

Memorandum for Chief, EIS/LA, dated 22 January 1947, subject, Forced Labor.

Arrests were limited to Gumil foremen and recruiting agents. No action is known to have been taken against employers or government officials. Major Dunleavy confirmed this fact pursuant to his visit to Hokkaido, 14-16 January, 1947. Charges are as follows:

Illegal imprisonment . . . . .	35 persons
Injury . . . . .	25 "
Violence . . . . .	25 "
Injury resulting in death . . . . .	5 "
Other crimes . . . . .	8 "
Violation of Employment Exchange Law . . . . .	42 "

\*(Above submitted by Welfare Ministry.)

All cases are either pending trial, in the process of appeal, or have been acquitted. The heaviest sentence meted out thus far was 1½ years. No persons are known to have been physically confined to penal servitude as yet. Charges against the ten recruiting agents mentioned in paragraph e, above, were reported dropped because the local procurator ruled that they were acting under license.

k. The proposed Labor Standards Bill and amendment to the Employment Exchange Act are designed in part to abolish loopholes in existing legislation and to provide severe penalties for forced labor abuses. However, it will take a minimum of six (6) months for the aforementioned legislation to become effective. Moreover, it is not known at this time whether or not these provisions will contain their full force following examination and promulgation by the Japanese Diet.

l. Labor protective agencies, because of personnel shortages and inadequate facilities, are unable to efficiently function with respect to safeguarding against forced labor practices. At present only 68 inspectors with a broad variety of duties are available to service all of Japan.

m. To efficiently administer labor protection, which includes guarding against forced labor abuses, the Welfare Ministry requested a budget of ¥151,000,000 to provide for 8,838 persons, including 2,788 labor inspectors functioning on local, prefectural, and national level. Of the requested amount, ¥43,380,108 was approved by the Finance Ministry, sufficient to provide for only 2,674, including only 626 labor inspectors (excluding section chiefs).\*

4. On 16 January 1947, Col. Gilbert and the undersigned held a conference with the below-listed representatives of the Japanese Government:

\*The Budget Bureau has recently reversed its approval to provide a budget for Labor Standards Administration of approximately ¥87,000,000 (excluding wages and statistics).



Memorandum for Chief, ESS/LA, dated 22 January 1947, subject: Forced Labor.

**Name**

Yoshida . . . . . Employment Bureau, Welfare Ministry  
Sekiguchi . . . . . Employment Bureau, Welfare Ministry  
Saito . . . . . Employment Bureau, Welfare Ministry  
Takahashi . . . . . Criminal Affairs Division, Justice Ministry  
Kami . . . . . Criminal Affairs Division, Justice Ministry  
Higuchi . . . . . Criminal Affairs Division, Justice Ministry  
Sasaki . . . . . Labor Section, Commerce & Industry Ministry  
Kikuchi . . . . . Labor Section, Commerce & Industry Ministry  
Yoshitake . . . . . Labor Policy Bureau, Welfare Ministry

5. Action to stamp out and guard against Kangokubeya was resolved around the following measures at the above conference:

- a. Effective prosecution of all known violations.
- b. Immediate strengthening of protective labor machinery in localities where Kangokubeya is known to exist.
- c. Vigorous effort to seek out unknown violations.
- d. Cooperation of trade unions and use of educational media as a means of discouraging further abuses.
- e. Investigation of employment exchanges with view to determine:
  - (1) Individual responsibility connected with the recruitment of forced labor.
  - (2) Replacement and/or prosecution of such persons.
- f. Continuous liaison between the above agencies and ESS/LA for the purpose of keeping the latter advised as to current developments with regard to the foregoing measures.

6. Appended hereto as inclosures 1 and 2, respectively, are separate instructions from the Welfare Ministry to the Hokkaido Prefectural Governor, and all other prefectural governors (except Hokkaido) concordant with effectuating the measures enumerated in paragraphs 5a, b, c, d, and e, above.

7. Mr. Takahashi of the Justice Ministry agreed to submit to the undersigned periodic reports based upon information secured from local procurators as to the extent of criminal action taken against violators of the criminal code with respect to Kangokubeya. These reports will name persons arrested, pending trial, released without trial, convicted or acquitted and will contain detailed information thereto. The first such report is due not later than 12 February 1947.



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8. CONCLUSIONS: It is concluded that:

a. The Hokkaido Prefectural Government knowingly and wilfully permitted the existence of Kangokubeya in that prefecture contrary to previously disseminated Allied policy, Japanese Imperial Law, and instructions issued by the Welfare Ministry.

b. The 13,000 victims of Kangokubeya in Hokkaido were liberated only upon the initiative of the local Occupation authorities.

c. Despite the fact that the Welfare Ministry had knowledge of the existence of Kangokubeya in Hokkaido as early as May 1946:

(1) The Labor Policy Bureau did not institute effective measures to immediately abolish its practice.

(2) The Labor Employment Bureaus did not take effective action to prevent additional recruiting of forced labor.

d. Mr. Yoshitake, Chief, Labor Policy Bureau, Welfare Ministry, acted in bad faith in attempting to conceal from ESS/LA information relative to the existence of Kangokubeya.

e. Action against known violators of forced labor is progressing unsatisfactorily. Responsibility of employers, local government and employment exchange officials seems to have been overlooked.

f. While the existence of forced labor in Japan is manifested in social patterns stimulated by economic confusion, its rapid growth after years in check, can be in part attributed to the weak labor inspection system resulting from insufficient funds to provide needed personnel and facilities and lack of adequate legal safeguards.

g. The attached instructions to prefectural governors (inclosures 1 and 2) are favorable in scope. However, effective execution will depend largely upon continuous follow-up on the part of ESS/LA, Government Section, and military government units in the field.

9. RECOMMENDATIONS:

Recommend that following effectuation of the Labor Standards Bill, Mr. Yoshitake be transferred from his present position under the provisions of the directive governing transfer of undesirable personnel from labor administration. In addition to the points enumerated above, it is advised that the subject person played an important role with respect to the Japanese "Labor Front."



Memorandum for Chief, ESS/LA, dated 22 January 1947, subject: Forced Labor.

Recommend that any effort to weaken the "Involuntary Servitude" provisions of the proposed Labor Standards Bill and amendment to the Labor Recruitment Law by IJO agencies or outside pressures be blocked by ESS/LA, in conjunction with other Staff Sections whenever practicable.

Recommend that the Finance Ministry, IJO be prevailed upon to allot ¥25,000,000 over the coming fiscal year as a minimum prerequisite to effective labor standard administration (excluding Wage Section for which an additional allotment is needed).

Recommend that the Chief, Manpower Branch direct:

a. Dissolution of Guild or associations connected with employment of forced labor.

b. Supervision over procedures to prevent further recruitment of forced labor through employment exchanges or private agencies.

Recommend that the Chief, Education Branch prepare and supervise an educational program directed to curtail forced labor practices.

Recommend that:

a. The Imperial Japanese Government be informed that there are "no objections" to the proposed instructions to prefectural governors.

b. A letter be dispatched to the Commanding General, Eighth Army requesting reports concerning the execution of the above instructions with view to implementing paragraphs 1c and d, October 4th directive, paragraph 10, Potsdam Declaration, and point 4, Supreme Commander's instructions to Baron Shidehara (then Prime Minister).

In view of the fact that the continued practice of forced labor can be a source of extreme embarrassment to the Supreme Commander, it is recommended that the Chief, ESS be advised of its existence and the counter measures taken by ESS/Labor.

e/ LEON BECKER  
Labor Division

2 Incls

- 1 - Instr to Hokkaido Pref Gov
- 2 - Instr to Pref Gov (except Hokkaido)



COPY

Draft of Instructions to All  
Prefectural Governors excluding Hokkaido

**SUBJECT:** On the Control of the Forced Labor  
**TO:** Each Prefectural Governor (except Hokkaido)  
Each Chief of Regional Commercial and Industrial Bureau  
**FROM:** The Director of the Labor Administration Bureau of Welfare  
Ministry

Notwithstanding the fact that the democratization of our country is making steady progress and the current of esteem the human rights is growing strong gradually, the evil manners of the forced labor in dormitories (Doko-beya) in Hokkaido even now continues.

Therefore, under the suggestion of GHQ authorities, in order to implement that portion of the Potsdam Declaration which stresses respect for fundamental human rights, the thoroughgoing control of the forced labor is being carried into force, and so about the above-mentioned subject a notice accompanying has been issued to Hokkaido Prefecture.

The evil manners of the forced labor in dormitories were discovered not only in Hokkaido but also in Fukuoka and Nagasaki Prefectures, and it may be considered that there may be many examples of the forced labor in coal mines, dormitories in construction work and so on.

Now that the necessary staffs for administration of labor protection have been allotted, in order to exterminate these evil manners investigating thoroughly the corresponding places within the jurisdiction, and to control thoroughly the illegal recruitment of laborers by the employers concerned, under the close cooperation with other prefectures, strenuous efforts shall be made in accordance with the principles set forth in the notice to Hokkaido.

Inclosure 2

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Later on, the concerned prefectures which are supplying laborers to the dormitories in Hokkaido - chiefly Tokyo, Kanagawa, Osaka and each prefecture in Tokoku district - shall pay special attention to the control of illegal recruitment of laborers by the employers concerned themselves.

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Inlosure 2



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Draft of Instructions to Hokkaido Prefectural Governor

**SUBJECT:** On the Control of the Forced Labor  
**TO:** Governor of Hokkaido Prefecture  
The Chief of Hokkai Regional Commercial and Industrial Bureau  
**FROM:** The Director of the Labor Administration Bureau of the Welfare  
Ministry

Under the suggestion of GHQ authorities the Director of the Labor Administration Bureau issued to the Chief of the Welfare Department of Hokkaido Prefecture a notice dated on 28th March 1946 concerning inquiry of the real state of the forced labor system in the "dormitory" (Doko-beya) in Hokkaido, and afterwards required officials in charge to go up Tokyo and urged them to grasp the real state.

Before taking the concrete measures for the fact that even now the evil manners of the forced labor by means of violence, intimidation, imprisonment and so on continue in many dormitories (Doko-beya) in Hokkaido, this fact became clear by the inquiry, perpetrators concerning the forced labor were caused to be arrested in August 1946 by the authorities concerned of the Branch of the Allied Powers; it is very regrettable for the Japanese Government.

However, by the field investigation of the concerned officials of the Central Government, it became clear that by mobilization of all energy of the concerned departments and sections, Hokkaido Prefectural Office was making every endeavor to sweep away the longstanding evil manners of the forced labor in dormitory (Doko-beya), by means of arrest of the perpetrators concerned with the forced labor, keeping in close touch with the

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Inlosure 1



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prosecutive authorities and guidance of the employers of construction work.

Under these circumstances, the Welfare Ministry, under the suggestion of GHQ authorities, keeping in close touch with Ministries concerned, decided to take measures according to the following policy; and so Hokkaido Prefectural Office shall still more make efforts to sweep away the forced labor system under this policy.

1. That taking consideration of the object of the "Declaration of Potsdam" and the Revised Constitution, the perpetrators shall be treated under the principle of the enforcement of severe punishment.

2. That in case of arresting the perpetrators, the thoroughgoing measures - not only to arrest mere perpetrators themselves, but also the employers of construction work (labor bosses) and same in case of coal mine operators and other employers who have known the violation, by inquiring fully whether they have instigated or aided the violation - shall be taken in order to blockade the fountains of violation.

3. That the measures of strict control over secret recruitment of laborers by the employers themselves, particularly in Tokyo, Kanagawa and Osaka districts shall be taken.

4. That after the investigation of the real state concerning the number and location of dormitories (Doko-beya) and the number of laborers accommodated, which were investigated by GHQ authorities at the end of July 1946 and are written in the accompanying list, in case finding out the dormitory where the forced labor is committed, the affairs shall be at once transferred to the prosecutive authorities and the reports concerning

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these affairs shall be at once submitted to the Central Government in addition to any other such similar information that is discovered.

5. That in order to esteem the fundamental human rights of laborers and not to violate them, the education and enlightenment movement shall be thoroughly extended towards the employers of construction work.

6. That the real state of the evil system of the forced labor shall be clarified towards those concerned the labor movement and the general public, and the cooperation necessary for extermination of this longstanding evil system shall be requested to them.

7. That the administrative responsibilities of the concerned officials who, knowing the real state of the forced labor in dormitories, or have connived at or have been engaged in the labor exchange, shall be prosecuted, or if such persons are under no judicial punishment, necessary disciplinary action shall be taken.

8. That in order not to let the employers of coal mines employ the employers of construction work, for whose labor-management the former assumes no responsibilities, in the gallery-mining work or other works in coal mines, pertinent measures of guidance towards the former shall be taken.

Later on, the following measures have been taken to strengthen the administration of labor protection in Hokkaido Prefecture: the allotment of the regular staffs of 13 persons (2nd secretary 4, 2nd engineer 1, and others 8), and the allotment of expenditure necessary for those staffs and the special traveling expenses (10,000 yen) from the second reserve funds and supplementary budget of 1946 fiscal year.

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In case the above-mentioned expenditure not enough, taking consideration of the present condition that the dormitory system is being carried on chiefly for development of Hokkaido, the above-mentioned measures shall be executed more sufficiently by Hokkaido prefectural expenditure.

This subject will be noticed to every prefecture, and the improvement of dormitory (Doko-baya) or laborers' residence (Ka-ya) within the jurisdiction will be required and moreover cooperation necessary for the control of the forced labor supply towards the dormitories (Doko-baya) in Hokkaido - for caution's sake.

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We have more than once demanded the quick solution of the questions as regards the involuntary servitude and obstruction of labor union movement in Shimanesaki to the governor of the Yamaguchi Prefecture and other responsible officials of the prefectural office. But, not only did they intentionally delay the solution, but also they are attempting to shift the responsibility on the Occupation forces, or to give false informations about the union to the Occupation authorities in order to cause the opposition of the Occupation authorities to the union.

(1)

On account of the low wage and bad working conditions for the workers employed for the Occupation forces, there has been a remarkable decrease in the number of workers, in the Shimanesaki area. Therefore, the Shimanesaki Labor Exchange Office, making use of the strength of the Occupation authorities, is demanding the general city-dwellers through tyonai-hai to supply some 600 workers a day. Those who do not obey the order are to be severely punished. From about the middle of June, 1946, at the work-place for the New Zealand forces, the Japanese workers are surrounded by a ring of barbed wires with the electric current of 200 volts, and outside the ring Japanese policemen are posted to prevent the workers from deserting the work-place.

(2)

In the memorandum issued in the second decade of December, 1946, from the Brigadier-General to the Occupation units, the prefectural governor, and the chief of the labor exchange office, there is an item in which it is written that our union is hampering labor supply to the Occupation



forces. We understand that this is based upon the false report made by the chief of labor exchange office to the Occupation authorities.

On Dec. 20, 1946, Sadao Ejiri, president of our union, was ordered to appear before a labor officer of the Occupation authorities, and was told that the union is obstructing labor supply to the Occupation forces, that Masaki Nakano, union clerk, told the applicants that they could earn 50 yen a day, while they could earn only 22 yen, so they had better not to work for the Occupation forces, (which is a completely unfounded charge), and that our union had not been recognized by the Occupation authorities. He told Mr Ejiri to take the above responsibility, and to expell Masaki Nakano and Rihel Yamamoto from the union. Mr Ejiri was also told that if he did not obey the order, and if the other two were not expelled from the union, they should be arrested by M.P.'s. The demand, however, that Rihel Yamamoto be expelled from the union is absolutely unreasonable, since he is not a member of the union, though he is conducting a campaign against the forced supply of labor as a member of the regional committee of Shimoneseki of the Communist Party.

As a campaign against this forced labor, the regional Communist Committee of Shimoneseki put up posters telling city-dwellers that involuntary servitude is a violation of fundamental human rights and that city-dwellers have no obligation to obey the order of forced labor against their free-will. These posters were all torn off by interpreters, including Yoshida.

This interpreter Yoshida to a labor officer of the Occupation forces, is hampering union movement by making such irresponsible statements that the union is precisely the organization that obstructs the aims of occupation, and that he is in a position to manage the affairs of the workers employed by the Occupation authorities as he wishes.



We understand that the interpreter is in collusion with the chief of labor exchange office and both are making unfounded charges against the union. The chief of the labor exchange office invited the labor officer and the interpreter to a dinner on Dec. 25, 1946, and chiefs of the federated honninai on the following day, and asked their co-operation with the labor exchange office and promised them to give them one hundred yen monthly as a reward for co-operation. In order to raise the money to give them as a reward, the chief of the labor exchange office seems to have succeeded in making false report of the numbers of workers for the Occupation forces and thus in getting the money in the form of the wages to be paid to non-existent workers.

Judging from the above facts, we must decide that the government bent upon preserving reactionary fascism and protecting the interests of the reactionaries, is violating Scap directives and is obstructing the progress of union development.

Jan. 13, 1947.  
Sadao Ejiri, president of the union of  
the Shimanecki casual workers.







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CW/CLK/PWA/JA

Request for Comments

GS

ESS/LA

6 January 1947

1. The attached pamphlet entitled Labor Monopolies or Freedom was sent to this headquarters by the Committee For Constitutional Government, Inc., New York City.
2. Your comments on its contents are requested.

Incl:  
Above Mentioned

-C. W.-

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Reply to Criticisms of Red Star

Brig. General Courtney Whitney, Chief of Government Section, issued the following statement in response to inquiries concerning a Red Star article on December 6, 1946, quoted by Tass, criticizing the administration of the Allied Occupation and the Allied Council.

"The Red Star article is a fabrication of misstatement and misrepresentation. The allegations regarding warnings against public demonstrations and 'measures to suppress labor' are false. There is no country in the world where the people enjoy greater freedom to conduct orderly demonstrations. Development of the labor movement has been with SCAP encouragement and support. Again there is no country in the world where labor has more freedom to organize or greater opportunity to make its voice effectively heard. The labor movement has been accompanied by a few, but not many, excesses as employees and employers seek to find the proper balance between their respective rights and obligations for their mutual benefit. Former Japanese officers now serving in the Demobilization Board are performing duties in connection with the repatriation of Japanese prisoners of war. These former officers are utilized pursuant to Allied policy and will necessarily continue their duties under SCAP surveillance until the large number of Japanese prisoners of war abroad, most of whom are in Soviet hands, are repatriated.

"The reference to 'aggressive American quarters' is not worthy of comment. The record of Japanese demobilization and demilitarization under SCAP stands unique in history for its speed, completeness and accomplishment without direct loss of Allied life. It is patent to any observer who seeks facts that Soviet press allegations that SCAP is supporting any particular Japanese government is without any basis. It is agreed upon and announced Allied policy to permit the Japanese Government to administer the national life of Japan

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within the purview of the objectives of the Occupation. It is also Allied decision that it is not the responsibility of the Allies to impose upon Japan any form of government not supported by the freely expressed will of the people. On 10 April 1946 over 75% of the electorate voted in the first completely free elections ever held in Japan.

"The Allied Council was established as a consultative and advisory body. When Members submit advice on substantive matters it is given the fullest consideration. The Council was not intended to be an investigative or inquisitory body. Nor was it intended to be misused as a springboard for propaganda such as that in the Red Star which appears to be ignorant of the essentials of democracy toward which the Japanese people, having repudiated totalitarianism of any kind, are hopefully turning their faces. False and illconsidered propaganda of this nature does not further Allied objectives."



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

22 November 1946

Dear General Whitney,

Mr. Cohen, Chief of my Labor Division, has kept me informed of the excellent cooperation which the Government Section has been affording him in matters of the Japanese Government administration of labor affairs.

In particular, he has praised the assistance given by you and Colonel Kades last week in preventing the unauthorized establishment of a Labor Board in the Welfare Ministry and your support in the guidance of the Japanese officials towards the eventual establishment of a Labor Ministry.

I should like to take this opportunity to express my warmest appreciation for the assistance rendered by the Government Section and my confidence that the excellent coordination thus far attained will continue in the future.

Sincerely,

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

**Brigadier General G. Whitney  
Chief, Government Section**

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*(Signature)*



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*Labor*

3 January 1946

SUBJECT: Translation of Instructions Concerning Mediation in Labor Disputes Issued by Japanese Government 2 November 1945.

\* \* \* \* \*

Labor Administration Bureau Instruction No. 1.

2 November 1945

TO : Prefectural Governors  
Inspector-General of the Metropolitan Police

FROM: Chief of Labor Administration Bureau, Welfare Ministry  
Chief of Police Affairs Bureau, Home Ministry

Instructions concerning Mediation in Labor Disputes.

The matter mentioned in the title was understood by the Cabinet Conference and decided as follows: In view of the importance of the matter you shall be especially careful in consideration of its enforcement, after careful study of the following particulars. The above mentioned matter was decided and promulgated as promptly as possible, partly due to the demand of the General Headquarters for the Allied Powers.

1. Particulars concerning mediation organization.

a. The number of members to the committee shall be in general as follows: three each from representatives of employers, employees and other persons who have knowledge and experience, respectively.

b. The committee shall operate on its own initiation, with the chairman conducting the meetings. Decisions are to be made by a majority vote; however, due to the nature of mediation, efforts shall be made to arrive at the decision by unanimous assent or by a large majority.

c. Temporary committee members shall be appointed in equal numbers from among the representatives of employers and employees concerned in the matter.

d. Secretaries shall be appointed from among labor supervision officials (Romu Kantokukan) who are labor officials (Romukan). Where no labor officials exist, other officials concerned (except police officials) shall be appointed as such.

2. Particulars concerning mediation method.

a. It is desirable that mediation be made before the outbreak of disputes, but special attention is to be paid not to effect the

Inclosure #1.

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Translation of Instructions Concerning Mediation in Labor Disputes  
Issued by Japanese Government 2 November 1945, dtd 3 Jan 45, cont'd.

mediation by pressure against the will of the parties concerned.

b. When matters submitted for mediation concern wages and other working conditions, mediation shall be made in accordance with various laws and regulations concerning labor and general instructions of this ministry; and as to the conditions which may be exceptions to the above, the grounds for such exceptions shall be clarified, taking the necessary steps, and special attention shall be paid not to give any bad effect to other parties.

3. Particulars concerning the apprehension of the situation in labor circles.

a. For the apprehension of the situation in labor circles, speed, accuracy and special efforts are necessary as Special High Police have been abolished.

b. The apprehension of the situation in labor circles shall be carried out by labor supervision officials in cooperation with the authorities or corporations concerned.

c. Police officials shall report the facts which have come to their knowledge in performance of their proper duties to officials concerned as promptly as possible.

4. Other particulars.

The renovation of the present administrative organization for proper enforcement of this matter is under serious consideration. For the present it is desirable that you shall do your best to renovate, fill and elevate officials concerned in your power.

\* \* \* \* \*

Mediation in Labor Disputes

1. Policy

Due to the termination of the war, the dismissal and movement of many laborers, the changes in labor conditions, together with the developments of labor movements, all tend toward frequent labor disputes.

In view of the situation, necessary investigations shall be carried out regarding the revision of the laws concerned.

For the present, however, labor disputes shall be settled as promptly as possible on a rational basis in accordance with the following:

Inclosure #1.



Translation of Instructions Concerning Mediation in Labor Disputes  
Issued by Japanese Government 2 November 1945, dtd 3 Jan 45, cont'd.

2. Key Points

a. Particulars concerning mediation organization.

A standing mediation committee shall, according to the following terms, be established under the leadership of the Prefectural Governor.

- (1) The committee shall consist of nine committeemen and several secretaries.
- (2) The committee members shall be appointed by a Prefectural Governor in equal ratio of three from among the representatives of employers, laborers and persons who have knowledge and experience, respectively. The chairman of the committee shall be selected by mutual vote of the committee members appointed among the persons who have knowledge and experience.
- (3) A Prefectural Governor may appoint persons who have knowledge in the matters in question as temporary committees when he deems it necessary.
- (4) The secretaries shall be appointed by a Prefectural Governor among Romukantokukan (Labor Supervision Officials).

b. Particulars concerning mediation method.

Labor mediation shall be carried on according to the following terms and high-handed police mediation shall be strictly avoided.

- (1) Labor-capital rivalry is to be settled by their autonomous arrangements and participation of unnecessary mediation machinery shall be avoided.
- (2) In case the mutual autonomous arrangement is difficult, both parties concerned are to be instructed to ask for the mediation of the above mediation machinery on their own initiative before the outbreak of disputes, if possible.
- (3) In case of mediation, claims of both parties are to be listened to and if misunderstanding or opposite opinion exists, the solution on such point shall be tried first.



Translation of Instructions Concerning Mediation in Labor Disputes  
Issued by Japanese Government 2 November 1945, dtd 3 Jan 45, cont'd.

- (4) In case wages and other working conditions are included in matter for mediation, a universally rational decision shall be arrived at in addition to considering the special circumstances of the particular factory or work house.
- (5) Accurate public announcement shall be made from time to time of the development and status of the dispute in order to show the just attitude of the mediation machinery and at the same time to continue the mediation with the support of public opinion.

c. Particulars concerning the enforcement of the Labor Mediation Act.

As for the Labor Mediation Act, it ought to be examined to make it quite perfect, but as for its enforcement one ought to deal with it as follows for the time being:

- (1) Mediation of the dispute shall be effected according to the preceding two sections, if possible, and efforts shall be made to avoid the mediation under the above Act.
- (2) In case the mediation under the above Act is to be effected by the special request of the mediators of the dispute, efforts shall be made to complete all the legal steps as quickly as possible.

d. Particulars concerning the Police Control of Acts in Labor Disputes.

As for acts in labor disputes, no control or suppression should be made except for those who are guilty of a criminal offense.

e. Particulars concerning the apprehension of the situation in Labor Circles.

The local governor should do his best in letting the labor supervision officials inspect the tendency between capitalists and laborers at all times and try to perceive as promptly as possible the sign of the opposition between capitalists and laborers that may lead to labor disputes.



FILE UNDER: LABOR

I N D E X   S H E E T

DATE: 4 JUNE, 1946

FROM: ROBISON

TO: \_\_\_\_\_

SUBJECT: SCAP'S LABOR POLICY

DOCUMENT FILED UNDER:

CLASSIFIED FILE:

MEMO FOR RECORD



*Labor*

BFF/JWH/ebk

APD 500  
3 June 1946

**SUBJECT:** Resumption of Relations between Japanese Labor Organizations and Labor Organizations in Other Countries

**TO:** Chief, Government Section

1. References:

a. Verbatim Minutes (Morning Session) of the Fifth Meeting of the Allied Council, held 29 May 1946.

b. Summary of the Proceedings of the Fifth Meeting of the Allied Council, held 29 May 1946.

2. On pages 23 to 26 inclusive of Reference 1a above, and on pages 7 and 8 of Reference 1b above, certain comments and questions on Japanese Labor Unions were made by Members of the Allied Council. It is expected these and other comments and questions will come up for discussion at the next regular meeting of the Council, to be held 12 June 1946. In that connection, it may be necessary to call upon a member of your section to discuss these points.

3. It is therefore suggested that those portions of this subject in which your section is concerned be discussed with Mr. George Atcheson, Jr.

BONNER F. FELLERS  
Colonel, G. S. C.  
Secretary-General

2 Incls:

1. VB Min Session 5a-529
2. Sum of Proceedings 5a&b-529

CC: Chief of Staff  
Mr. George Atcheson, Jr.  
E. S. S.

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CW/SEP

Japanese Labor Exchange System.

Gen. Whitney  
Govt Section

General Marquat, BSS

31 May 1946

1. Attached is the report of the Special Labor Committee on the "Japanese Labor Exchange System" on which you requested the comments of this Section.

2. I agree with you that this report is an excellent one and that its recommendations when carried into effect will provide Japan with a sound labor exchange system.

3. Attached herewith are the comments of a member of the Section which deals with the problem of training Japanese government officials which may be of interest not only to the Labor Division but to other divisions as well.

4. I should like to call attention to the point made in these comments that while there is no objection to the establishment of regional (as opposed to prefectural) labor exchange offices the Japanese authorities should not be given the impression that SCAP endorses an integration and strengthening of various regional offices of the Ministries to the detriment of the authority and responsibility of the prefectural governments. The policy now being supported is one of decentralization and development of local autonomy on a prefectural rather than a regional basis.

Incl: Report of Special  
Labor Committee.

----- C. W. -----

Copy in Economic Affairs no 4.

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CIRCULATION



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MEMORANDUM FOR THE CHIEF, GOVERNMENTAL POWERS BRANCH

SUBJECT: Comment on ESS Labor Committee Report: Japanese Labor Exchange System - Findings and Recommendations

Comment on the report will fall into two sections: (1) comment on the report itself; and (2) comment on the broader issues that it raises.

The report is extremely well done, revealing thorough study of the system as it exists both on a national and a local level, careful analysis of the basic problems involved and sound recommendations for the future development of the labor exchanges.

Pending the development of an overall policy concerning the future organization and status of the Regional Administrative Affairs Bureaus, it is recommended that SCAP not go on record as favoring the establishment of Regional Offices of the Bureau of Employment "in connection with the eight Regional organizations already recognized by the Japanese Government". There is, of course, no objection to the establishment of Regional offices or to the Japanese Government's associating them with the Regional Administrative Affairs Bureaus. It is believed, however, that a specific recommendation that such offices be connected with the Bureaus might be taken to indicate a policy on SCAP's part that the Bureaus will be retained or re-organized or strengthened.

The general problem raised by the Report is the training of Japanese government officials, not only in this particular instance, but throughout the Government. It should be pointed out that the Report did mention on several occasions the necessity for an adequate training program, but did not make detailed and specific recommendations.

It would seem that the ideal condition for the future development of the recommendations contained in this report would be to have its authors conduct a part of the training programs themselves, lecturing, obtaining English-language textbooks on the subject, leading discussion groups and attempting to awaken any latent qualities of leadership and social responsibility that may be in the officials who will be concerned with the administration of the new system. This is or will be true of any program involving governmental reorganization, education, social welfare, re-organization of local administration or public safety.

All such programs involving relationships between government agencies and government officials and the people at large will fail in their ultimate purpose, the establishment of a democratic form of government in Japan, if every effort is not made to awaken the government official to his new responsibilities and new duties in a new Japanese government.

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Now that the "elimination and liquidation" phase of the re-organization of the Japanese government under SCAP direction is either finished or well on the road toward completion, two major tasks lie ahead as far as the education of Japanese officialdom is concerned: (1) the infusion of a spirit of public service; and (2) the providing of materials for the adequate technical training of men already in government service or about to enter it.

The problem of supplying a new spirit for government officials is the more difficult of the two, primarily because it deals with non-concrete considerations. What is required is the psychological and social equivalent of the spirit of the New Deal (no reference to the political, economic or social philosophies of the New Deal is intended). In other words, if the Japanese bureaucrats could be awakened to the fact that Japan is confronted with a crisis, that the old standards and practices of the bureaucracy are inadequate, that government can be operated for the benefit of the people as a whole and not only for the perpetuation of bureaucratic positions, and that now is the time for experimentation, administrative daring and hard work, then they will be well on their way to infusing a spirit of democracy into the bureaucracy.

There are undoubtedly individuals holding the above views within the government at present. The problem is to find them, to encourage them and to aid them in developing followings or fellow leaders. Perhaps the only way that this can be done from the standpoint of SCAP is through individual contact with progressive officials. Perhaps the more forward looking officials in the government could be encouraged to speak and to write in order more widely to spread their views.

When the Japanese government begins to be criticised in the press for sins of commission instead of sins of omission or complete failure to act, then it can be said that the spirit of the bureaucrats has begun to change in the right direction.

The problem of providing adequate training in technical fields is more simple. Perhaps the proper technique for SCAP to undertake is not to hire experts to come to Tokyo (or to Japan) to make surveys and recommendations, but to begin to hire experts to study reports and recommendations already made (in order to familiarize themselves with the Japanese system) and to come here to lecture, to teach and to guide officials on many levels. Here also would be an excellent opportunity to infuse officials with the idea that an essential part of democratic administration is the development of at least a consciousness of a sense of public responsibility.

Undoubtedly many experts connected with SCAP have discussed the above problems with individual Japanese, but such contacts

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cannot be haphazard and unsystematic if only because they have been subordinated to the major assignments of the individuals involved.

Perhaps the ideal system would be to have groups like the Labor Committee, on the completion of their primary assignments, to remain in Japan and to conduct the necessary training programs. But the difficulties of such a system are obvious.

It is recognized that such a program would present many difficulties and that its operation would have to be indeed skillful if it were to succeed, but it would be an additional means by which the attainment of the objectives of the occupation could be attained.

/s/ John M. Maki  
/t/ JOHN M. MAKI  
Governmental Powers Branch

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*Labor*

*PAB*

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 230.05 (21 May 46) ESS/LA

APC 500  
21 May 1946

SUBJECT: Instructions for the Efficient Utilization of Japanese Labor on Occupation Projects.

TO : Commander Naval Activities Japan.  
Commanding General, Eighth Army, APC 343.  
Commanding General, Pacific Air Command, United States Army, APO 710.

1. This letter supplements policy stated in letter, GHQ SCAP, file AG 230 (17 Nov 45) ESS, dated 17 November 1945, subject: "Civilian Labor Employed by Occupation Forces."

2. It is desired that Japanese civilians working for the occupation forces will be efficiently utilized. Appropriate measures will be taken to implement this policy, including the following:

a. Review of labor requisitions by appropriate authority to ensure that such requisitions do not exceed the amount of labor reasonably needed.

b. Limitation in use of labor to productive employment for projects directly concerned with accomplishing the mission of the occupation.

c. Adequate supervision of labor, by dependable Japanese when possible.

3. The Japanese Government may not recruit labor by coercion or compulsory summons except in case of a genuine threat to the security of the occupation forces or a case of grave military necessity.

FOR THE SUPREME COMMANDER:

*J. W. Mann*  
for B. M. FITCH,  
Brigadier General, AGD,  
Adjutant General.

*H.*

*3*



Labor

Reading file

Social Welfare Workers  
in Japan.

OCCIO (OPS)

Govt Sec

9 Jun 46

1. Transmitted herewith is letter from KAWADA, T (Mrs.) to Colonel Rusch, regarding problems of social welfare workers in Japan.
2. Copies being sent to Public Health & Welfare and C I & E.
3. For your information.

Incl:  
as above

E. R. T.

See Pub-OP File  
no 21.

2A

~~3A~~

*[Handwritten signature]*



~~Forwarded~~  
JAK

Labor

PA

GOVT SECT

Conference

G-2, Japanese Liaison  
Section

WBC/CLK/MJE/el

27 Nov 45

Request a qualified representative of the Home Affairs Ministry be ask to report to Lt Col Carl E Erickson, Government Section, Room 615 Dai Iti Building, Friday afternoon, 30 Nov at 1400, prepared to discuss in detail the following topics:

1. Selection, examination, training, promotion, discipline, salary scale, bonuses and personnel procedures involving Hanninkan and Kotokan in the Home Ministry and Ken governments.
2. Steps taken and contemplated by the Home Ministry to reduce personnel by 50%, the classes of officials to be affected and standards for determining discharge.

R. Palmer Post

----- W.B.C. -----

Memo for Record

1. The bulk of Japanese personnel administration occurs in the individual ministries. The information can be ferreted out only summoning responsible officials from the ministries.
2. The cabinet has delegated almost complete discretion to the ministries to manage their 50% personnel reductions.  
Kotokan are higher officials; Hanninkan, lower officials.

MILTON J ESMAN  
2d Lt, TC

FA

as in Pending File

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