictator is necessary to enforce their demands, they always assume that the designation and appointment of such a dictator will be favorable to their wishes. I called the union member's attention to the fact that the only reason they were suggesting such a type of dictatorship be lodged in NPA's hands was because, at the moment, the thing which NPA was recommending was favorable to them. However, it should be remembered that if NPA was recommending, as they could under the Law, a reduction in salaries due to a decline in the wage formula, they might not be so ready to suggest that NPA be in a position to dictatorially effect their recommendations. I made the point that to remove the decision from the deliberative hands of the legislative body would be a dangerous precedent to establish in any democracy.

The meeting ended at 1830 on a statement from Mr. Oka that he felt the union would be willing to follow my suggestions.

Mr. Salter + Mr Narumi of CSD also present.

WPM:ger

W. PIERCE MacCOY
Acting Chief

file
2-20-50

CIVIL SERVICE DIVISION
Government Section

15 February 1950

MEMORANDUM FOR : The Record

SUBJECT : Meeting with Japan Federation of Municipal Tram-Car Workers' Union

On 14 February at 1400 hours, Mr. Yamada, Chairman of the Labor Committee, House of Councillors, called upon Mr. MacCoy, Acting Chief, Civil Service Division, GHQ, SCAP, with Messrs. OKAMOTO, Ushitaro, Executive Director, Japan Federation of Municipal Tram-Car Workers' Union, YAGI, Hideo, Secretary-General, KONO, Masui, Executive Committee Member and NISHIO, Kenji, Executive Committee Member.

Mr. Yamada acted as interpreter for the union employees. Mr. Yamada is a Social-Democrat and has established a reputation in the Diet for his pro-labor stand. He has acted in the past, several times, as intermediary for such union groups in conferences with various divisions of GHQ, SCAP.

Mr. Okamoto, who was the spokesman for the union members, stated that they were calling to secure Civil Service Division' concurrence in their stand to be excepted from any laws which might be written covering local government employees. He presented a petition which had originally been addressed to Brigadier General Courtney Whitney, Chief of Government Section, GHQ, SCAP, under the date of 28 January 1950, and was now being resubmitted to this Division. The petition requested that the employees of the Municipal Tram-Car Workers' Union be permitted the same liberties as are given to industrial trade unions. They wished to be under the Trade Union, Labor Standards, and Labor Relations Adjustment laws; have the right to strike; have no restriction placed upon their political activities; and have complete right of mediation and arbitration as to salaries, hours of work, working conditions, discipline and discharge of employees, etc. They pointed out that they did not feel that they should suffer discrimination in labor treatment simply because they were municipal employees when in all of the cities in which they were employed there were privately owned, competing tramway systems where the employees were under industrial labor regulations.

Upon direct questioning, I brought out the fact that they represented approximately 40,000 employees in six large cities. These 40,000 employees served between 6 and 7½ million citizens. I called their attention to the fact that I felt they were abusing the use of the term "the democratic way" because the democratic way meant decision and rule by the majority and what

they were suggesting was a legalization of rule by a minority. They were asking that they be permitted the right to strike to satisfy the personal interests of 40,000 people while forcing between 6 and 7½ million people to be inconvenienced and go without tramway service. I stated that I couldn't see anything democratic about this method of settling difficulties regardless of what those difficulties may be. I called their attention to the fact that, in my estimation, the legal placing of so large a caliber gun with such a heavy charge in the hands of a minority group which could be levelled at the heads of the elected government could very certainly quickly alienate any feeling of sympathy which the large group of citizens might have felt for the cause, with resultant adverse violent reaction on the part of citizenry thus effected. My opinion is that the union members and Mr. Yamada were so taken aback by my frontal attack that they scuttled for cover because, without hardly blinking an eye, they practically reversed their front and suggested that they would be perfectly willing to settle for the same legal coverage that has already been granted to the national railway workers. They admitted that they had already seen the proposed copy of the Local Public Service Law which placed them in the Special Service and that they had likewise seen a copy of the proposed Local Public Corporations Law which would give the municipal tram-car workers the same coverage and the same restrictions that are now granted to the national railway workers.

The Civil Service Division has in its hands the latest proposed copy of the Local Public Service Law but has not seen the copy of the Local Public Enterprise Law which was referred to by the union members. This latest law would be the responsibility of the Labor Division, ESS, and not the Civil Service Division. I pointed out to Mr. Yamada that this office had no objection to exempting the local tram-car workers from the Local Public Service Law and had in fact already approved the proposed copy of the Local Public Service Law with such exceptions. Mr. Yamada stated he had it on good authority that the government did not intend to submit either the Local Public Service Law or the Local Enterprise Law at this session of the Diet. He said that the Democratic-Liberals felt that both of these laws would raise such controversy that it might endanger the party's majority in the present Diet at the coming House of Councillors' election this summer. I asked him how he felt the Local Public Service Law would fare if it were submitted to the Diet right now and called up for active vote. He stated that, in his opinion, the Law would pass in the House of Representatives because the Democratic-Liberals control the majority vote in the House of Representatives and such a bill would be a government bill. He felt it would fail, however, in the House of Councillors because the Democratic-Liberals do not control the majority of the upper house. If the bill had been presented by the opposition party, it would fail in the House of Representatives because of the control of the majority vote by the D-L party and pass in the upper house because of the strength of the opposition party. It appears that the Diet has reached a stalemate and is sitting on dead center, legislatively, because of the split of power between the two houses.

The meeting closed with the statement by Mr. Yamada that the union members would discuss the matter of supporting the Local Public Enterprise Law with the interested group in the Ministry of Labor and the Local Autonomy Agency of the Prime Minister's office.

Mr Peterson and Mr Narumi of CSD also present.

WPM:ger

W. PIERCE MacCOY
Acting Chief

CIVIL SERVICE DIVISION
Government Section

13 February 1950

MEMORANDUM FOR : Brigadier General Courtney Whitney
Chief, Government Section

SUBJECT : Government Employees - Proposed General Strike

I am attaching a copy of the memo for record prepared by Mr. Burati, Chief, Labor Relations and Education Branch, Labor Division, ESS, under date of 8 February - also, the copy of a memo from Mr. Robert T. Amis, Chief, Labor Division, ESS, to Major General W. F. Marquat, under date of 10 February, for your information. Both of these copies are supplied to me by Mr. Amis, to keep this Division advised of the activities of the Labor Division.

Following my meeting with the representatives of the various government unions, which I reported to you, I discussed the entire matter with Mr. Amis and find that he is in accord with my thinking. We believe that, under the present situation, there will be sporadic outbursts scattered throughout the four islands but that there will be no actual attempt to actively enter into a general strike. This is our combined best opinion at this date. However, we realize that the situation can be rather explosive and I shall keep you constantly advised of all moves or trends by labor bodies.

W. PIERCE MacCOY
Acting Chief

WPM:ger

Files 2-9-50

CIVIL SERVICE DIVISION
Government Section

9 February 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Kankoro -- 8 February 1950

At the request of NPA, a conference was arranged between Mr. MacCoy, Mr. Salter and Mr. Hayashi with the following members of Kankoro:

1. Oka, S. - Chairman, Kankoro
2. Hara, H. - Chief, Secretariat, Kankoro
3. Yokokawa, M. - Vice Chairman, Kankoro
4. Fuzawa, T. - Vice Chairman, Kankoro
5. Kijima, K. - Chief, Wage Survey Division, Japan Teachers Union
6. Ishii, K. - Chief, Union Organization Division, Japan Teachers Union
7. Abe, T. - Chief Secretary, National Finance Workers Union
8. Ishisaka, Y. - Chief Secretary, General Federation of Local and Municipal Government Workers Union
9. Nagaoka, M. - Chairman, Central Executive Committee, All Communication Workers Union
10. Tanaka, T. - Chief, Liaison Division, All Japan Printing and Publishing Workers Union
11. Takahashi, S. - Chief, Mutual Struggle Division, National Railway Corporation
12. Takahashi, I. - Vice Chairman, Ministry of Finance Workers Union

NPA Representatives:

1. Mizuno, M. - Chief, Employee Relations Section
2. Yamasaki, S. - Employee Relations Section
3. Terajima, K. - Employee Relations Section

The intent and purpose of the meeting was to discuss with CSD the possibility and procedure for effecting the new pay level recommended by NPA and to ask a series of questions.

Mr. MacCoy explained the democratic process of Diet deliberation and the reasons why NPA could not lead a public fight in favor of its recommendations. He pointed out that in the present situation, while the occupation was doing all it could to assist in the development and growth of democratic activities, it was faced from time to time with the necessity of maintaining certain patterns of operation consistant with policies of the United States. He pointed out that the apprach to the solution to the problem was therefore dual--one, through deliberation of the Diet; and two, through clearance of those officials of SCAP responsible for financial policies.

The questions raised by Kankoro are as follows:

1. Were Railway employees included in the ¥7877 figure?

2. Has CSD made any study of the government's "white paper"?

3. Did CSD consult with ESS, Finance before clearing NPA's recommendations?

4. Does CSD believe that NPA's recommendations will cause inflation?

5. Is the fact that if the government fails to consider NPA's recommendations a sign of bad taste on the part of the government?

6. Has CSD made any study of the present budget to determine whether there are available funds within the budget for the new pay level?

7.

8. Could adjustments be made within the Dodge Line to provide for the new pay level?

9. To what extent can Public Servants act upon Diet members and be within Rule 14-7?

10.

MACDONALD SALTER
Chief, Classification
and Compensation Branch

MS:vr

Files
2-6-50

CIVIL SERVICE DIVISION
Government Section

February 3, 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Kankoro

At the request of NPA, a conference was held this morning between Mr. Salter, Mr. Hayashi and the following members of Kankoro:

Oka, S. --Chairman, Kankoro
Nagaoka, M.--Chairman, Zentei
Yokokawa, M. -- Zentei
Hara, H. --Chief, Secretariat, Kankoro
Takahashi, I. -- Ministry of Finance Employees Union
Ode, T. -- Zentei
Shimosato, T. -- Monopoly Corporation Workers Union
Takahashi, S. -- Kokutetsu
Terashima, K. -- NPA
Kasahara, H. -- NPA

The points discussed were as follows:

1. That CSD support their presentation to the Diet of the bill effecting pay level of government employees, being proposed by the Social Democrat Party.

2. Yoshida's statement on efficiency pay.
It was stated that as this was understood by CSD, it did not mean any substantial pay increase, but merely the effecting of a system whereby efficiency could be recognized by moderate pay increases of one or two pay steps. This is a matter that NPA has been working on for some time.

3. Apparently, Mr. Masuda has been bragging about the fact that he had caused Mr. MacCoy to retract a statement. The statement referred to was that "The new pay level could be effected if the government economizes in personnel, etc.." It was pointed out that it has been a general knowledge and general feeling, both in SCAP and among the Japanese, that such economies could be effected in the National Government. A statement such as the one indicated above seemed to be quite consistent and it was doubtful that any such retraction had ever been made by Mr. MacCoy.

4. It was requested that CSD and ESS get together with an intention of facilitating the clearance of the pay level bill so that the matter might be discussed in the Diet in a democratic manner.

5. Feeling was expressed that the system of arbitration provided for Kokutetsu was much better than that provided for government workers under the National Public Service Law.

It was not hard to show that there was fundamentally no difference in the ultimate handling of pay in both cases, exept that NPA provided sounder and more technical approach through study for revision rather than waiting for forced decision as is present under arbitration.

6. A rather restricted approach was taken to NPA as an agency established in accordance with General MacArthur's letter of July 1948 for the purpose of peaceful settlement of labor disputes in the government. The shortsightedness of such an approach was explained and how the National Public Service Law provided many benefits to government employees which would be effected prior to such problems dealing with working conditions had become crucial.

7. It seemed to be the tone of the group that they did not consider the National Public Service Law as a good and effective piece of legislation.

8. The union leaders were very much perturbed because of their inability to see appropriate officials in SCAP concerning the problems they have to discuss. They were grateful for the continued interest of CSD but very irked by the refusal of ESS to hold any kind of conference at any time with them.

9. It was stated that their contention for a higher pay level had the support of 5,400,000 workers, including many in private industry, particularly among the electrical and utility workers. All these employees looked upon the NPA's recommendations and the arbitration decisions as crucial matters. If the government disregarded these and acted on its own without bringing the matter to the Diet for discussion, then these unions feel that the democratic movement would suffer a severe blow, ending in a rapid growth of the old Left interests in these unions.

MS.

MACDONALD SALTER
Chief, Classification
& Compensation Branch

MS:vr

Translation

A REPORT OF INVESTIGATION ON N.P.A. EMPLOYEES UNION AND THE COMMUNIST "FRACTION" IN NPA

Dated 1 February 1950
Investigator - S. NOZAKA

Following is a result of investigation on NPA Employees Union and the NPA "FRACTION":

1. Employees Union

a. Membership

Prior to X4 investigation the members of the union were roughly divided into two factions.

(1) A faction centering around KANAI and UENO

(2) A faction centering around KUWAHARA, KANAMORI and FUJII

Since the last time the investigation was carried out, the faction (1) gradually lost is power. At present only KANAI could be regarded as a member of the Japan Communist Party. Within the Central Executive Committee, KANAI's faction was replaced by DOZAKI, YAMAUCHI, SAKAMOTO and KURITA. These four committee members are not acting in concert. The three top officials of the union (KUWAHARA, KANAMORI and FUJII) are in the driver's seat at present insofar as union activities are concerned.

b. The Union's tendency

The union is in favor of speedy pay base revision and the promotion of welfare for the union members. Activities that could be regarded as political in nature could hardly be found.

c. Situation within the Union

(1) Rivalry between KANAI and the executive committee

This rivalry has existed ever since the time the union was first organized. The rivalry Was keen until the "transposition of personnel" (YONEMOTO and TAKIGAMI). Since that time "KANAI faction" was liquidated from among the officers of the union and the members of the Board of Representatives. The rivalry at present is between KANAI on one side and the executive committee on the other. In other words, KANAI's side is represented by KANAI alone. There is no balance of power between the parties to the rivalry. The recent issue

of the JINSHOKU SHIMBUN (Organ of the union) was written and published solely by the efforts of KANAI and was not cleared through Central Executive Party. This resulted from the fact that although KANAI who is one of the members of the Union's Public Information Committee, is familiar with the technique of publication and is enthusiastic about the organ, the other members of the Public Information Committee are not familiar with the publication technique and at the same time are not too enthusiastic. This is an example of KANAI's utter disregard for the Central Executive Committee and also shows his dogmatic attitude. The aforementioned rivalry sould be traced back to the following basic cause. KANAI raised a violent objection to the establishment of Credit Union. KANAI contended that the funds made available through credit union must be paid back in the end, and, therefore, will not lighten the burden of the members. He stressed that the funds should be obtained from the management (government) for distribution to the members. He urged the union to work towards the attainment of that goal. KANAI's intention is to accomplish a greater result than the executive committee and by so doing to receive recognition from the members. KANAI's position and radical thinking will continue to create a friction with the executive committee which holds moderate views. Consequently, there are sufficient grounds to believe that the "unauthorized" union organ "JINSHOKU SHIMBUN" will frequently be published in the future.

(2) The attitude of both parties

The attitude of the executive committee towards KANAI is that of "resignation". KANAI on the other hand thinks that the executive committee is made up of corrupt leaders and as such is hopeless. The executive committee is doing its utmost to keep KANAI under control (lit. keep KANAI behind the scene). KANAI on the other hand does not rely on the executive committee. He has decided to be on his own and is engaging in whatever activities that he is able to participate in.

2. The Communist "FRACTION" in NPA

a. Members

The situation is not clear but evidently the "fraction" members center around IDOGUCHI, KANAI and NISHIMURA. UENO and MYORYU have returned to OSAKA. OKA is at present residing in FUKUOKA, after he was dismissed by the NPA. Y. TAKAHASHI and FUJII have several relations with above-mentioned three members. I. FUJII was employed by the TOKO Company but was soon dismissed by that company and at present his whereabouts is unknown. YOSHIDA at present is associated with the bakery shop operated by the

union but party members boycott him on the ground that he is a petit bourgeois.

b. Activities

UENO left the service as a result of the last personnel transposition. However, KANAI, ARITA, IDOGUCHI and others have survived. They contend that "they were absolutely right, therefore, they could not be dismissed. This is their clear-cut victory." It is not clearly known whether they are striving towards the reconstruction of the "FRACTION". At any rate, most the ex-members of the "FRACTION" evidently have severed their connection with KANAI, IDOGUCHI and others. This situation is attributable to the fact that the "team work" is lacking or the present members are too strict in selecting new members. The "FRACTION" perhaps is being shunned by the union members. The "FRACTION" is such that it is very difficult at present to obtain information through usual channel. However, the surveys conducted to-date show that NISHIMURA, KANAI and IDOGUCHI are about the only ones who are active. Of the above three, NISHIMURA is playing the leading role. "FRACTION" meetings are not being held regularly. The "FRACTION's" activities are becoming considerably dull.

ARITA, YONEMOTO, TAKIGAMI, TSUKADA and others activities are hardly noticeable on the surface. However, their recent activities could be regarded somewhat secretive in nature so it is possible to assume that they are engaging in "behind the scene" activities. Within the next several days, I would like to gather more information. Every now and then KANAI comes to see ISHIZU, who is at present assigned to Violation Investigation Section, Bureau of Investigation. This is worth looking into.

CIVIL SERVICE DIVISION
Government Section

Files
2-6-50

30 January 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with Ministry of Construction Employees' Association

At the request of NPA a conference was held this morning with Messrs. Handa, Kimori, Sasa and Sunada, executive members of the Ministry of Construction Employees' Union and Mr. Salter with Mr. Fukumitsu acting as interpreter.

The purpose of the meeting was to discuss:

1. Pay level recommendations of NPA.

2. The request for special work allowance for hazardous occupations in the ministries.

With respect to the latter point the union was advised that it was quite within the jurisdiction of NPA to handle this matter provided it was justified and could be accomplished within existing law. They were reminded that Cabinet Order 343, providing special work allowances, was recognized as law by Law 46 of 1948. Any changes in that cabinet order probably would require legislative action. They stated that this request was made since the Ministry of Construction failed to bring the matter up at the time of the preparation of Cabinet Order 343 and they felt an injustice had occurred because of the fear of the administrative action on the part of the ministry. The matter has been referred by the Ministry to NPA and is now under consideration. A petition for this was presented to both houses of the Diet in December '49 and approved in principle by both houses.

With respect to the former problem careful explanation was given as to how NPA recommendations were developed. They were told that this Division would not take any action which would contribute to the acceptance or rejection of these recommendations. This was a matter fully within the jurisdiction uder the Constitution of the Diet. The Diet would have to consider the question of pay level of government employees in the light of many other requirements placed before them and in the light of the welfare of Japan.

The union was encouraged to contact NPA and to discuss in detail any matters pertaining to the recommendation on pay level.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:rj

Files
Swift Theory
Zentei

CIVIL SERVICE DIVISION
Government Section

January 26, 1950

MEMORANDUM FOR: The Record

SUBJECT : Conference with New Zentei

At the request of NPA, a conference was held this morning with thirteen members of the new National Zentei Union, Mr. Salter and Mr. Rankin. Members attending the conference from Zentei are as follows:

Kubo, Chairman	Suzuki
Takahashi	Ikeda
Goto	Akabane
Yashuda	Hoshino
Miss Kato	Imao
Miss Yoshida	Yamaki
Hase	

The purpose of the conference was to discuss:

1. Pay level
2. Position classification
3. Court case by new Zentei to secure their properties from old Zentei.

Mr. Rankin discussed the position classification law and its purpose. Questions were asked concerning the classification law of 1923 and the new law of 1949. It appeared that they understood reasonably well how classification contributed to the pay structure and enforced the principle of equity in pay based on work performed and not on qualifications of incumbents.

It was the desire of the union that NPA assume greater leadership in the effort to establish their pay level recommendations. It was clearly pointed out to the group that CSD had not changed its stand in the slightest from that which it had taken in December 1949. It considered NPA's recommendations sound but it would not take any action which would be construed as deciding or not deciding on the acceptance of these recommendations. The Chairman felt that the spirit and intent of General MacArthur's letter of July 1948 was to encourage the implementation of a law and of the National Personnel Authority as an agency to make recommendations that would protect the livelihood of government employees in view of their peculiar working conditions. The failure of the Diet to accept NPA's recommendations constituted, in his mind, abrogation by the Diet of a trust placed in NPA. He

stated furtner that he thought government workers should have their rignt to strike and collective bargaining returned to them if the recommendations of NPA were ignored.

It appears tnat the court case by the new Zentei to obtain the property of the union from tne control of certain Leftist members has reached its fifth hearing of debate. It seems tnat the case is being dragged out, probably with tne intent of eating up all the assets, even though the case may be won by the new Zentei.

MACDONALD SALTER
Chief, Classification and Compensation Branch

MS:vr

Files
Griffis Labor Rel

Mr Salter
1-27-50
Since no qualified interpreters are available to conduct this program, it is Route to be suspended. WPM

CIVIL SERVICE DIVISION
Government Section

January 24, 1950

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Acting Chief
Civil Service Division

SUBJECT : Objective 1 of Classification and Compensation Branch Program for 1950.

1. In order to effectuate Objective 1, it is desired to undertake a series of field conferences throughout Japan on the Employee-Management Relationship Policy for government employees. These conferences will be spread over a long period of time in contrast to the original plan in order to avoid any criticism of NPA during the Diet session.

2. Approximately one conference a month will be planned. Each will consist of a one-day meeting with top officials of the government in a given locality, part of which will be lecture time and part open discussion. A second day, for a similar program, will be given over to registered unions in the same area.

3. The tentative itinerary is:

February:		Kanazawa
March	:	Kumamoto
		Fukuoka
April	:	Hiroshima
May	:	Takamatsu
June	:	Osaka
		Nagoya
July	:	Sapporo
August	:	Sendai

He will probably be with Mrs Sato and me during Feb. 7 preliminary meeting Governors & Mayors in various parts of Japan. WPM 1/25/50

4. It is expected that Mr. Kanazashi will act as interpreter and a representative of the Public Information Bureau, NPA, will be present.

5. Your comments would be appreciated.

Question: Whom do you mean by "top officials of the government"? WPM

MS:vr

MACDONALD SALTER
Chief, Classification and
Compensation Branch

O. Elliott TE.
2) Files
Smithers
Zentei
1-18-50

CIVIL SERVICE DIVISION
Government Section

13 January 1950

MEMORANDUM FOR : MacDonald Salter
Chief, Compensation and Classification Branch

SUBJECT : Union Representation Before NPA

On Friday, 13 January, Mr. Sato, Director General, NPA, called to advise that the left wing of Zentei had attempted to file with NPA as a separate, recognized union. However, when the application was presented, it was discovered that only one individual was named as an officer, all other offices in the union being shown as vacancies. When NPA indicated that they might disapprove the application, Mr. Doboshi, member of the House of Representatives, (Communist) called to represent the union in its discussions relative to registration. It appears that all of the other positions of officers in the union had been filled by government employees who had been discharged during the recent reduction-in-force program. Following the interpretation placed on the NPA rules, which incidentally Zentei is accepting without question, it was understood that no union could register with officers who were not active, bona fide government employees. Hence, only one officer's name shown in the application.

When Mr. Sato objected to accepting the application of the union for recognition by NPA with almost an entire list of vacancies for officer positions, Mr. Doboshi requested Mr. Sato to advise him as to exactly how many positions had to be filled before NPA would recognize the union and accept its application. Incidentally, the union had designated this one officer as the official representative to negotiate with the NPA in the meaning of that word as specified in Article 98 of the National Public Service Law. I suggested to Mr. Sato that he discuss the matter again with the 3 Commissioners and suggested that they advise Mr. Doboshi and the union that they would not accept an application from a union for recognition by NPA with more than 1 to 2% vacancies in their officer list. I further suggested that after this particular issue had been settled with Zentei that an amendment be issued to their Rule to include such a statement. The Commissioners, rightly enough, felt that no subject amendment should be issued at this particular time, otherwise Zentei might claim that it was aimed only at them. Since this is Japanese legal thinking, I am willing to bow to their decision. Mr. Sato will advise this office again before any further action is taken on Zentei's application.

W. Pierce MacCoy

W. PIERCE MacCOY
Acting Chief

WPM:ger

HOLD FOR MR. HOOVER'S RETURN

file
WPBn
4/20/50

file
(chief's file)

CIVIL SERVICE DIVISION
Government Section

January 5, 1950

WPBn
1/5/50

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Chief
Civil Service Division

SUBJECT : Management-Employee Relationship Policy

1. In view of the urgency of the examination program, the management-employee program contemplated in my memorandum of January 3rd is cancelled.

2. The timing on this particular program will not permit the resumption of this program formally at any later date. It may be possible in the late summer or early fall to again take this matter up as a new program. Intermittent conferences, of course, as requested through NPA will be held with unions.

MacDonald Salter
MACDONALD SALTER, Chief
Classification and
Compensation Branch

MS:vr

cc. Tindale

1/5/50

FOR THE RECORD:

I disagree. Since this program is of our own designing we can dictate the timing and it can be picked-up again when we decide that it is to be replaced on the agenda of our operations. This memo will be noted for the record to cover why Mr Salter has not proceeded with the program as per his original plans since he was drawn off at my orders to facilitate the critical exam. program

WPBn

file in Chief's file.
WPM
1/4/50

CIVIL SERVICE DIVISION
Government Section

January 3, ~~1949~~ 1950

6/22/50

MEMORANDUM FOR: Mr. W. Pierce MacCoy, Acting Chief, Civil Service Division

SUBJECT : Development of Management-Employee Relationship Policy for the National Government

1. The present plans for a series of conferences and lectures by members of this staff ~~and~~ in development of the Management-Employee Relationship Policy are as follows:

Mr. Salter will be at the following places on the dates indicated:

Takamatsu	Monday, January 16th
Hiroshima	Wednesday, January 18th
Kumamoto	Friday, January 20th
Fukuoka	Tuesday, January 24th
Osaka	Wednesday and Thursday, January 25th and 26th
Kanazawa	Friday, February 10th

Mr. Tindale will visit the following places on the dates specified:

Nagoya	Monday, January 16th
Sapporo	Tuesday, January 24th
Sendai	Thursday, January 26th

2. Appropriate contacts will be made by the staff members with the Regional Civil Affairs teams for the purpose of advising them of the conferences and program and to make arrangements where desired for local publicity.

3. Arrangements are being made by the National Personnel Authority to call the top official of the field offices of the National Government in their respective regions together at one place. Arrangements will be made to accommodate forty or at the most, fifty persons. A second meeting will be held with representatives of registered unions. The same physical arrangements will be made.

4. Printed material will be made available by the National Personnel Authority consisting of background documents and statements by General MacArthur, Mr. Steward and quotations from the National Public Service Law and rules pertaining to union and employee activity. The meetings will be of a conference type similar to those held by the National Personnel Council.

MacDonald Salter

MACDONALD SALTER, Chief
Classification and
Compensation Branch

MS:vr
cc: Mr. T. K. Tindale

Files
Suit Labor Rel.
1-11-50

MANAGEMENT-EMPLOYEE RELATIONS POLICY IN THE PUBLIC SERVICE

by Mr. MacDoanld Salter, Chief, Classification & Compensation Branch, CSD, published in "Public Servant" January 1950.

In a democracy, it is the duty of the government to carry out the will of the people which is expressed through action of the Diet. The employees of government thus hold a peculiarly responsible position among the working population. The employees of government are servants of all the people. Regardless of whether they may be referred to as managers (supervisors) or employees (subordinates) they have a unity of interest to carry out the will of the people and a unity of purpose to conduct an efficient and dignified public service.

The successful operations of the Japanese government is dependant upon the administrative skill of its supervisors. An essential factor of administration is good personnel admininstration which encompasses personnel management and a sound and liberal management-employee relations policy. Government administrators and employees therefore must thoroughly understand the provisions of law and be in complete agreement on such a policy.

The National Personnel Authority has developed a concise statement of basic principles which should underlie a sound and liberal management-employee relations policy for the government of Japan. This policy as quoted below is designed to assist in guiding the management-employee or supervisor-subordinate relationships in the government. It recognizes the essential unity of interest of all public employees regardless of their status. Adherence to this policy will dispel the concept of conflicting interests between labor and management, prevalent in private employment. It clearly recognizes the peculiar nature of government employment and that there is a difference between public and private employment.

Many have said that the activities of public employees have been restricted to the extent of impairing the development of the free labor movement. These claims are usually predicated upon the belief that public employees should not have been denied the privilege of strike or collective bargaining. It would seem evident that in a democratic country servants of the people may not put their own interests against those of the whole people. Many matters which may be appropriately the subject of collective bargaining in private employment cannot be so handled in the government service. Collective bargaining carries with it definite authority of the bargaining parties to carry out that which they may agree upon. Such an action is obviously impossible where working conditions are established by law. The government administrator does not have it within his power to enter into such agreements, particularly on matters of salary level or pay structure. These policies affecting working conditions can only be decided by legislative action.

While the growth of the free labor movement has caused much confusion in government administration, this has been attributable to the lack of proper understanding of public employment. It is quite evident, however, that the past few months have brought sound and better understanding of the appropriate relationships between those responsible for the operation of government and

their subordinates. This statement of principles developed by the National Personnel Authority will assist to stimulate this trend.

This basic policy statement emphasizes certain guaranteed rights of public employees contained in the National Public Service Law. It re-emphasizes the responsibilities of management. It sets forth the basic concepts surrounding public employment.

This policy recognizes the potentialities of all public employees to contribute to the efficiency of the operations of government. Exchange of opinions and ideas between subordinates and supervisors is encouraged. Supervisors are urged to provide the means for seeking opinions and ideas of their subordinates. Teamwork is emphasized. Both supervisors and subordinates are working together toward the common goal of an efficient public service and an improved public service for all of the people.

This policy recognizes the right of employees to organize and to elect officers of their association without interference. It recognizes the right of employees to be heard by management on matters affecting their interests, and the right to organize and to encourage welfare activities among employees provided they do not interfere with the operations of government. Employees as members of an organization in turn have the responsibility for the lawful and proper conduct of their affairs and their officers and their representatives.

The National Personnel Authority has indeed been fortunate in receiving the advice of Mr. Luther Steward in the formulation of this policy. Mr. Steward is the President of the National Federation of Federal Employees of the United States of America. His long service includes wide experience, first as an employee, then as a supervisor, and now the representative of one of the largest groups of organized employees in the federal service. He is widely recognized as a leading authority on these matters.

This policy is a practical one. When it is generally understood, interpreted and applied, it will contribute much to good personnel administration and to the betterment of the public service. It will be recognized as essential to day-to-day administration.