GHQ/SCAP Records(RG 331)
Description of contents

THE NATIONAL ARCHIVES OF THE UNITED STATES

(1) Box no. 2244

(2) Folder title/number: (24)
Labor Division Reports

(3) Date: Jan. 1949 - Sept. 1951

(4) Subject:

Classification	Type of record
740	d

(5) Item description and comment:

(6) Reproduction: (Yes) No

(7) Film no.

Sheet no.

GHQ, Civil Service Division

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

LABOR DIVISION MONTHLY REPORT FOR SEPTEMBER 1951

I. Political Developments

Peace and Security Issues

Major Japanese labor organizations and the Japan Socialist Party carried on intense bitter struggles throughout the month of September and the first part of October concerning attitudes toward the peace treaty and the security pact. Early in October, the Central Executive Committee of the Socialist Party announced a compromise position of support for the peace treaty and opposition to the security pact. This stand was later endorsed by the Socialist Diet members. Agreement on this position is known to be only nominal, however, and a special convention of the Socialist Party scheduled to open 22 October will witness a renewal of the bitter battle.

Meanwhile, executive officials of the General Council of Trade Unions of Japan (Sohyo) continued their publicity campaign of opposition to both treaties, and full support of the Socialist "three principles" of over-all peace, opposition to the lease of military bases in Japan to foreign powers, and strict neutrality including opposition to Japanese rearmament. The Democratic Labor Movement Study Group (Minkoren) campaigned with vigor for the diametrically opposed view of full support for and implementation of both treaties. Extraordinary conventions and central executive committee meetings of individual labor organizations will continue to debate these issues.

Legislative and Administrative Issues

Publicity campaigns and minor "struggle" tactics such as strict observance of working rules and schedules, refusals of overtime work, and small orderly demonstrations were stepped up during September and early October in opposition to detrimental revisions of labor laws, the administrative reform and personnel retrenchment in government, rice decontrol and various price increases. A rally for these purposes, and for encouragement to the unions now engaged in wage increase negotiations, sponsored by Sohyo on 20 October was attended by approximately 5,000 persons and completed without any untoward incidents. Activities in these matters will be continued and strengthened in the forthcoming weeks during the current Diet session.

II. Activities of Labor Organizations

Conventions and Meetings

Among the more important conventions and meetings held by major labor organizations, and the more significant actions taken were the following:

The All-Communications Employees Union (Zentei Juso) held its second regular annual convention in Tottori from 22-25 September. Decisions included: (1) affiliation to the Postal, Telephone and Telegraph International, a non-Communist international trade secretariat associated with the International Confederation of Free Trade Unions (ICFTU), (2) reaffirmation by majority vote its earlier announced support of the Socialist "three principles," (3) formulation of a demand for a new base wage of ¥14,000 compared to the present base of ¥7,981, and (4) reelection of non-Communist Mitsuji Nagaoka and Takemaro Hase to office as Chairman and Vice-Chairman respectivaly.

The All-Telecommunications Employees Union (Zen Dentsu) held its second regular annual convention from 7-12 October in Matsuyama. Important actions were: (1) opposition to personnel retranchment in government, (2) continuance of support to the "three (peace) principles," (3) demand for a new basic monthly wage of ¥14,000, and (4) selection of non-Communist officials, including reelection of Hitoshi Kubo and T. Suzuki as Chairman and Secretary-General respectively and new election of H. Ishikawa as Vice-Chairman.

The National Railway Workers Union (Kokutetsu) held a meeting of its Central Committee on 20-22 October. Principle feature of the meeting was a bitter battle between the so-called left-wing faction favoring the "three principles," and the right-wing group led by Kaname Hoshika, a prominant leader of the Democratic Labor Movement Study Group (Minkoren) which opposes the "three principles" and supports the peace and security treaties. The "three principles" were finally supported by a comparatively small margin.

III. Labor Relations

Negotiations were being conducted throughout September and early October on union demands for basic wage increases in major private industry fields of coal, metal mining, electric power, freight transportation and electric equipment and other manufacturing. Strikes were conducted for 24 hours by workers of the Toshiba Electric Manufacturing Company, and for 48 hours by workers of the Furukawa Metal Mining Company. Negotiations are being continued with no important settlements having been reached by mid-month. Short sporadic strikes occurred in the electric power generation and transmission industry and in one coal mining company over disputed issues in renewed labor agreements. Wage disputes involving two public utilities, electric power and freight transportation by the Japan Express Company were referred to the Central Labor Relations Commission for mediation.

Pressure mounted among workers in public corporations and government employees for basic wage increases. Recent policy meetings of government workers unions adopted resolutions demanding revision of the present base wage to new levels ranging from ¥12,000 to ¥14,000 per month. Major developments included:

Coal Industry - Negotiations were begun on 8 October between each of the "Big 8" coal producers and their respective union federations following some six weeks of unsuccessful attempts by the Japan Federation of Coal Mine Workers Unions (Tanro) to negotiate with these companies as a group. Uniform demands for a basic daily wage of ¥841 for pit workers and ¥483 for surface workers have been presented to each company. Present daily rates vary by company and range from ¥456 to ¥505 for pit workers, and from ¥267 to ¥277 for surface workers. Counteroffers by three companies include increases of ¥22 per day for pit workers, and ¥13 to ¥15 for surface workers. Offers by three other companies propose no change in basic rates but suggest increases in attendance and efficiency allowances. These offers have been held unsatisfactory by the unions concerned, and subsequent to their receipt instructions were issued in preparation for strike action. Negotiations are continuing.

Metal Mining - The All-Japan Federation of Metal Mine Workers Unions (Zenkoren) early in September requested group negotiations with the major metal mining companies on its demand for an average basic monthly wage of ¥14,200. Following unsuccessful meetings between the parties, the national union instructed its constituent company federations to continue negotiations on individual company basis. Demands presented to the respective companies revolve around the basic monthly wage for surface workers, and for five of the "Big 6" producers range from ¥13,500 to ¥15,400. On the basis of this plan, basic monthly wages for underground workers would range from about ¥19,000 to ¥22,000. The sixth major producing company has a wage agreement effective until the end of March 1952 but is presently negotiating on union demands for year-end and special allowances.

Electric Power - Conciliation by the Central Labor Relations Commission succeeded in resolving all but one disputed issue in the new labor agreements to be signed by the nine power companies and the Japan Electric Power Workers Unions (Densan). Electrical strikes in the form of refusals of overtime work, etc., were conducted throughout the reporting period. Short stoppages occurred in various power plants and resulted in a one day loss of from six to seven percent of potential power supply. Prospects of settling the remaining disputed issue prior to the next wave of strikes threatened by the union on 30-31 October were reported by the Central Labor Relations Commission to be good.

Mediation by the Central Labor Relations Commission on the Densan wage dispute continued and was reported to have reached the halfway mark by mid-October. No disturbances had occurred nor are any expected on this matter prior to issuance of the Central Labor Relations Commission wage plan.

Electrical Equipment Manufacturing - The Federation of Tokyo Shibaura (Toshiba) Electric Company Workers Unions conducted a 24-hour strike during October in order to press its demands for an average monthly wage of ¥16,140 on the present seven-hour shift compared to the present average basic wage of ¥11,690. The federation rejected counteroffers of ¥13,800, and of a somewhat higher figure on the basis of extension of working hours to seven and one-half hours. Negotiations were being continued following instructions

by the federation to its local unions to prepare for further strike action to be decided upon at a later date.

Harbor Workers - Yokohama Chapters This dispute was settled on 14 October after extended negotiations and a 45-day strike. The union is pressing unfair labor practice charges with the Kanagawa Labor Relations Commission and is preparing its defense in a suit for damages filed by management with the Kanagawa District Court. The dispute concerned retirement allowances, agreements for which have been concluded in all the other ports throughout Japan during the past 16 months.

IV. Labor Education

Labor education conferences were held with educational and publicity directors at the national headquarters of each of the following national unions: Japan Federation of Construction Workers Unions, All-Japan Federation of Department Stores Employees' Unions, National Council of Petroleum Industry Workers' Unions, All-Japan Seamen's Union, National Federation of Chemical Industry Workers Union, and Japan General Federation of Private Railway Workers Unions.

The new techniques in the rapidly expanding educational programs of the experienced Western labor unions were described. Emphasis is placed upon coordination of educational programs with regular membership meetings, special weekly classes, week-end institutes, and summer schools. The use of visual aids and other materials was discussed. National union officers are showing an encouraging degree of interest in the techniques used by the experienced unions and are prepared to expand their educational programs.

V. Employment and Unemployment

Employment Trends

Both the total labor force and number of persons employed dropped in July according to the Japanese Government's labor market survey. The latter decreased to 37,750,000, 210,000 below the June level. Consistent with usual seasonal trends, agricultural employment decreased by one-half million compared with the seasonal peak in June. This decrease was largely among unpaid family workers, 70 percent of whom are women. Nonagricultural employment increased by 290,000 over the previous month. In manufacturing employment which had declined continuously since February, the increase amounted to 100,000, 70 percent of which was in the textile industry. While the number of totally unemployed, not including those receiving employment in the Work Relief Program, increased by 50,000 to 390,000, the over-all employment situation continued stable.

Work Relief

Labor Ministry reports showed no significant change in the employment situation for day laborers registered in the nation's Public Employment Security Offices. While total registration dropped 0.6 percent to 378,038,

the number of persons actually available for work each day increased by almost nine percent to 294,000. Thus, although nonrelief day labor job opportunities increased five percent over July, the average number of days worked by those in the labor market rose only slightly from 20.9 to 21.1 days. Of 256,108 persons eligible for work relief employment 235,963 received at least one day's work in the program which provided 152,021 man months employment in August. In addition, 11 prefectures augmented work relief in their areas by a total of 5,800 man months which were integrated into the national Work Relief Program's referral system but wholly financed by the local governments.

Unemployment Insurance

Regular Unemployment Insurance - Total recipients for unemployment insurance and the number of weeks for which benefits were paid increased slightly in July. Qualified recipients totaled 223,756, 3,426 over June. Benefit weeks totaled 812,967, 36,185 over the previous month, however, still some 676,000 less than in July 1950. Initial claims increased by 4,300 to 43,700. These increases are not of sufficient magnitude to indicate a trend and preliminary reports for August show decreases in most categories to approximately June levels. Claimants drawing benefits against total coverage averaged3.2 percent on a national basis in July.

Day Labor Unemployment Insurance - Initial claims allowed in the day labor unemployment insurance program increased by 15,467 to a total of 128,521 in July, the highest month reported since inception of the program. This peak, however, was only slightly above the former high reached in January 1951. While benefit payments were made covering 624,854 man days in July, preliminary August reports indicated that this figure had dropped again even below the June total of 415,797.

Occupation Force Workers

Total number of indiganous personnel employed by the Japanese Government and utilized by Occupation Force units totaled 232,500 on 1 September, 2,800 below the previous month according to reports from the Special Procurement Agency. Of the total, 219,200 were employed under the U. S. Government-Japanese Government labor service contract. The remaining 13,300 were provided through labor requisition upon the Japanese Government.

VI. Economic Developments

Prices

Reversing the downward trend since May 1951, the August Consumers Price Index increased 6.6 percent over July, reaching 158.6, an all-time high for postwar Japan. The food index increased 10.1 percent, largely attributable to the rise in the official price of rice and other staple foods and seasonal increases in vegetable prices. The total non-food index rose 2.0 percent comprising a 7.2 percent increase in fuel and light resulting from the increase in electricity rates, 2.4 percent in clothing, 1.8 percent in

miscellaneous items, and a negligible increase in housing. From June 1950 through August 1951 the Consumers Price Index increased 28.1 percent.

Wages

August total cash earnings in manufacturing industries were ¥11,572, a decrease of 7.5 percent from July. This decrease in total earnings was expected since July earnings were heavily weighted by unusually high special payments which included large midyear holiday bonuses. August average contract earnings, including overtime but excluding special payments, were 1.6 percent higher than July. From June 1950 through August 1951 contract earnings increased 27.4 percent. On the other hand, total cash earnings in the same period increased 32.6 percent due to the trend towards larger special payments.

10

GS, Civil Service Division

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

LABOR DIVISION MONTHLY REPORT FOR AUGUST 1951

I. Political Developments

Peace Issues

The Japanese Labor Ministry on 29 August publicized its advice to the All-Japan Automobile Workers Union (Zen Jidosha) that any strikes in opposition to the peace treaty signed at San Francisco, or to its ratification, would be deemed illegal dispute actions outside the protection of labor legislation. No such strikes occurred during August nor were any expected to occur solely on this basis.

Representatives of some 30 labor, religious and political groups in Japan met on 28 July and established a National Council for Accaleration of Peace (Heiwa Sokushin Kokumin Kaigi). Principal sponsors of this council were individual leaders of the General Council of Trade Unions of Japan (Sohyo), the Japan Buddhist Society, the Christian Friendship Society, the Japan Socialist Party and the Japan Labor-Farmer Party. Most outstanding activity conducted by the council to date was the sponsorship of a rally and parade at Yasukuni Shrine in Tokyo attended by approximately 15,000 persons on 1 September. Communist participation in this demonstration was officially rejected by the sponsors and minimized by their action in roping the compound and inspecting the identities of those seeking admission. No incidents of violence resulting in injuries or arrests were reported. Placards displayed at the compound incorporated the Socialist Party's "three principles" of over-all peace, opposition to the lease of military bases in Japan to foreign powers, and strict neutrality including opposition to Japanese rearmament. Also sloganized were demands for protection of the Japanese Constitution, total opposition to war and the use of force and violence, and for protection of the freedoms of speech and assembly. The rally concluded by adopting a resolution stating in effect: "We will attempt to establish non-armed Japan as a pioneer in world peace. We will reject reckless rearmament and any military pacts between Japan and any foreign country. We oppose the peace conference in San Francisco."

Opposition on the part of labor unions to the Socialist "three principles" took even more definite shape with the public announcement during the first days of September of the formation of the Democratic Labor Movement Study Group. Three action principles have been endorsed by this group: (1) independence from domination by any specific political parties, (2) positive cooperation with the non-Communist International Confederation of Free Trade Unions, and (3) fuller education of rank and file union members upon economic, organizational and other nonpolitical aspects of trade unionism. Erroneously represented in newspaper reports as a separate labor organization, this study group consists at present of individual leaders and prominent members of six national labor organizations: the new General Federation of Japanese Trade Unions (Shin Sodomei), the Japan Electric Power Industry Workers

Union (Densan), the All-Japan Shipbuilding Workers Union (Zen Zosen), the Japan Federation of Textile Industry Workers Unions (Zensen), the National Railway Workers Union (Kokutetsu), and the All Printing Agency Workers Union (Zen Insatsu). Some leaders of four other national labor organizations are known to be sympathetic to the above described principles, and desirous of participating in their realization. Included in this group are the Japan General Federation of Private Railway Workers Unions (Shitetsu Soren), the Japan Seamen's Union (Kaiin), the Japan Coal Miners Union (Tanro), and the Japan Teachers Union (Nikkyoso).

Depurge of Labor Officials

Applications for release from the labor purge of 14 persons formerly minor officials of labor control associations were favorably acted upon by the Labor Ministry during August. Of the 74 applications for depurge filed, 73 have been approved, and one remains under consideration by the Ministry.

II. Activities of Labor Organizations

Conventions and Meetings

Among the more important conventions and meetings held by major labor organizations, and the more significant actions taken were the following:

The National Federation of Textile Industry Workers Unions (Zensen) held its sixth regular annual convention from 10-15 August which: (1) rejected support of the Socialist Party's "three principles" by a vote of 260 to 232, (2) recognized the formal affiliation of the National Federation of Raw Silk Workers Unions (Zensanshi) with approximately 21,000 members, making the total membership of Zensen about 310,000, (3) increased the per capita fee to the national union headquarters from ¥7 to ¥12 per month, and (4) voted to support industrial unionism and strengthen the new General Federation of Japanese Trade Unions (Shin Sodomei). Non-Communist Minoru Takita and Isamu Saito were reelected chairman and secretary-general respectively. Two newly elected vice-chairmen, Yoshijiro Occhi and Tsuneo Takayama, are identified as rightists.

III. Labor Relations

Labor relations developments during August were considerably more active than during July and constituted the beginning of the so-called "fall offensive." Demands for basic wage increases were pressed by six major unions representing government employees, two representing employees of the railway and monopoly public corporations, and six others representing workers in the major private industry fields of coal and metal mining, freight transportation, electric power generation, and cotton textile and chemical manufacturing. Demands were being formulated by three other unions of workers in shipbuilding, iron and steel, and automobile manufacturing. Although these negotiations are being conducted simultaneously, there has not yet been evidence of any over-all coordination in tactics or strategy of these struggles.

Major developments at month's end included:

Wage Demands in Private Industry - Six national unions representing a total of approximately 800,000 workers are currently negotiating wage demands as shown in

the following table. Three of these (Tanro - Japan Federation of Coal Mine Workers Union; Densan - Japan Electric Power Workers Union; and Zenkoren - National Federation of Metal Mine Workers Union) have by recent action delegated to their Central Executive Committees authority in directing strike action. Densan on 27 August filed for mediation by the Central Labor Relations Commission.

Table

Union	Members	Average Basic Wage Present	Average Basic Wage Demanded
Japan Express	108,000	¥10,700	¥14,500
Electric Power	125,000	10,389	15,584
Metal Mines	70,000	8,300	14,200
Coal - Surface	310,000	10,000	11,287
Underground		13,500	17,766
Chemicals	30,000	13,000	15,500
Cotton Textiles	150,000	(5,809	9,450
(Varies by company)		(7,800	10,510

Three other national unions, representing approximately 150,000 workers in shipbuilding, iron and steel, and automobile manufacturing, are now engaged in formulating wage demands to be presented in the immediate future.

Wage Demands for Government Workers - Six national unions, representing about 1½ million government employees, are pressing for establishment of a new average base wage of ¥12,000 per month. Present average basic wage for this group of workers is ¥7,900. Various tactics of sit-down strikes by executives of the unions, refusals of overtime work and absenteeism have been employed and may be expected to continue.

On 20 August the National Personnel Authority announced a recommendation of an average basic wage of ¥11,263 per month for government office workers. Unions included in this group are: The All-Communications Employees Union (Zentei), the All-Japan Telecommunications Employees' Union (Zen Dentsu), the National Council of Local and Municipal Government Workers Unions (Jichi Rokyo), the Japan General Federation of Local and Municipal Government Workers Union (Jichi Roren), the Japan Teachers Union (Nikkyoso), and the National Federation of Government Office Workers Unions (Zen Kanko).

Wage Demands for Public Corporations - The National Railway Mediation Committee on 5 June proposed an average monthly basic wage of ¥10,824 for the 1951 fiscal year. This proposal was accepted in principle by both the union and the corporation but has not been put into effect pending action by the Diet on a supplementary budget for the corporation. The union has threatened "use of force" through such tactics as strikes by clerical workers, refusals of overtime work, etc. Present average basic wage for railway workers is ¥8,700.

Employees of the Monopoly Corporation demanded a new average basic wage of ¥11,800 effective 1 July, an increase of ¥3,900 above the present level. The mediation plan announced 25 August proposed a new rate of ¥11,093. Attitudes of the parties to this proposal have not yet been announced nor has any action been taken to implement the award.

Woolen Textile Industry - Settlement was reached 18 August in the two and a half month old dispute over the union's demand for a monthly wage of ¥4,700 for beginner workers, effective 1 April, and maintenance of the food deduction of ¥1,050 per month. Conciliation by the Central Labor Relations Commission requested by both parties failed early in July and was followed by a series of 24-hour strikes conducted by various local unions on 11, 18 and 20 July and 6 August. Management's offer finally accepted by the union provided a beginner wage of ¥4,350 and an increased food deduction of ¥1,260 per month, effective 1 June, and immediate payment of a onetime special allowance of ¥2,000. The settlement covers about 29,000 members of the National Federation of Wool Industry Workers Unions employed by 14 companies.

Harbor Workers - Management tactics against the Tokyo Chapter of the All Japan Harbor Workers Union (Zen Kowan) succeeded in destroying the local union and forcing settlement of the dispute concerning retirement allowances and a summer bonus. Utilizing various threats and persuasions, management had induced nearly half of the chapter's approximately 560 members to withdraw from union membership. On 20 August the Tokyo Chapter and the national union jointly filed unfair labor practice charges with the Tokyo-to Labor Relations Commission. Management immediately thereafter filed with the Tokyo District Court a suit for damages incurred as a result of the allegedly illegal strike conducted by the union in late July and early August, and named as defendants 316 individual workers who had not yet withdrawn from union membership. Failure by the Tokyo-to Labor Relations Commission to promptly investigate the unfair labor practice charges or to make any progress in conciliating the dispute, coupled with continued pressure from management, induced additional workers to resign from the union. Finally on 3 September, officers of the remnant of the union accepted management's offer of a retirement allowance of ¥48,000 plus or minus 10 percent in various companies after five years' service, and a summer bonus of ¥6,000 to ¥6,500. In return for management's cancellation of its court suit, the Tokyo Chapter also agreed to withdraw its unfair labor practice charges.

Meantime, the national union headquarters has re-filed unfair labor practice charges on behalf of individual members of the Tokyo Chapter. It is also considering expulsion of leaders and members responsible for the total sell-out to management, and reorganization of the local union.

The Yokohama Chapter is facing considerable difficulty in settling its dispute concerning retirement allowances, primarily because of the unfavorable developments in the case of the Tokyo Chapter. Collective bargaining and an ineffectual mediation attempt by the Kanagawa Labor Relations Commission at the request of management had brought the union demand down to ¥62,000 from its original figure of ¥100,000 after five years' service, and produced a management counteroffer of ¥50,000 prior to the Tokyo settlement. The Yokohama Chapter went into an indefinite strike on 30 August. Following the Tokyo settlement, management in Yokohama dropped its offer to ¥47,000 and has been employing nonunion crews and barges from Tokyo to break the strike by the Yokohama Chapter. Further conciliation efforts by the Kanagawa Labor Relations Commission had failed to produce any results by the end of the reporting period.

IV. Labor Education

Summer Labor Schools

Reports received from prefectural labor officials and staff observations at summer labor schools being conducted in each prefecture for local union officials and members indicate interest and participation by the attendants exceeding that of previous years. This was especially evident in the industrially organized areas such as Aichi and Osaka prefectures, in the latter of which applications from prospective students far exceeded the capacities of the classes. Schools have been conducted at several localities throughout each prefecture, and in most prefectures the full schedule of classes will not be completed until the end of October.

Labor Ministry Exhibition

The annual exhibition of the Labor Ministry for educating the general public in the services of the various bureaus of the Ministry was opened in the Tokyo Department Store, Shibuya, on 29 August. Instead of presenting a simple study of the nature of the services rendered by the bureaus, a special theme, "Self-Supporting Economy and Labor Problems," was developed and the service of the respective bureaus mentioned incidentally in connection with the social legislation and labor relations which contribute to higher productivity. The following matters were explained through 110 kinds of exhibits:

a. The general idea of a self-supporting economy.
b. Productivity increase, a key to economic self-sufficiency.
c. Better labor-management relations, a prerequisite to higher productivity.
d. Protective labor legislation, a factor in better labor relations and greater productivity.
e. Rationalization of personnal management - training-within-industry, etc.
f. Agencies effective in administering unemployment relief.
g. Functions of the International Labor Organization.

The technique of presentation as well as the general theme of this exhibition reflected the recent change in emphasis in the Ministry's educational approach. A growing tendency has been observed among governmental labor officials, both local and national, of stressing fringe benefits and activities of unions such as welfare, cultural and recreational activities, labor banks, consumer cooperatives, industrial safety, etc., and avoiding discussion of the basic economic aspects of trade unionism.

Staff Field Work

Staff visits during the months of June, July and August to encourage and further the labor education program of unions have been concentrated in the industriall strategic prefectures in the Kanto, Kinki and Chugoku Regions. Each visit has included programs with at least two of the most important unions in the locality, usually in heavy industry. Included among recent contacts are: the Fuji Iron and Steel Company, the Mitsubishi and Sumitomo Electric Companies, the West Japan and Toyo Heavy Industry Companies, the Japan Steel Tube Company, and the Tamano Engineering Works.

The Labor Division has given particular attention during the past several months to the needs and problems of the education directors of the local and national unions. Many leaders have recognized the value of the large numbers of visual aids and other educational materials already prepared by the Labor Ministry and are seeking to expand the scope and effectiveness of their use in promoting rank and file interest in economic trade unionism. In conferences with these officials and in regular programs with rank and file union members the purposes, content and techniques of labor education are demonstrated and discussed. Encouragement has been given unions in developing labor education materials of their own to supplement that available from the Labor Ministry and other sources. Substantial progress in this regard has been made by the National Railway Workers Union (Kokutetsu), the All-Japan Express Workers Union (Zen Nittsu), the National Federation of Metal Mine Workers Union (Zenkoren), the Federation of Iron and Steel Industry Workers Unions (Tekko Roren) and the Federation of Raw Silk Workers Unions (Zensanshi).

V. Employment and Unemployment

Employment Trends

Total employment continued to rise in June, reaching 37.75 million. Following usual seasonal trends, increases occurred in agricultural employment which totaled 18.4 million and accounted for the entire increase. Nonagricultural industrial employment which had exhibited a downward trend since February continued to decline, decreasing from 19.62 to 19.35 million in June. Paid nonagricultural employment likewise dropped from the February high of 13.25 to 12.85 million. Unemployment dropped 10,000 to 340,000, not including those individuals who were given employment by the work relief program.

Work Relief

Total registrants for day labor employment at Public Employment Security Offices remained virtually stable at 380,440 in July. Average number of workers available for employment each day also remained constant at 270,500. Although the level of work relief employment provided by the National Work Relief Program increased by 8,200 man months in June to 146,607, because other employment opportunities decreased, those seeking work through the PESOs received 20.9 days employment in July, identical to the amount worked in June. Private employment provided 7.3 days of the total, two days less than in the previous month. Local work relief programs operated in varying sizes by local government agencies, offered only 5,700 man months employment, 7.9 percent below June. Out of the total of 256,157 registrants determined qualified to receive employment on work relief projects, 232,900 worked at least one day in the program.

Day Labor Demonstrations

Group actions of various sorts directed at PESOs and offices of prefectural and city governments increased sharply in July to a total of 676, 232 more than in June. Demands continued to be largely for full employment, revision of the system of determining the workers' eligibility to receive work relief and for change in practices of referring workers to work relief projects on a daily basis. Demonstrations caused directly or indirectly by Communists increased by 91 to a total of 307. Mass actions on the part of leagues or unions of the unemployed not under

Communist domination also rose from 139 to 253. The Labor Ministry estimated that a total of over 30,000 persons participated in July's demonstrations, approximately 18,000 in those instigated by the Communists.

Unemployment Insurance

Regular Unemployment Insurance - The number of recipients for unemployment insurance and the total weeks for which benefits were paid continued to decline in June. Total benefit dropped from ¥866,671 to ¥776,782; total recipients from 233,421 to 220,510. While the initial claim for June also declined from 42,109 to 39,336, preliminary reports indicated the possibility of a sharp increase in initial claims for July. For the first time since inception of the unemployment insurance program the number of workers covered exceeded six million. The percentage of claimants drawing insurance against the total number covered averaged 3.1 percent, a drop of .4 percent from the previous month and the lowest average since July 1949 when the program was not yet fully established nor clearly understood by the nation's workers. Variations from the national average among prefectures stabilized considerably in the past year. Only Kagoshima remained consistently a depressed area with 12.4 percent of those covered by the program drawing benefits.

Day Labor Unemployment Insurance - Initial claims allowed under the day labor insurance program decreased from 118,900 to 113,000 in June. In May, insurance payments covered 550,685 man days; in June, 415,797.

Occupation Force Workers

The number of Japanese utilized for the benefit of the Occupation Forces dropped during the first month in which United States Forces employed labor furnished by the Japanese Government on a reimbursable basis. Total supplied United States Forces under the labor service contract dropped from 227,900 to 221,700 between 1 July and 1 August. On the latter date a total of 13,700 persons were still employed on the old nonreimbursable basis of labor requisitions served upon the Japanese Government. That figure represents an increase of approximately 1,300 during the month. The vast majority of workers employed on labor requisition were utilized by Occupation powers other than the United States.

VI. Economic Developments

Prices

The Consumers Price Index for July (149.0) showed virtually no change over June (148.9) in contrast with the decline noted from May to June. The food index in July increased 0.2 percent while the non-food index was constant. Of the non-food components, housihg increased 2.9 percent and fuel and light 1.7 percent, while clothing declined 2.5 percent, reflecting the ready availability of textile products on the domestic market. From June 1950, the outbreak of the Korean War, through July 1951, the Consumers Price Index had advanced 20.4 percent.

Wages

July average monthly cash earnings in manufacturing, including special payments were ¥12,504, an increase of two percent over June. As in the preceding month, total earnings were abnormal because of the inclusion in the special payments of an

unusually high midyear holiday bonus. In contrast with special payments in July 1950, which were 7.7 percent of total earnings, special payments in July 1951 were ¥2,179 or 17.4 percent of total earnings. It is estimated that this year midyear holiday bonuses paid in June and July combined averaged between ¥2,500 and ¥3,000 per worker.

Contract earnings which include overtime but exclude special payments were ¥10,325, an increase of only one percent over June. From June 1950 through July 1951, contract earnings have increased 25.3 percent.

Minimum Wages

On 20 July 1951, after nine months of deliberation, the Central Wage Committee, appointed in November 1950 and comprised of equal representatives from public, management and labor, announced its preliminary findings with regards to minimum wages. The Committee stated that it was not feasible to institute a general minimum wage applicable to workers in all industries at this time. It recommended, therefore, that a dual standard be established, one to cover workers in general industries and the other to cover workers in low wage industries to whom the application of a general wage minimum would be difficult.

The Committee also stated that because of the present status of the Japanese economy, it recognized that further careful study of a minimum wage system was necessary before a minimum wage for workers in general industries could be established. Since such a study would involve considerable time, it recommended that minimum wages for workers in low wage industries be established first and that a study of a minimum wage system for industrial homeworkers be instituted as soon as possible.

In order to enable the Committee to select the low wage industries for which it would recommend minimum wages, the Labor Ministry was requested to conduct special wage surveys. Work was begun by the Ministry in August and data should be available for presentation to the Committee by the end of September. In the interim, the Committee is deliberating on problems of basic policy relating to methods of minimum wage calculation.

VII. Operating Programs

Women's and Minors' Bureau

On 22 August the Labor Minister appointed Miss Taki Fujita as Director of the Women's and Minors' Bureau to succeed Mrs. Kikue Yamakawa who resigned on 30 June. Miss Fujita's appointment has been favorably received by all of the women's groups since she has long been among the women leaders who have sought to improve the social and economic status of Japanese women. After graduating from Joshi Eigaku Juku College in 1920, Miss Fujita attended Bryn Mawr College in the United States, graduating in 1925. Since 1925 she has taught at her Alma Mater which is now called Tsuda Juku University, attaining the position of Professor of English and History in 1948. Miss Fujita has made two additional trips abroad for study, once in 1935-1936 to the United States and Europe, and again in 1949 to the United States. She is familiar with the problems of the Women's and Minors' Bureau having served as

chairman of its advisory committee from 1948 to 1949. She has also served both as president and vice-president of the Japan League of Women Voters.

Labor Standards Bureau

Involuntary Servitude - Under the Labor Standards Law enacted in March 1947, all forms of forced labor as well as former feudalistic practices leading to involuntary servitude are prohibited. Although in the main the practice of so-called "child selling" or "human traffic" has been largely eliminated, there have been vestiges of the practice, particularly among the poor farm families of the Kanto and Tohoku districts. In order to eliminate this evil the Labor Standards Bureau in 1948 instructed their local and prefectural offices to institute a vigorous policy of prosecution against brokers who served as intermediaries between the parents and prospective employers.

From 1948 to July 1951 the Labor Standards Bureau has referred 137 cases involving 181 brokers to the procurators' offices for action. These brokers were charged with serving as intermediaries in the illegal placement of 1,403 persons, mostly women and minor workers. Of the 137 cases referred to the procurators, 81 were prosecuted, 14 were dropped, primarily on the ground of insufficient evidence, and 42 are still awaiting referral to the courts. Of the 81 prosecuted cases, 54 resulted in sentences of imprisonment by the courts; 22 in fines of which nine were imposed by the courts and 13 by the procurators; five cases are still pending court decision.

The Labor Standards Bureau's inspection data showed that of the 1,403 persons who had been illegally placed, 90 percent were employed in the textile industry, agriculture and in restaurants or hotels, usually under terms of involuntary servitude. Concerned over the recent rise in this type of violation, the Labor Standards Bureau has recently instructed its field offices to: (a) intensify the educational program in agricultural villages in order to familiarize the community with the provisions of the Labor Standards Law and to develop public opinion against continuance of the feudalistic practice, (b) institute a more vigorous inspection and prosecution policy, and (c) cooperate with other public and private agencies concerned with the problem.

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

LABOR DIVISION MONTHLY REPORT FOR JUNE 1951

I. Political Developments

Peace Issue

Opposition among labor unions to the "three principles" began to take more definite shape with the announcement in the latter part of June of a movement led by three former officials of the National Railway Workers Union (Kokutetsu). Temporarily called Shinsei-Mindo or Saiken-Mindo, this group represents individuals who advocated rejection of the "three principles" and the adoption of political action programs independent of influence or control by any specific political party. Sponsors include T. Saito, K. Hoshika, and E. Kato, respectively the former chairman, vice-chairman and secretary-general of Kokutetsu, who were replaced at the national convention held in May, and eleven local union officials, some of whom were former members of national committees in the union.

Officials of several other labor organizations have expressed interest in, and support of, this movement. Foremost among these is Sasshin Domei, the remnant of the former General Federation of Japanese Trade Unions (Sodomei), which at its convention in May took a definite stand in favor of "separate peace," collective security and rearmament. Others include the Japan Miners' Union (Nikko), a member of Sasshin Domei, the All-Japan Shipbuilding Workers' Union, (Zen Zosen), the Japan Federation of Textile Industry Workers' Unions (Zensen) and the National Council of Local and Municipal Government Workers Unions (Jichi-Rokyo).

The general pattern of formal union attitude toward the peace problem remained unchanged, however, as three out of four major national unions holding policy meetings during June announced support for the "three principles." Conventions of the Japan Federation of Private Railway Workers' Unions (Shitetsu Soren), and the All-Japan Express Company Workers Union (Zen Nittsu), and a central executive Committee meeting of the All-Japan Communications Employees Union (Zentei Juso), affirmed or reaffirmed this policy. The convention of the fourth union, Jichi Rokyo, refused to support the "three principles," but did not adopt any alternate position on the matter. Each of the four also affirmed support for the International Confederation of Free Trade Unions (ICFTU).

Revision of Legislation

Labor voiced general criticism and opposition toward the government on the proposed revisions of labor laws, reduction in government personnel, and increases in rice price and electric power rates. Resolutions were adopted urging "favorable revision" of the National and Local Public Service Laws and the provision of funds for fulfillment of the national railway mediation award. Pressure for wage increases and summer bonuses mounted among government workers. In the absence of detailed proposals on many of these issues, specific action programs have not yet been fully formulated by the unions concerned. Increased attention to these matters will be developed in the immediate future.

Depurge of Labor Officials

Labor has exhibited little reaction to the release during late May and June of 45 former officials of the Labor and Industrial Patriotic Associations (Romu Hokoku Kai and Sangyo Hokoku Kai). It is reported that these individuals have shown no intention or desire to assume any active part in the present labor movement. Applications for depurge are being received from others of the total of 21,195 persons affected by the labor purge, and are being screened by the Labor Ministry.

II. Activities of Labor Organizations

Conventions and Meetings

In addition to the decisions on political matters reported above, other convention actions of significance were as follows:

The Japan Federation of Private Railway Workers' Unions (Shitetsu Soren) held its eighth national convention at Matsumoto City on 25-27 June. Most important action was the rejection of the wage mediation plan issued by the Central Labor Relations Commission on 31 May, and announcement of a strike schedule in support of its demands. Two of the top officers were reelected: T. Fujita and T. Horii as chairman and vice-chairman respectively. Two others newly elected are J. Hida, (former general secretary) as vice-chairman, and T. Nagayasu as general secretary. All are non-Communist.

The All-Japan Express Company Workers' Union (Zen Nittsu) held its sixth national convention at Shiobara on 20-22 June. Plans were formulated for a drive to raise basic wages to ¥14,000 per month from the present level of ¥10,600. Elections returned three non-Communist officers to top union jobs: Z. Mori, H. Uno, and I. Ishido as chairman, vice-chairman and general secretary respectively. Newly elected as a vice-chairman is I. Araya, also non-Communist.

The National Council of Local and Municipal Government Workers Unions, (Jichi Rokyo), non-Communist union of local government employees, held its third regular convention 15-16 June at Niigata. This convention formulated a new wage demand for a base of ¥12,000, opposed the retrenchment of government personnel, and demanded revision of the Local Public Service Law. It also voted to affiliate with the International Federation of Public Employees Unions, a non-Communist international trade secretariat. H. Urabe was reelected chairman. Other top officers are T. Asaba and S. Ikejima, vice-chairmen, and E. Matsumuro, secretary-general.

The Kanto District Electric Power Distribution Labor Union (Kampai), independent union of employees of the former Kanto Haiden Company, convened on 16-17 June at Kofu in its second regular convention. The union voted to change its name to Tokyo Denryoku Labor Union in keeping with the reorganization and re-naming of the company and to amend its constitution to accommodate necessary changes. Other resolutions demanded that power rate increases be minimized, and management rescrutinize the qualifications of its own key personnel. Named as chairman and vice-chairmen were T. Katayama, S. Ozuka and S. Hatae.

The All-Japan Communications Employees Union (Zentei Juso) held the second regular meeting of its Central Committee at Kaminoyama on 15-18 June. The most important action was a majority vote for affiliation to the ICFTU, thus finalizing a matter which had been left pending by the last union convention. Another important decision concerned sending a delegate to the annual conference to be held in Stockholm in August of the Postal, Telephone and Telegraph International, an ICFTU-supported international trade secretariat.

III. Labor Relations

Labor relations during June continued relatively calm as many unions were preoccupied with convention activities and other problems of organization and union policy. Such strikes as did occur concerned economic issues and generally followed legitimate efforts to resolve disputes through collective bargaining or other peaceful procedures. Individual plants in rayon textile, chemical fertilizer, coal mining, movie and transportation industries were affected by short stoppages, none of which assumed serious proportions.

Several difficult problems arose in three labor disputes involving workers employed on procurement demand or other work for the Occupation. Two of these cases concerned wage increase demands by workers of the Fuji Automobile Company, operating the Oppama Ordnance Plant, and the Mitsubishi Yokohama Dock, doing ship repair on procurement demand. The third involved welfare fund payments to employees of the Japan Cargo Tally Corp. who handle Army as well as commercial water cargo. All involved refusals by management

to discuss non-classified information concerning their Army contracts on the false grounds that Army instructions prohibited them from doing so. Clarifications were obtained and managements instructed to correct their false statements concerning Army requirements. Although none of these cases were settled at month's end, no disruptions prejudicial to Occupation interests were imminent.

Important developments during the month included:

National Railways - Following the Kokutetsu convention vote on 8 June accepting the wage mediation plan, the National Railway Corporation on 15 June announced its acceptance of the principles of the plan and pledged its efforts to secure Diet approval of appropriations to cover the costs of its enforcement. No formal action has yet been taken by the government in this matter.

Private Railways - Rejection by the Federation of the Central Labor Relations Commission mediation plan was based on three principle factors: (1) Acceptance by the National Railway Corporation of the principles of the mediation plan which would boost basic wages of Kokutetsu members by 28-29 percent; (2) Indefiniteness of the CLRC proposal which simply suggested individual negotiations using 14 percent as a "standard," and in effect left matters as unsettled as they were when the case was first submitted to the Commission; and (3) Anticipation of passenger and freight rate increases which would provide additional revenue to the companies. Management meantime declined the plan without comment. Evidence of the Federation's desire for peaceful settlement is contained in its call for further negotiations, and its restraint from exercising the right of strike which has legally existed since 27 April. Present strike plans call for two waves of 24-hour stoppages affecting western Japan on 22 and 30 July and eastern Japan on 23 and 29 July unless satisfactory settlements are reached in the interim.

Cotton Textiles - An agreement signed on 11 June between the Japan Textile Association and the Cotton Spinning Department of Zensen provided a new basic wage, effective 1 April, of ¥4,270 for beginners, an increase of approximately 36 percent above the former rate. It also provided a monthly food deduction of ¥1,350, an increase of ¥180 or about 15 percent. The union's original demand was a basic wage of ¥4,600 and no increase in food deductions.

Wool Textiles - Delegates representing some 30,000 workers in 14 local unions voted on 2 July to reject the conciliation plan issued by the CLRC on 26 June. The unions had demanded a basic monthly wage for 16-year-old beginner workers of ¥4,700, effective 1 March, and retention of the food deduction at the present level of ¥1,050 monthly. Conciliation was requested by the unions on 12 June after rejection of management's offer of ¥4,150 with

no retroactivity, and an increased food deduction of ¥1,290 per month. The CLRC plan rejected by the unions had proposed a beginners' wage of ¥4,350 effective 1 June, and the increased food deduction of ¥1,290 demanded by the companies. Thirteen of the unions are scheduled to go on a 24-hour strike on 11 July, and are reported confident of winning further concessions. The one local union rejecting the strike call represents workers of the Nihon Keori Company.

Synthetic Chemical Textiles - Negotiations being conducted by the unions with the four major rayon producers individually broke down on 9 June. A joint petition for conciliation was submitted to the CLRC by the four unions on that date. The unions were demanding a beginners' wage of ¥4,500 for a scheduled 8-hour shift including 45 minutes for lunch time. One of the companies, the Asahi Chemical Company, presently observes the demanded shift schedule; the others have 8-hour shifts, exclusive of lunch time. The CLRC plan issued 20 June proposed a rate of ¥3,970 for 7½ hours actual work and of ¥4,350 for 8 hours, retroactive to 1 May. Some 15,000 workers of the Toyo Rayon Company voted to reject the plan, and staged an 8-hour strike on 29 June. Further strikes have been postponed pending outcome of further conciliation being undertaken by the Labor Ministry.

Silk Workers - Negotiations undertaken by national union officials on 9 May on behalf of workers in 178 companies were broken off on 4 June by the virtual refusal of managements to recognize national union officials as collective bargaining representatives. Demand of the union was for a beginner rate of ¥155 per day during the first month of employment, with gradual increases up to an average for women of ¥230 per day after three months. Management had made no definite counteroffer on beginner rates, but had proposed a monthly rate of ¥3,500 after three months employment, and a food deduction of ¥1,350. Compared with the present rate of ¥3,200, and food deductions of ¥1,170, management's offer amounts to a net monthly increase of ¥120, or approximately 6 percent. The unions have scheduled a 72-hour strike on 16-18 July against six leading companies, and are considering filing unfair labor practice charges against the companies for refusal to accept their designated bargaining representatives.

IV. Labor Education

Five regional bloc labor schools sponsored by the Labor Ministry for the training of prefectural labor officials in the techniques, methods and content of labor education programs were completed during June. Staff members gave guidance and assistance in the preparation of curricula, and participated in the sessions of each of those schools. Observation and reports received subsequently, indicate greater accomplishment in terms of material presented and more enthusiastic reception than has been achieved in similar training

courses presented in years previous. All concerned are agreed that a major factor in this improvement is the expanded use, quantity and quality of audio-visual educational materials such as movies, slides, turnover tables, phonograph records and kamishibai. Prefectural officials trained in these schools are in turn completing plans for similar schools to be conducted in each prefecture for other local government officials and for local labor leaders, rank and file union members, and employers, during the remaining summer months. Primary emphasis is being placed upon training local union education directors in the planning and conducting of labor education programs for local union members on their own initiative without too much dependence upon government officials. Similar advice and training is being given education directors at the national union level by the Labor Ministry and by staff members in regular conferences and routine contacts.

V. Employment and Unemployment

Unemployment Insurance

Because of the favorable trend in employment during the past few months, the unemployment insurance reserve fund has increased to about 10 billion yen, the highest level since the beginning of the program in 1947. The Labor Ministry therefore is contemplating a cut in the premium rate (now 2.2 percent of the payroll) to take effect in the next fiscal year. Amount of the cut has not yet been determined.

Work Relief

Labor Ministry reports for May showed a 1.7 percent decrease in total active labor job applicants in the nation's PESOs, to 386,944. However, the average number of persons available for work each day increased 3.6 percent to 288,200. This group was provided an average of 20.6 days of work during May, 7.5 of which were on jobs with private industry or public works and the balance under the Work Relief program. The number of individuals who received some employment on work relief during the month remained constant at approximately 234,500. Among the prefectures, Kagoshima provided the least number of days of work, 15.4; Shizuoka the most, 24.3. Although this range is still large, the attempts by the Labor Ministry to keep all prefectures on a uniform basis is beginning to show results. The lowest prefecture has a higher level of employment now than did the top prefectures in the early days of the program. The Work Relief program provided 138,110 man months of employment in May.

Day Labor Demonstrations

The number of day labor demonstrations continued to decrease in May. Cases totalled 466,124 less than the previous month and the lowest

number reported for the year. No new trends in the type of mass action or in the demands made by demonstrators was manifested during the month.

Occupation Force Workers

The number of Japanese labor utilized for the benefit of the Occupation Forces increased by approximately 3,000 to a total of 300,107 persons, continuing a trend manifested in past months. The increase was divided among all major categories except dependent housing employees. That total continued to deline to 24,087, a decrease of 544 as compared to the previous month.

Personnel Reduction

Labor Ministry Officials reported that the number of personnel for the Ministry as well as other government agencies has been frozen at the actual strength as of 12 June. This means that no office will be allowed to fill vacancies beyond that level. The action is reported to be anticipatory to an over-all cut of 20 to 30 percent in government personnel, as well as a 20 percent cut in operating expenses for the fiscal year.

Placement of School Graduates

By the end of April, a high percentage of spring school graduates desiring employment had been placed in jobs by the Public Employment Security Offices. The general situation in employment of school graduates is considerably more favorable than in 1950.

VI. Economic Developments

Prices: Continuing its upward climb the urban Consumers' Price Index reached 154.5 in May, an increase of 3.2 percent over April. Both the food and non-food components of the index increased by the same amount, 3 percent. Seasonal decreases in some items were offset by seasonal increases in others and somewhat by official price increases and decontrol. The largest advance was in miscellaneous items, 6.0 percent, reflecting primarily the decontrol of periodicals. Clothing advanced 1.3 percent, housing 0.1 percent and fuel and light declined 1.4 percent. From June 1950 through May 1951 the Consumers' Price Index increased 24.8 percent.

Wages: Increases in cost of living in the past three months have outdistanced increases in earnings which have remained fairly stationary. May average monthly cash earnings in manufacturing were ¥10,301, virtually the same as in the preceding month (¥10,317). However, total hours worked in May (188.3) were 12.2 hours less than in the preceding months, the shorter number

of work days in April being reflected in the May data. From June 1950 through May 1951, earnings have increased 18.0 percent as compared with the 24.8 percent increase in consumers' prices.

VII. Operating Programs

Training Within Industry

During the first month of the contract between the Labor Ministry and Training Within Industry, Inc. an institute in Job Instruction Training was conducted in Osaka and one in Job Relations Training in Yawata (Kyushu). Institutes were preceded by discussions between Labor Ministry officials, TWI experts and company officials to set up installation plans for the training programs in plants.

International Association of Public Employment Services

The two Japanese observers at the annual convention of the International Association of Public Employment Services, held in Rapid City, S. D. 5-8 June, were cordially received by the delegates. The president of the Japan Employment Service Association was asked to speak at the convention. Official word has not been received concerning affiliation of the Japanese with the international body.

Vocational Training

A special vocational training center for tuberculosis convalescents has been established by the Labor Ministry in conjunction with the national tuberculosis hospital in Kobe. Formal opening of the center will take place early in August. This is the first training center of its type in Japan.

Apprenticeship Program

The stimulus given to the apprenticeship program by the visiting expert on apprenticeship, together with the work performed by the newly appointed apprenticeship consultants, has had results as evidenced by the statistical data released by the Apprenticeship Section, Labor Standards Bureau. As of 20 May 1951, 2,805 establishments were authorized to employ apprentices and of these, 2,480 had actually instituted apprenticeship programs covering 13,001 apprentices. This compares with 1,765 authorized establishments and 8,275 apprentices as of 31 December 1950. Apprentices were employed in 23 major industries. Among the industries employing more than 1000 apprentices were: transportation equipment - 2,844; special trade contractors - 2,278; textile mill products - 1,314; machinery - 1,285; and electrical machinery and equipment - 1,247.

GS, Civil Service Div

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

LABOR DIVISION MONTHLY REPORT FOR MAY 1951

I. Political Developments

Renewed attempts to assume and declare a definite stand with regard to the principles and issues of the forthcoming peace settlement constituted the most significant activity of major labor organization during May. Six regular annual union conventions held during May and the first days of June were characterized by heated debates on acceptance, rejection or modification of the Socialist Party's "three principles" of over-all peace, opposition to the establishment of foreign military bases in Japan and strict neutrality, including opposition to Japanese rearmament.

The three largest of the six, two of them in government and public service, re-stated their earlier expressed support of the "three principles." At the same time, these three and two others in private industry who are presently members of the International Confederation of Free Trade Unions (ICFTU) affirmed their support and participation in that organization while the sixth voted to "move toward" affiliation with the ICFTU. Policies of this latter organization and its action program in support of the United Nation's effort in Korea, recognize the improbabilities of "over-all peace" and do not accord with the principle of "strict neutrality."

These convention debates and the generally equivocal actions following them reflect labor's continuing dilemma in having no political outlet to which it can give either unqualified support or direction. Conversely, developments of this kind among labor unions reflect and influence the struggle among Socialist leaders over the same policy issues. Results from what is expected to be a bitter and explosive convention of the Socialist Party later in June will, to some extent, determine whether the unions will strengthen their support of the "three principles" or will retreat through the avenue of participation in the ICFTU to a modified attitude toward the peace issue.

Strongest support for the "three principles" comes from what is called the "left wing" of the Socialist Party, while the so-called "right wing" advocates "separate peace" if necessary and Japanese participation in self-defense and world security programs, along the lines supported by the Western democracies and the United Nations. However, all factions of the Socialist Party, and the unions supporting them, are avowedly non-Communist and are alert to the dishonesty in the apparent support by the Communist Party of the ideals embodied in the "three principles." Union proclamations on this matter do reflect increased activity on the part of some leaders, both Socialist and Communist, who are seeking to capitalize on labor's past dissatisfactions and present apprehensions regarding future developments under the Yoshida government. The apprehensions have been fortified by two recent developments: (1) the reshuffle of Cabinet members and Liberal Party officials, interpreted by labor as Yoshida's attempt to strengthen his own personal position; (2) the appointment of an advisory committee to review legislation and regulations in

connection with return of controls to Japanese authority. This committee has announced the intention of reviewing labor legislation in July but has provided few hints of the basis for such review and, thus far, has made no attempt to refute charges that revisions detrimental from the point of view of labor are contemplated.

However, the general support declared by unions for the militantly anti-Communist ICFTU belies any dangerous resurgence of Communist leadership and influence within the unions at the present time, and instead marks union participation in conjunction with the Socialist Party in a political action campaign supported by non-Communist groups both inside and outside Japan.

II. Activities of Labor Organizations

Conventions and Meetings

In addition to the decisions on political matters reported above, other convention actions of significance were as follows:

The Japan Teachers' Union (Nikkyoso) - The eighth regular convention on 29 May to 1 June voted: (1) to affiliate with the World Organization of Teachers and Professional Workers, an international professional organization with which the National Educational Association of the United States is also affiliated, and to dispatch delegates to the fifth convention of this world organization to be held later in the summer in Malta; (2) to regain the right of collective bargaining; (3) to acquire freedom of political activities. Reelected to office as Chairman and Vice Chairman, respectively, were Saburo OKA and Akura IMAMURA, both recently returned from the ICFTU-sponsored meeting in Belgium of professional workers in public service.

The Japan Federation of Coal Mine Workers' Unions (Tanro) - The second regular convention held 27 May to 2 June voted: (1) to promote immediate resumption of control by Japanese authorities in civil administration and foreign policy; (2) to vigorously oppose detrimental revision of existing labor legislation; (3) to transfer full authority for dispute action from local unions to the national union's central committee. All of the four top officers were reelected: Takeo MUTO, Chairman, Kinsuke SHIBATA, and Okuichi KOSUGE as Vice Chairmen, and Shinzo KOTSUBAKI as Secretary General.

The All-Japan Shipbuilding Workers' Union (Zen Zosen) - The 12th convention voted to continue their vigorous campaign to unify all shipbuilding workers' local unions into Zen Zosen and formally affiliate this national union with the General Council of Trade Unions of Japan (Sohyo).

The Synthetic Chemical Industry Workers' Union (Gosei Kagaku) - The second convention on 29-30 May voted: (1) to promote an active campaign to unify all chemical industries' workers' unions into a single national organization to be affiliated with Sohyo; (2) to oppose detrimental revisions of existing labor laws; (3) to initiate an active campaign for the conclusion of labor agreements.

The National Monopoly Workers Union (Zen Sembai) - The national convention held on 20-22 May voted to promote a vigorous campaign for wage increases. Go HIRABAYASHI was reelected to the post of national Chairman.

Organization and Reorganization

National Railway Workers

Delegates representing approximately 45,000 locomotive engineers who have withdrawn from the National Railway Workers Union (Kokutetsu) met on 23-24 May and inaugurated their new separate union to be named the Japan National Railway Locomotive Workers Union. This development arises from the dispute of several months' standing between the national headquarters of Kokutetsu and the Locomotive Workers Council concerning the rights of collective bargaining for it and the other 13 craft councils (see February and March 1951 monthly reports). Continuing dissatisfaction by a part of the locomotive engineers with a temporary settlement of this jurisdictional dispute in March has resulted in formal withdrawal of these workers and their decision to ignore the earlier agreement. Another 25,000 locomotive engineers have remained within Kokutetsu. The inaugural convention was concerned entirely with problems of organization and the development of a program for economic action and did not announce any definite policies with regard to political activities. The attitude of the Transportation Ministry and other government authorities concerned toward the demand from this group for recognition as a bargaining agent. has not yet been indicated. A similar demand submitted prior to the formal organization of this new union had been rejected.

Reformation League of the General Federation of Japanese Trade Unions (Sasshin Domei or Shin Sodomei).

Delegates representing a claimed 300,000 members of unions affiliated to the former Sodomei, convened on 1-2 June and declared that this meeting constituted the sixth regular convention of Sodomei. Included among this group are those unions which opposed or refused to participate in the dissolution of Sodomei during March. The largest single organization in this minority group is the Japan Miners' Union (Nikko). Others included are local unions of workers in the shipbuilding, metal and construction industries, and in local government (see November 1950 and January and March 1951 monthly reports). Political position of this group supports the so-called right-wing stand for separate peace, and the participation of Japan in her own self-defense and world security. The convention voted to affiliate with Sohyo and the ICFTU. Officers include Komakichi MATSUOKA (one time president of the former Sodomei) as President, and Tadao KIKUKAWA, right-wing Socialist Diet member as Secretary-General.

III. Labor Relations

Labor relations during May were generally quiet and secondary in interest and importance to convention activities. Negotiations were conducted in many industries on demands for "mid-term" or summer bonuses, base wage adjustments and other economic issues. Scattered strikes of short duration occurred in harbor work and in automobile, pulp and paper, and electric equipment manufacturing industries on an individual plant basis. Important developments at month's end included:

Automobile Manufacturing - Wage settlements were reached during the first two weeks of May by each of the three major producing companies and their respective unions following sporadic strikes of two to 24-hours in length

conducted by the unions since mid-April. Increases of ¥2,671 to Toyoda, ¥1,550 at Isuzu, and ¥1,065 at Nissan, make the new average base wage rates of these companies respectively ¥13,018, ¥10,958 and ¥13,140.

Private Railways - The Central Labor Relations Commission on 31 May issued its mediation award in the case filed by the national union federation on behalf of 80 of its 109 member local unions on 27 March. The federation's demand was a flat 20 percent increase above the various presently existing base rates. Management had made no specific counter offer. The CLRC plan proposed an average base wage increase of 14 percent, effective from 1 March 1951 forward, with individual company negotiations to settle details. The federation's attitude toward the award is expected to be determined at its forthcoming convention scheduled for 25 June. Management's formal attitude has not yet been announced. There are no indications of any dispute actions being taken in advance of formal answers by the two parties.

Seamen - The Central Maritime Labor Relations Commission on 24 May issued a mediation award in a case filed by the All-Japan Seamen's Union (Kaiin), proposing an average increase of 40 percent above prevailing wages, making the new base ¥14,140 compared with the union's final demand of 49 percent, or ¥15,049, and the management's final counter offer of 29 percent, or ¥13,029. As anticipated, both parties accepted the plan in settlement without resort to dispute action.

National Railways - The National Railway Mediation Committee on 5 June presented its plan proposing an average base wage of ¥10,824 per month, effective 1 April. The award also rejected the sliding scale system demanded by the union and left to negotiation retroactive wage adjustments for the period January-March 1951. Kokutetsu voted on 8 June to accept the award. The corporation's answer has not yet been announced.

IV. Labor Education

An important step in the program to encourage union organizations to conduct their own education activities was taken during May through instructions from the Labor Ministry to each of the prefectural labor departments to provide the local Sohyo organization with one complete set of the audio-visual educationamaterials now available. The national education officials in Sohyo are preparing guidance instructions to their local counterparts in the use of these materials and will exercise surveillance over this program.

Final plans were formulated for five bloc labor schools conducted by the Labor Ministry for training prefectural Labor Policy and Labor Education officials. Staff members will attend and participate in all of these meetings which will be completed during the month of June. These schools are designed to assist local officials in conducting similar labor schools in each of the 46 prefectures during the months of July and August. One of the three days scheduled for these schools will be devoted to each of the following general subjects: (1) labor legislation andlabor relations; (2) union organization and activities; (3) labor education.

V. Employment and Unemployment

Employment Trends

According to preliminary figures of the Monthly Labor Force Survey, April employment followed a seasonal trend by increasing to 35.7 million, which is 0.7 million higher than March and 2.7 million above February. This was accounted for by seasonal increase in agricultural employment while non-agricultural employment remained at a high level. Total employment was 0.7 million greater than in April 1950. Between April 1950 and April 1951, agricultural employment declined more than one million while non-agricultural employment increased by two million. Thus, in April 1951 agricultural employment was 15.6 million, while non-agricultural was 20.1 million.

Paid employment reached a postwar high in April of 13.8 million, of which 13.2 million was non-agricultural. Those totally unemployed in April were 390,000, about the same level as has prevailed each month since October 1950. During the week covered by the Monthly Labor Force Survey, 150,000 reported public work relief as their only employment. Thus if persons reported on work relief were classified as "unemployed," 150,000 should be added to the "unemployed." and the same number deducted from the "employed."

Unemployment Insurance

Initial claims allowed were 42,000 in April, 12 percent higher than in March. However, the average number of benefits paid per week, 196,000, were 12 percent lower than in March, continuing a downward trend since the middle of 1950.

Work Relief

April reports by the Labor Ministry on day laborers utilizing Public Employment Security Offices showed somewhat lessened activity but the variance with past months was so slight it could not be said to constitute any trend in what had become a relatively stable area of activity. Total registrants for day labor employment declined by 4.5 percent to 394,011 while the number actively seeking work each day dropped 7.7 percent to 278,000. Among total registrants 268,000 were eligible for work relief and 235,215 received at least one day's employment on a work relief project during the month. The average number of days worked in April was 19.4, 2.6 days less than in March. 7.1 days' work was provided by private industry or on the government public works; the balance was work relief employment. Nineteen prefectures augmented the national program by providing an aggregate of 176,961 man days of locally financed work relief, 45 percent less than in the previous month. While the national government allocated 149,024 man months of employment, only 600 below March, the average number of workers employed totalled slightly less than 135,000, 11,000 below March.

Day Labor Demonstrations

Utilization of posters and handbills, distribution of petitions for signature, holding rallies, discussions and demonstrations including such techniques

as forced interviews and sit-down strikes have all been used both by legitimate leagues of unemployed and Communist-sponsored organizations in attempts to force the Japanese Government to expand the work relief program or, in the case of Communistic activities, to embarrass the government. The total number of such cases reported by the Labor Ministry decreased in April by 194 to the lowest total reported in 1951, 590. There were five cases where police found it necessary to make arrests and the number of persons arrested totaled 29, 13 more than in March. Labor Ministry estimates indicate approximately 17,000 were involved in the demonstrations, 10,000 in those under Communist sponsorship. The Communist party itself was directly responsible for 55 demonstrations and indirectly for 279. For the first time in 18 months organizations of Koreans in Japan did not engage in any disruptive activities.

Occupation Force Labor

The amount of indigenous labor utilized for the benefit of the Occupation Forces continued to increase, reaching an all time high of 297,134. The increase was general in all categories except dependent housing employees, which dropped 317.

VI. Economic Developments

Prices

The urban Consumer's Price Index continued its upward trend in April with a 1.8 percent increase over March, bringing the index to 149.7. The composite non-food index rose 2.6 percent during April while food rose 1.3 percent. The largest increase was in housing which advanced 7.0 percent, due primarily to selective increases in building paper and mat covers. Miscellaneous goods rose 3.2 percent and clothing 2.1 percent while fuel and light dropped 3.4 percent, reflecting principally the seasonal reduction in electric light rates. From June 1950 through April 1951, the CPI advanced 20.9 percent.

Wages

Increases in average monthly cash earnings in manufacturing, which since the outbreak of the Korean situation had kept slightly ahead of the advances in consumer's prices, leveled off in March and April. As compared with the 20.9 percent increase in the Consumer's Price Index from June 1950 through April 1951, average earnings increased 18.2 percent during the same period.

In March, average monthly cash earnings in manufacturing dropped to ¥9,785, a decrease of 3.6 percent over February, due primarily to shorter hours worked in the March pay period. Since the scheduled payroll period runs from the 26th of the month through the 25th of the following month, the smaller number of days worked in February were reflected in March rather than in February earnings. In April, average monthly earnings in manufacturing rose to ¥10,317, an increase of 5.4 percent over March, largely attributable to the increase in working hours. Average monthly hours worked in April were 200.5, the longest number of hours worked worked in any month since January 1950, the furthest period for which strictly comparable data are available.

Non-payment of Wages

Although the 1724 new cases of non-payment of wages handled by the Labor Standards Bureau in March represented an increase of 90 cases over February, the amount of delayed wages involved was considerably less than in the preceding month -- ¥564 million as compared with ¥688 million. As of 31 March, primarily due to the acceleration of back wage payments during the month, the amount due 135,873 workers in 4,610 establishments was ¥1,181 million.

VII. Operating Programs

Management Study Groups to the United States

The third group of seven management personnel concerned with labor relations departed Japan on 24 May for a two-month tour of study in the United States. Included in this group were representatives of mining, steel, glass and chemical manufacturing industries.

The fourth group, also composed of seven persons, representing textile, chemical and shipbuilding companies, departed 2 June for a similar tour.

International Labor Organization Convention

The Japanese delegation to the regular annual convention of the ILO to be held in Geneva from 6 June, departed Japan on 1 June, accompanied by a SCAP representative. Included in this delegation were: Kunikichi SAITO, Chief Labor Ministry's Employment Security Bureau, Soichi TOGASHI, Chief General Affairs Division of the Labor Minister's Secretariat, Yosujiro OKANO of the Japan Federation of Employers Organizations, Zengoro SHIMAGAMI of the General Council of Trade Unions of Japan, and Zenshiro TACHIBANA, Chief of the Liaison Division of the Labor Ministry.

Central Labor Relations Commission

Appointment of members of the CLRC was completed by the Labor Ministry late in May. Four of the seven members representing management, five representing the public interest, and six of the labor representatives were reappointed. Subsequently, the present Chairman, Ichiro NAKAYAMA, was reelected by the labor and management representatives to continue service as Chairman. These developments are expected to assure continuity in the functioning and philosophy of the labor relations commissions.

Workmen's Accident Compensation Insurance

During the last half of the 1950-51 fiscal year (October - March), coverage under the Workmen's Accident Compensation Insurance increased at an average monthly rate of 5,070 establishments and 75,552 workers, bringing the total coverage at the end of the year to 316,260 establishments and 7,195,752 workers.

The number of claims for benefits filed during the same period, fluctuated from a low of 126,550 in October to a high of 156,331 in December, with a total of 831,228 for the period. Of the total claims filed, 769,069 (including 285,878 new or first claims), totaling ¥4,241,563,965, were granted.

Benefit payments also fluctuated considerably from month to month due primarily to the amount of funds on hand. The total benefits paid during the 6-month period were ¥4,028,541,693. At the end of the year, premiums in the amount of 8.9 billion yen had been assessed of which 95.7 percent had been collected.

Japan Association of Public Employment Services

In May, a group of officiabs of the Public Employment Security system in Japan organized an Association of Public Employment Services at a meeting in Tokyo of representatives from most of the prefectures. A draft constitution was submitted at the meeting and given provisional approval by the group. Mr. Yukio Tomita, Chief of the Employment Security Section of Osaka Prefecture, was elected Chairman and designated as an observer delegate to the convention of the International Association of Public Employment Services scheduled for 5-8 June in Rapid City, South Dakota. The present I.A.P.E.S. has some 18,000 members from the United States and Canada. In March an executive committee meeting of the organization invited Japan to send observers to the convention and to submit an application for affiliation of a Japanese chapter. Mr. Tomita left for Rapid City on 31 May, along with Mr. M. Ebizuka, another Employment Security official. Both will attend the convention, and Mr. Tomita will present the application of Japan to affiliate.

Training Within Industry

Work of the Training within Industry group under contract with the Department of the Army was completed in May. Approximately 20 trainers and 10 Institute Conductors for each of the three basic programs, Job Instruction, Job Methods and Job Relations, were processed by the visiting experts. Pilot programs of plant installation of TWI were initiated in three companies, Fuji Spinning, Mitsui Mining and Tokyo Shibaura Electric. One of the TWI visiting experts worked with management in setting up complete plans for installation in the companies, and all three remaining experts participated in appreciation sessions to acquaint top and middle management with the purposes of the TWI programs.

The Labor Ministry signed a contract on 30 May with Training Within Industry, Inc. for the services of two men for three months, June through August, to provide additional training for Labor Ministry TWI specialists. The United States Government will provide logistical support for the two men during this period.

Occupational Analysis

The visiting expert on occupational analysis returned to the ZI early in May following a three-month stay in Japan. During this time he made a survey of the current status of occupational analysis in Japan; assisted in

setting up a revised and accelerated schedule for additional industry analysis leading up to the compilation of a dictionary of occupational titles; and trained key men in the Labor Ministry and other government agencies in the technique of occupational analysis. It is estimated that the Labor Ministry will need two more years of spade-work before they can go to press on their occupational dictionary. The two-year plan called for assignment of some 120 prefectural specialists to occupational analysis and the training of these people by Labor Ministry instructors trained for the purpose by the visiting expert. By the end of May, training had begun for the specialists from Tokyo and Kanagawa Prefectures.

GS, Civil Service Division

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

LABOR DIVISION MONTHLY REPORT FOR APRIL 1951

I. Political Developments

A record turnout of voters in the local elections held 23 and 30 April placed a decisive majority of independent and conservative candidates in the contested offices as governors, mayors and local assemblymen. Outward expressions of support for Socialist and other labor-endorsed candidates, and labor participation in campaigning on their behalf, continued throughout the month. Results of the elections, however, expose labor's dilemma in having no political outlet to which other than nominal endorsement could be given as a matter of form. The weakness and limited successes shown by some labor-supported candidates, especially in the more highly unionized urban areas, indicated actual non-acceptance of the Socialist Party "three principles" by many rank and file union members as well as other voters, despite half-hearted public pretense to the contrary.

II. Activities of Labor Organizations

Conventions and Meetings

Among the more important conventions and meetings held by major labor organizations and the more significant decisions made were the following:

The National Federation of Raw Silk Workers' Unions (Zensanshi) reguler annual convention on 17-18 April, which voted to merge with the National Federation of Textile Industry Workers Unions (Zensen). Significance of this vote lies in the fact that the silk workers support the policies of Minoru Takano for direct affiliation by national unions with the General Council of Trade Unions of Japan (Sohyo), following the dissolution last month of the General Federation of Japanese Trade Unions (Sodomei). This additional support is expected to produce a definite majority opinion among textile workers and assist in resolving the months old disagreement among them on the questions of union organization and affiliations. Both Zensen and Zensanshi are now directly affiliated with Sohyo, and may be expected to render it more active support and participation following this projected merger.

The All-Japan Automobile Industry Workers Union (Zenjidosha) regular annual convention held 6-8 April, which voted: (1) to conduct a wage increase campaign; (2) to vest authority for strike calls in the Central Executive Committee of the national headquarters for a period of one year; (3) to seek the dissolution of the All-Japan Council of Metal Industry Workers Unions (Daikinzoku), a Communist-dominated liaison council affiliated with the former National Liaison Council of Labor Unions (Zenroren), also Communist-dominated until its dissolution was ordered in mid-1950; and (4) to promote

the organization of a new national "labor front" in the form of a council of national unions not affiliated with Sohyo.

III. Labor Relations

Disputes, concerned primarily with wage increase and other monetary issues, and accompanied in a few cases by dispute actions at individual plants and workplaces, continued throughout the month of April. There was no evidence of intent or attempt to weld these into a coordinated "labor offensive" on a nationwide scale. Direction and control was exercised by some national union headquarters over negotiations at both the industry and individual company levels, and the general aspects of labor relations activity were moderation and caution. Most significant developments in major industries at month end included the following:

Metal Mining

Negotiations begun in the latter part of March for wage increases from five of the six major metal mining companies deadlocked during the last week in April. In accordance with plans formulated by a joint struggle committee in the national headquarters of the All-Japan Federation of Metal Mine Workers Unions (Zenkoren), a total of 42,700 workers employed by these companies began strikes of indefinite duration on the dates indicated: Japan, Besshi and Dowa Mining Companies, 27 April; Taihei Company, 28 April; and Furukawa Mining Company, 29 April. Principal demand is for a new wage base of ¥12,500 effective 1 April, compared to the present average base of ¥7,000 per month. Both parties have rejected intervention by the Central Labor Relations Commission or other third parties at this time, and are continuing direct negotiations on an individual company basis. Collective bargaining on wage demands is also being conducted between the unions and managements of several smaller companies, employing a total of about 20,000 workers, with indefinite strikes scheduled to begin 7 May in the event these negotiations fail.

An indefinite strike to begin on 30 April by the 8,000 workers of the Kamioka Mining Company, another of the six major producers, was averted by an agreement reached on 29 April. This agreement, to be effective for one year from 1 April 1951, provides a new wage base of ¥9,000, a monthly efficiency allowance of ¥3,000, and a total of ¥16,000 in year-end and production allowances. The union had demanded a six month agreement providing a wage base of ¥10,000 and a total of ¥11,000 in allowances.

Seamen

In accordance with the terms of its present labor agreement, the All-Japan Seamen's Union (Zenmikkai) on 28 April filed a case with the Central Maritime Labor Relations Commission for mediation of its wage dispute. The union's original demand of 56 percent increase in base wages had been revised to 49 percent, or approximately ¥5,240 above the present base of ¥10,685 per month; management had counter-offered an increase of 29 percent, or approximately ¥3,100. Settlement on the basis of Central Maritime Labor

Relations Commission proposals without resort to dispute actions is considered probable.

Private Railways

No mediation proposal has yet been issued by the Central Labor Relations Commission in the case filed with it on 27 March by the Japan General Federation of Private Railway Workers Unions (Shitetsu). This dispute, concerning basic wages only, arose out of the federation's demand for a 20 percent increase over the various present basic rates. Although legally entitled to engage in dispute action at the expiration of the "cooling-off" period on 27 April, the federation has made no plans and is not expected to consider such tactics in advance of Central Labor Relations Commission action on the case.

Automobile Manufacturing

Sporadic strikes ranging in length from 3 to 24 hours were conducted during the last week of April by approximately 7,000 union members employed by the three major automobile producers: the Nissan, Toyoda and Isuzu companies. Negotiations have been conducted on an individual company basis on the union's demands for wage increases of about ¥5,000 above the present take-home pay of ¥16,000 per month, and for a wage system guaranteeing maintenance of the fixed level of worker income regardless of fluctuations in production. Managements have counter-offered increases totalling approximately ¥2,000, but insist on tying wages to production levels. In accordance with a recent convention decision, strikes are being directed by the national headquarters of the All-Japan Automobile Industry Workers Union (Zenjidosha).

Harbor Workers

A series of 24 and 48 hour strikes conducted during mid-April by portions of the harbor workers employed in three major ports of Osaka, Kobe and Nagoya was ended by settlements reached on 19 April. Work stoppages affected only non-scheduled vessels; no interference was reported in the handling of Occupation cargoes or of regularly scheduled vessels utilizing these ports. Settlements in these disputes approximated the unions' original demands of 20 percent increases making the new average basic wage ¥14,500 per month. Agreement was reached on the strength of promised increases in cargo rates, without which it was generally agreed, the managements would have been unable to pay increases in wage rates.

IV. Labor Education

Kanto Region reported 10 labor rallies held during April, completing a series of 55 rallies in this region during the period February through April, emphasizing to unions and management the need, purpose and model provisions of labor agreements. Over 100 mass rallies were held in the 46 prefectures during the first four months of this year. Reports from Civil Affairs indicated that management and union representatives attended in large numbers, and participated in discussions of detailed contract clauses.

Further rallies were recommended in all regions by Civil Affairs labor officers.

Observation of prefectural and local Labor Policy and Labor Education Section activities indicate that use of audio-visual materials is increasing. Hostility of local union leaders to presentation of labor education materials to rank and file union members is being overcome. The service function of local labor education officers is gradually being accepted when fully explained to local union officers and members. Additional visits to local offices in Fukuoka, Saga, Nagasaki, Kumamoto, Kagoshima, Miyazaki, Oita, Saitama, Shizuoka, Tochigi, Gumma and Yamanashi are scheduled during May.

Regional meetings of local union education directors are scheduled for May in Tokai-Hokuriku, Kinki, Chugoku and Kyushu regions. Agendas for these conferences will be selected by local Labor Policy officials and union representatives.

V. Employment and Unemployment

Unemployment Insurance

In March unemployment insurance operations remained at approximately the same level with contradictory figures reported for different phases. Initial claims allowed declined by 3 percent compared to February and stood at 37,724. Waiting period claims, on the other hand, increased 10 percent to 37,748, and claimants who received benefit payments for the first time increased 15 percent to 37,688. The average number of persons receiving benefits each week was 223,848, an increase of 1 percent, and the total of amount of benefit payments was ¥1,006,000,440, an increase of 3 percent.

Day labor unemployment insurance operations declined very substantially in March reflecting increased job opportunities for casual workers with the spring season. The number of casual laborers receiving benefits declined 24 percent to 55,864, and the amount of benefit payments dropped 33 percent to ¥43,772,670.

Work Relief

Preliminary reports of the Labor Ministry showed that total registrants for day labor employment at Japanese Public Employment Security Offices increased by 1.8 percent in March to a total of 412,384, the first increase since August 1950, although the total remained well below the peak of over 472,000 registered at that time. A substantial number among the registrants, a total of 301,700 or 10 percent more than in February, were actively seeking work each day. The average number of days worked increased 9 percent to 22 days in March, due partially to (1) an increase of 10 percent in non-relief day labor referrals which amounted to 7.8 days worked in March, (2) a 31.8 percent increase in the number of job openings provided by prefectural and local work relief programs, and (3) a total of 146,322 man-months of employment provided by the national work relief program,

an increase of approximately 5 percent over February. The number of individuals who actually received some work relief during the month totaled 246,551, an increase of less than one percent over the previous month.

Day Labor Demonstrations

The number of demonstrations of unemployed persons increased by 50 to a total of 784 in March. Labor Ministry estimates indicate that over 25,000 persons were involved in these demonstrations, about one half of them in the 397 actions sponsored directly or indirectly by the Communist party. There was also an increase in the number of demonstrations sponsored by non-Communist unemployed workers group; that number rose approximately 100 over February to a total of 345. Demands of the workers continued to be for full employment and revision in the methods of registration and referral. However, the greatest single reason given as cause for demonstrations was demands for wage increases for persons on work relief projects. The number of cases requiring police intervention amounted to only four in March, half the February total and approximately one-third the number of cases requiring police intervention in January.

Occupation Force Labor

The number of employees in dependent housing declined again in March to 24,948 but total employment for the benefit of the Occupation Forces reached a new high of 291,531 during the month, approximately 5,500 above February.

VI. Economic Developments

Prices

The March increase over February in the Consumers' Price Index was 3.4 percent bringing the index up to 147.0, the highest point in the postwar period. Most of the increase was due to the increase in the food index which rose 5.6 percent contrary to usual seasonal trends; non-food items rose only slightly. Since June 1950, the index has advanced 18.7 percent.

Non-Payment of Wages

The improvement which began in the latter half of 1950 with regard to non-payment of wages to workers continued in the first two months of 1951. As compared with the all-time high of 2,935 new cases handled by the Labor Standards Bureau in July 1950, the number of new cases in January and February 1951 dropped to 1,720 and 1,634 respectively. On the other hand, payment of back wages during these two months was less than the amount owed to workers in the new cases. As of 28 February 1951 wages due 149,158 workers in 4,955 establishments amounted to 1,271 million yen.

Two decisions in April 1951 indicate that the courts are taking

a more severe attitude towards employers who fail to pay wages at least once a month on a definite date as required by Article 24 of the Labor Standards Law. On 3 April the local court of Kushiro, Hokkaido, fined the President of the Hokkai Mining Joint Stock Company ¥300,000 for failure to pay wages on time. The verdict in this case is significant not only because it imposes the highest fine since the Labor Standards Law became effective but also because it establishes the precedent that the fine of ¥5,000 specified under the penalty provisions of the Law is applicable for each individual worker for every month for which payment is delayed. On 7 April 1951 the Nagoya Higher Court ruled that the "not guilty" verdict issued by the Nagoya District Court in the case of the Daido Seiko Company, Ltd. was "not effective" and therefore returned the case to the lower court for reconsideration. The Nagoya District Court had originally ruled that the company was not guilty since its failure to pay wages was due to its financial difficulties. (See October 1950 Monthly Report).

VII. Operating Programs

Training Within Industry

A meeting was held on 5 April of the GHQ, SCAP coordinating Group on Training within Industry. At this time members of the Training Within Industry, Inc. staff made a report on the progress of their institutes in the three programs, Job Instruction, Job Methods and Job Relations. There was discussion on a Japanese Labor Ministry proposal to establish a Training within Industry association in Japan so that employers and other interested groups could coordinate promotion of Training within Industry outside activities of the government. Labor Ministry reports that the Japan Federation of Employers' Associations is favorable to setting up the Training within Industry association.

Meanwhile, the second Job Relations training institute got under way in April and had reached the stage of quality checking within plants by the end of the month. The Master Institute in Job Methods training was completed at the end of April.

Industrial Safety

During his six months stay in Japan which terminated in April, the visiting expert on industrial safety worked with the staff of the central Safety Section of the Labor Standards Bureau and with the inspection staff in 12 of its prefectural offices; conducted safety training courses in Tokyo and Osaka which were attended by representatives of management, labor and government; inspected 80 industrial establishments and made suggestions for eliminating safety hazards therein; and set up pilot safety programs in eight selected plants. Although it is too soon to evaluate the long-range success of the work accomplished in terms of major reduction in the accident rate, it is evident that the immediate results have been highly satisfactory. Safety inspectors have had the advantage of technical instruction and observation of advanced inspection techniques and there has been a considerable awakening of interest on the part of many employers in Japan in developing safety

programs in their individual plants.

The degree of interest shown by employers is evidenced by the large attendance at safety meetings conducted in various cities of Japan and by the fact that many more employers requested permission to attend the special safety training courses and assistance in setting up safety programs in their plants than could be handled by the visiting expert during his stay in Japan. The eight plants selected for special work in order to serve as models for the establishment of similar safety programs in other establishments, allocated amounts varying from ¥3 to ¥12 million yen for accident prevention programs for the year. These plants have already set up safety organizations and have corrected a number of the safety hazards. Continued guidance will be given them by the Safety Section of the Labor Ministry. As yet the trade union movement has not manifested much interest in the safety movement. This is to be expected in view of the newness of the Japanese labor movement and their present absorption in basic problems of organization and wages.

Among the major recommendations made by the visiting expert for developing the safety program in Japan were to: (1) eliminate duplication in the administration of laws relating to industrial safety and sanitation by centralizing all such administration in the Labor Ministry, (2) strengthen the Labor Standards Law and increase penalties for violations, (3) increase the inspection staff in order to permit more frequent and thorough inspections, (4) establish uniform accident severity and accident frequency rate formulas for statistical reporting and for analysis of causes of accidents, (5) include safety training in schools and colleges, (6) foster a strong private national safety council in Japan to give leadership in the field of safety, and (7) establish a safety committee on a Cabinet level comprised of members from the ministries, management and labor on an equal basis. The visiting expert's report has been transmitted to the Labor Minister.

Industrial Sanitation

The Sanitation Section of the Labor Standards Bureau has been concentrating its efforts on problems of dust control, dust diseases and lead and carbon disulphide poisoning. Pursuant to recently promulgated regulations, tests were made of all types of dust respirators produced in Japan and where respirators were found to be sub-standard, manufacturers were required to meet the legal standards.

An analysis by the Sanitation Section of the five series of X-rays taken of workers subjected to silicosis hazards during 1948 and 1949 revealed a silicosis incidence of 11.5 percent and 11.7 percent, respectively. For the two-year period the highest incidence was in metal mining, 12.9 percent; with 7.2 percent in quarrying; 6.1 percent in ceramics and foundries and less than 2 percent in other industries. The Silicosis Prevention Committee has recommended that the inspection program in mines be strengthened this year in order to eliminate silicosis hazards. The Sanitation Section is also engaged in a study of the recent outcropping of cases of carbon disulphide poisoning. Although a number of such cases had

been found before 1945, none has been reported during the postwar period and the Sanitation Section is analyzing the situation to determine the cause of the recurrence of this type of poisoning.

In order to coordinate its safety and sanitation program with the Ministry of Welfare's administration of the recently enacted Law for Control of Poisonous and Powerful Agents, the Ministry of Labor prepared for promulgation on 1 May special regulations for the prevention of poisoning in the tetra-ethyl industry.

Women's Week

From 10-16 April the Women's and Minors' Bureau sponsored the third celebration of Women's Week throughout Japan, commemorating the granting of suffrage to Japanese women in April 1947. In the past two celebrations the programs had highlighted the new status of women as provided under the Constitution and emphasized the need for eliminating feudalistic ideas and customs. The theme this year was "Women and Their Civic Responsibilities" and the programs as expressed in the Handbook on Women's Week, prepared by the Bureau, were aimed "to make women realize the relationship between their happiness and the welfare of their neighborhood community, their country and the world and help them to see that it is their responsibility to build a better society through their own activities."

Although the celebration was under the sponsorship of the Women's and Minors' Bureau, the programs were developed and carried out by private and public local organizations. In each prefecture the activities during the week which received wide newspaper publicity included large public meetings, round-table discussion groups, and radio programs. The varied materials, including brochures, exhibits and posters dealing with all phases of community activities, prepared by the Women's Bureau were widely distributed and used. Special activities were developed for women in trade unions on an individual plant and community basis. In Tokyo a mass meeting specially designed for women workers was attended by over 3,000 persons. The meeting highlighted the theme "Trade Unions and Civic Consciousness" and the major speaker on the program was the visiting expert on women in trade unions from the United States. The exhibit prepared by the Women's and Minors' Bureau on the changing status of Japanese women and their participation in community life which was displayed in the Diet Library in Tokyo attracted from 2,000 to 4,000 persons daily. Of special interest is the fact that in many of the activities there was considerable participation and interest on the part of Japanese men. Large numbers of men attended the public meeting, viewed the exhibits and shared in the discussion meetings.

GR GS, Civil Service Sec

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

LABOR DIVISION MONTHLY REPORT FOR MARCH 1951

I. Political Developments

Labor's political activities during the month of March were centered on the elections to be held during April of governors, mayors and local assemblymen in various parts of Japan. The General Council of Japanese Trade Unions (Sohyo) is basing its campaign on national issues of economic policy and international relations in an effort to discredit and undermine the Yoshida Cabinet. A total of 117 candidates from the ranks of labor have been recommended for various local offices by Sohyo, which is also supporting many of the Socialist Party nominees. Despite campaigning by union leaders, observers anticipate limited success for Socialist candidates. Such results in these elections would probably further weaken the nominal ties between the Socialist Party and Sohyo, and help to pave the way for the union organization to adopt independent political policies and programs along the lines privately favored by its top leadership.

Press reports of a conference between representatives of Sohyo and the Socialist Party mistakenly implied that the two organizations had formally adopted a program of sending peace delegations abroad to various union groups and governments. This meeting was actually an informal conversation among five or six lesser officials of the two groups resulting only in vague conclusions not binding on either organization, and not seriously pursued by either.

II. Activities of Labor Organizations

Conventions and Meetings

The General Council of Trade Unions of Japan's (Sohyo's) second regular convention which met in Tokyo on 10-12 March 1951 had a total of 260 delegates authorized to represent 3,030,000 members in good standing of the 28 national unions in Sohyo. The most hotly debated issue was the proposal by a majority of the Executive Board that Sohyo affiliate with the International Confederation of Free Trade Unions (ICFTU), provided, however, that: (1) the nine Sohyo unions not now affiliated with the ICFTU would be encouraged, but not forced, to do so, and (2) that the 19 unions already affiliated with the ICFTU would bear the expense and responsibility for sending delegates and otherwise participating in the international organization. This proposal was supported by a majority of the ICFTU affiliates and some unaffiliated unions.

Against this proposal, two main objections were raised, both by unions already affiliated with ICFTU through the Joint Council of Affiliated Unions, established early in 1950 to handle liaison with ICFTU until such time as Sohyo was organized and could take over this function. The first objection, put forth by the National Railway Workers' Union (Kokutetsu) and the All Japan Teachers' Union (Nikkyoso) was that affiliation by Sohyo itself would in fact exert pressure on and

restrict the autonomy of those of its members not now affiliated with ICFTU. The other objection, posed by the National Federation of Industrial Organizations (Shin Sanbetsu), was that such affiliation would require Sohyo to endorse the ICFTU policy of support to the United Nations action in Korea, which would be contrary to the Socialist principle of strict neutrality.

Three ballots on the question produced majorities favoring affiliation with ICFTU, but failed on each occasion to reach the two-thirds vote required by the Sohyo constitution for such decisions. Thus, support for affiliation came from unions in private industry, while opposition was primarily from government workers and public servants. Full support of affiliation by Kokutetsu and Nikkyoso would have produced a comfortable margin over the required two-thirds vote. If Shin Sanbetsu had joined in this support, other small unions opposing affiliation would either have reversed their positions or abstained from voting, and the decision would have been virtually unanimous. Top leaders of Sohyo and spokesmen of the major private industry unions are convinced that this development is simply a temporary postponement of favorable action on affiliation by Sohyo as a whole to the ICFTU.

Other important actions by the convention included a general reaffirmation of support for the Socialist Party peace principles; an action program to organize and develop prefectural councils of Sohyo affiliated unions; and an amendment to the constitution to provide that decisions of the executive committee could be made by a three-fourths vote of a quorum rather than only by unanimous vote of a quorum as at present.

General Federation of Japanese Trade Unions (Sodomei) - 130 representatives of the majority of unions in Sodomei met on 28 March 1951 and formally dissolved the five-year old federation in accordance with the decision made in December 1950 at its fifth regular convention. A small minority group, calling itself Sasshin Domei or Shin Sodomei, who opposed the dissolution did not participate in this meeting, but convened the following day and declared that they constituted the continuing Sodomei. Included in this latter group of four national unions and a few prefectural federations representing an estimated 70,000 - 90,000 members are: The Japan Mine Workers Union (Nikko), the Kanto Harbor Workers Union, the National Federation of Food Industry Workers Unions, the Federation of Shipbuilding Workers Unions, and some local unions in Chiba, Saitama and Fukushima prefectures. Also not participating in either group was the National Federation of Textile Industry Workers Unions (Zensen), which had split its votes on the question of dissolution at the December convention, and had thereafter suspended the payment of dues to Sodomei pending final decision in this matter. Still another non-participant was the Federation of Sheet Metal Workers Unions (Tekko Rengokai) which had dissolved itself earlier in order to permit direct affiliation of its member unions in the newly organized independent Federation of Iron and Steel Industry Workers Unions.

This dissolution terminates the Sohyo membership of Sodomei as such, and necessitates direct affiliations in Sohyo by national unions. The major ex-Sodomei unions have already undertaken such affiliation; others whose participation in Sohyo had previously been by virtue of their membership in Sodomei are expected to take similar action in the future.

The National Federation of Textile Industry Workers Unions (Zensen) - The extraordinary convention held in Osaka on 19-20 March for the purpose of determining

the union's attitude toward the proposed dissolution of Sodomei produced an ambiguous statement of policy. Prior to this meeting, textile leaders who supported the Takano majority group in Sodomei had been confident of a decisive vote favoring dissolution. The union voted to oppose the dissolution in principle and to refrain from participating in the Sodomei meeting called for that purpose. However, it also voted to take no part in the so-called "renovation movement" which has opposed dissolution and set up the new organization known as Shin Sodomei or Sasshin Domei. Thus, although theoretically opposed to the dissolution of Sodomei, Zensen was actually unwilling to vote or work for its retention.

Zensen is independently a member of Sohyo and is also affiliated with the ICFTU. Very recently it has been admitted to the International Federation of Textile Workers Unions, which is one of the several trade secretariats cooperating with the ICFTU and the International Labor Organization (ILO).

Organization and Reorganization

National Railway Workers Union (Kokutetsu) - The long dispute between the national union headquarters and leaders of the Locomotive Council concerning the latter's application for separate collective bargaining rights was finally compromised through the conciliation efforts of the Labor Ministry and several Diet members who were former officials of the railway workers union. Main points of the agreement include:

1. Retention by Kokutetsu of bargaining rights on all general matters of wages, hours and working conditions;

2. Permission for independent bargaining by any of the 14 craft councils on specific problems relating exclusively to its personnel, such as provision of safety or other equipment or extra allowance for hazardous work, etc.

3. Withdrawal by the Locomotive Council of its formal application to the Labor Ministry for separate bargaining rights.

4. Cancellation of all decisions for secession and expulsion of Locomotive Council members.

The structural unity of Kokutetsu is thus preserved, temporarily at least. However, some dissatisfaction over this issue remains within both groups and will probably be a major factor in future struggles for union leadership and policy.

III. Labor Relations

Electric Power

Strikes involving refusals of overtime and night duty and field trips were continued throughout March at various offices by clerical workers of the Japan Electric Industry Workers Union (Densan). Intent of these strikes was to pressure management in the wage negotiations through impeding office work in connection with financial affairs and reorganization of the companies, and without interfering with power generation and transmission. Early in April, the union scheduled and carried out three eight-hour strikes at various plants designed to reduce power supply by 10 percent on 3 April, 15 percent on 6 April and 20 percent on 9 April. In terms of power reduction, these strikes were approximately 50 percent effective, due both to

emergency work by non-union management personnel, and in some cases to failure of union members in actually carrying out the scheduled tactics. Conciliation by the Central Labor Relations Commission, carried on since rejection by the parties on 26 March of the mediation award, resulted in a settlement in the early morning of 10 April. Important points in the settlement include: (1) An increase of ¥1,889 in basic wage, making the new rate ¥10,839 per month as proposed in the Central Labor Relations Commission mediation plan; (2) One-time lump sum payment of ¥3,600 in settlement of retroactive wage claims for the period October through December 1950; (3) Maintenance of present practices regarding hours of work and holidays which management had sought to lengthen and reduce in number respectively; (4) Increases of ¥100 and ¥150 in dependent allowances provided that payment of these allowances be limited to close relatives actually dependent upon or residing with the worker.

Japan Express

A written ballot poll of the 94,602 members of the Japan Express Company Workers Union (Nittsu) resulted in 86,424 votes, or 91.3 percent of the total, favoring a strike in support of their wage demands. The 24-hour strike scheduled for 29 March was canceled when agreement was reached in the late evening of 28 March. Main points of the settlement include: (1) Payment in April and May of a sum of ¥6,000 to each worker, the amount due under the terms of a mediation award accepted by the parties raising basic wages by ¥1,000 per month for the period October 1950 - March 1951; (2) The ¥5,000 paid in January as the final installment of the year-end bonus agreed upon in December will not be offset against the above-mentioned ¥6,000 due in retroactive wages, as management had proposed.

Private Railways

Strikes by various private railway lines scheduled on and after 8 April were averted when labor and management accepted a conciliation proposal from the Central Labor Relations Commission in the evening of 5 April. The issue in dispute was the percentage of basic monthly wage to be used as a standard for purposes of calculating retirement allowances. A mediation award issued 28 December 1950 by the Central Labor Relations Commission set 90 percent for the period prior to March 1951, and 100 percent thereafter. Following acceptance of this award by the union federation and rejection of it by management, strike threats were issued. The conciliation proposal, on the basis of which the strikes were canceled, stipulates settlement on the terms of the earlier mediation award, with the proviso that in individual cases of inability to pay, settlement shall be negotiated using 95 percent of basic wage as a standard.

IV. Labor Education

Five bloc schools for labor education personnel of prefectural labor policy offices are being scheduled for the month of June in various parts of Japan. Particular stress will be placed upon techniques of presentation and distribution of visual aids and other labor education material available from the Labor Ministry and local sources. A recently concluded survey of labor education activities in all prefectures has indicated that improper or inadequate technique on the part of local officials has retarded progress in educating rank and file union members. Visual aids such as movies, film strips, wall newspapers and turnover tables are being increasingly well received by union officers who in turn require assistance from labor policy section personnel in developing techniques of utilizing these materials in their own union education programs.

V. Employment and Unemployment

Employment Trend

The employment trend established in December 1950 and in January 1951 continued in February. The total labor force declined because of withdrawals of workers from agriculture; non-agricultural employment, particularly paid employment, increased. The total labor force in February declined to 33,410,000, about one million below February 1950. Agricultural employment was down to 12,590,000, or three million below February 1950. In contrast, non-agricultural employment reached a postwar high of 20,450,000, two million more than a year ago. Paid non-agricultural employees in February totalled 13,250,000, about 1.5 million above February 1950.

Unemployment Insurance

Figures for unemployment insurance operations in February indicate a substantial drop from the January level, part of which may be attributed to the short month. Initial claims dropped by 24 percent to 38,813. Waiting period claims dropped by 23 percent to 34,195. Claimants receiving benefits for the first time decreased by 26 percent to 32,667. Total weeks of unemployment compensated decreased 17 percent to 948,152. Amount of benefit payments decreased 16 percent to 971,637,229. Payments to day laborers also decreased by 40 percent to ¥64,516,280, made to a total of 73,113 day laborers, a reduction of 26 percent.

Work Relief

Preliminary reports for February indicate a drop of 2.8 percent in the total number of registrants for day labor employment at the nation's Public Employment Security Offices. Of the total of 404,769, 273,500 were determined actually available for and seeking work each day. This number declined from the previous month's figure by the same percentage as that of total registrants. A national average of 20.2 days' work during the month was provided this group, which was .4 days above January. Inequities among the prefectures in the distribution of work relief continue to exist. Oita was the lowest prefecture in terms of days worked per month with 12.3; the highest was Shizuoka with 25.8. In the majority of prefectures which provided 20 days' employment, local work relief programs were responsible for the difference. The national work relief program furnished an average of 139,000 man months employment; local programs provided an additional 9,400 man months. During February some work relief employment was provided 244,868 individuals.

Day Labor Demonstrations

The number of demonstrations by day labor registrants increased by 102 over January. to a total of 730 in February. Three hundred and forty-six of the demonstrations were sponsored by leagues or unions of the unemployed affiliated with the Communist Party and 59 were sponsored by the Communist Party itself. Major demands of the demonstrators continued to be for full employment and wage increases. Although it was estimated that over 31,000 persons participated in demonstrations, about half of which were sponsored directly or indirectly by the Communist Party, there were fewer cases of violence, and in February, only 24 persons were arrested for law violations in conjunction with the demonstrations.

Occupation Force Labor

While the number of dependent housing employees decreased by nearly 1,000 the total level of employment for use by the Occupation Forces reached a new high of 286,130 in February, an increase of approximately 3,000 over the previous month.

VI. Economic Developments

Wages

February total average cash earnings in manufacturing establishments were ¥10,150, a decrease of 8.1 percent over January, a month of somewhat abnormal wages attributable to partial inclusion of year-end allowances. On the other hand, average contract cash wages in manufacturing, including overtime payments but excluding special payments, were ¥9,577, an increase of 4.2 percent over January (¥9,192) largely due to longer hours of work. Both total average cash wages and contract wages increased 16.3 percent since June 1950, part of this increase being due to longer working hours during this period.

Prices

The upward movement of Japanese consumer prices continued in February, although at a somewhat lessened rate than the two preceding months. The February increase over January was 2.3 percent bringing the Consumers' Price Index to 142.2. Contrary to the normal seasonal decline, the food index increased 4 percent reflecting substantial rises in blackmarket and decontrolled prices, and clothing rose 2 percent. The housing index also increased 2.7 percent while fuel and light and miscellaneous goods were down slightly. Since June 1950 the index has advanced 14.9 percent with food increasing 11.8 percent, clothing 64.4 percent, fuel and light 20.7 percent, housing 21.9 percent and miscellaneous goods 4.2 percent.

VII. Operating Programs

Women in Trade Unions

A visiting expert on women in trade unions, Vice-President of the Amalgamated Clothing Workers of America, CIO, arrived in Japan in March on a three month assignment. She will work with trade union organizations and with the Women's and Minors' Bureau and the Labor Policy Section of the Labor Ministry in developing active participation of Japanese women trade unionists in bona fide trade union activities in order to further the democratization of Japanese trade unions. Arrangements have been made for her to participate in the annual observances of Women's Week to be held during April. Plans are also being formulated for conferences with trade union leaders and rank and file union members, and with local government labor officials throughout Japan.

Workmen's Accident Compensation Insurance

On 29 March an amendment to the Workmen's Accident Compensation Insurance Law providing for the establishment of a merit rating system was passed by the Diet to be effective 1 April (See February Report). In order to implement the provisions of the amendment, Ministerial Ordinance No. 7 was promulgated to be effective on the same date as the amendment. The Ministerial Ordinance also provided for a slight adjustment of premium rates within industry categories.

A nationwide conference of the prefectural workmen's accident compensation section chiefs was held in the Ministry of Labor on 30 March. The conference was designed and timed to bring the section chiefs up-to-date on the newly enacted amendment and revised enforcement regulations as well as to present additional training materials.

Union Hiring Halls

The Employment Security Bureau issued a new policy statement relative to granting of licenses for union operation of hiring halls. Under the former policy very few licenses were issued, the Ministry of Labor believing these matters more properly performed by government agencies than by labor unions. The new policy, the result of considerable interest manifested by unions in operating hiring halls, is based on the belief that unions have a right to operate them. The statement provides for automatic issuance of licenses subject to guarantees that the "union" is not under the influence of labor bosses, that it is under the Trade Union Law, that provision for the hiring hall is made in a labor management agreement, and that fees are not charged for referrals.

Training Within Industry

The master institute in job instruction training, conducted by visiting experts of Training Within Industry, Inc., was completed on 9 March with 11 men certified as institute conductors qualified to instruct other trainers. These men were from among a group who in an earlier institute had successfully qualified as trainers. They have now returned to their local areas to set up institutes to instruct management personnel in becoming trainers in their own plants.

The first institute in job relations training, started the first of March and was scheduled to be completed on 5 April. It was found that the approach to human problems in the shop, as outlined in the job relations program, could be applied to Japan with only minor changes in approach and wording of the manual. Sixteen men were taking the job relations program. Meanwhile, one of the Training Within Industry, Inc. visiting experts had preliminary discussions with management of three companies to advise them how full installation of training-within-industry could be carried out in their plants. Management continued to show great enthusiasm for the training-within-industry program.

On request from General Headquarters, Supreme Commander for the Allied Powers, Department of the Army approved extension of four man months in the contract with Training Within Industry, Inc., in order to allow for additional time required to complete the institutes contemplated under the original contract. It has been found that a slower pace in interpretation from Japanese to English and vice versa and time required to revise language of manuals and to meet requests from industry for special conferences took more man months of service than the original contract covered.

Vocational Training Centers

The Employment Security Bureau reported that a new policy in financing of Public Vocational Training Centers has resulted in improvement in standards. Last year the national government paid for an average of three fourths of the operating expenses of the centers. Poorer prefectures were putting up so little money that adequate standards could not be maintained; therefore, the Ministry of Labor . . .

established a minimum level for prefectural contributions still within the capacity of poorer prefectures to pay. The result has been an increase in the amount of local funds and a general improvement in the quality of the training program.

Job Analysis

Further investigation into the status of the job analysis program of the Japanese Ministry of Labor disclosed that the program, rather than being about 90 percent completed as reported, is actually less than 25 percent accomplished. The current rate of progress would require another ten years before completion could be expected with the present staff available to the Ministry of Labor. In order to expedite the program, plans are now being formulated to utilize additional personnel from the prefectural offices. The revised approach will carefully tabulate all industries to be covered, list the expected number of occupations in each industry, distribute the analyses proportionately among the various prefectural offices, and should make a two year completion date feasible. The Ministry of Labor is holding in abeyance all work pertaining to the Dictionary of Occupational Titles until the completed job analysis program makes sufficient source data available.

GS, Civil Service Sec

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

LABOR DIVISION MONTHLY REPORT FOR FEBRUARY 1951

I. Political Developments

Interest in international politics was continued at a high level among top labor leaders during February. However, following formal submission by the General Council of Japanese Trade Unions (Sohyo) of a six-point peace program to John Foster Dulles early in the month, labor in general turned its energies and attention to promotion of its wage increase campaign and to internal problems of union organization. Major labor leaders known to hold some divergent views toward the official Socialist platform anticipate further debate on it at such time as concrete developments in peace negotiations call forth renewed interest in political matters. In the interim, these leaders will attempt to utilize rank and file preoccupation with union problems to stimulate organic unity and solidify the labor movement in order that it may participate more effectively in future political and economic affairs.

II. Activities of Labor Organizations

Conventions and Meetings

Among the more important conventions and meetings held by major labor organizations and the more significant decisions made were the following:

The Federation of Iron and Steel Industry Workers Unions (Nihon Tekko Sangyo Rodo Kumiai Rengokai) inaugural convention on 1-3 March which united approximately 114,000 workers into a national organization. Immediately prior to this convention, on 28 February, the National Federation of Metal Workers in Sodomei met and formally dissolved itself in order to permit its members to join the new organization. Principal officers elected were: Chairman, Uchihara of the Yahata Steel Company; Vice Chairmen, Morita of Fuso Metal Company, Nakajima of Nippon Kokan, and Okuyama of the Tokuyama Steel Company; General Secretary, Shimizu of the former Sodomei federation. The new organization includes all of the large plants in the industry except three: the Nippon Kokan at Tsurumi, the Daido Seiko at Nagoya, and the Nagasaki Seiko at Amagasaki. Contrary to an earlier vote by the preparatory committee, this convention voted to refrain from joining Sohyo at the present time. Leaders expect that most of the local unions not now in the new organization will join within the next six months, and that the question of joining Sohyo will be favorably resolved by special convention during the same interval.

The National Federation of Textile Industry Workers Unions (Zensen) central executive committee meeting in Osaka on 28 February and 1 March, which deadlocked on the question of support to the recently established right-wing Shin-Sodomei. This latter group represents the dissidents who walked out of the recent national convention of Sodomei in opposition to the proposal to dissolve Sodomei as a federation and affiliate the constituent national unions directly with Sohyo. The actual vote on this question showed more strength than was expected on the part of those in the Textile Union who support the Sodomei majority position favoring dissolution. Delegates favoring support to Shin-Sodomei numbered 34; those

supporting direct affiliation to Sohyo numbered 32. There was one abstention, and four votes were reserved out of the total of 71. These four reserved votes favored the Takano proposition supporting Sohyo, and would have produced a bare majority had they been cast at this meeting. However, it was felt that so close a decision at this point might split the union. Sohyo supporters believe that prior to the special convention scheduled to be held in Osaka on 19-20 March, enough additional support can be gathered to produce a clear-cut majority and take the entire union into Sohyo intact.

Organization and Reorganization

National Railway Workers Union - The internal union struggle over the issues of representation and collective bargaining rights for the 14 craft councils continued vigorously throughout the month. Demands by the Locomotive Engineers Council for separate bargaining rights had been rejected both by the Railway Corporation and by the national union headquarters. Article 11 of the Public Corporations Labor Relations Law provides for the selection of bargaining representatives by the union, and by the Labor Minister in the event the union fails to do so by 25 February of each year. Settlement of the issue without split in the union appeared in sight on 22 February when union representatives agreed: (1) that the national headquarters of Kokutetsu would be the bargaining agent on general matters of wages, hours, and working conditions, and (2) each of the craft councils would have the authority to bargain separately on special or minor matters peculiar to the particular council.

However, on 26 February the Locomotive Council reneged on this agreement and demanded sole bargaining rights for some 50,000 of the total 70,000 members of the council. This would have left Kokutetsu to represent 400,000 workers, including 20,000 locomotive engineers. Following this rupture, the Labor Minister has begun to study the problem of designating appropriate bargaining unit (s) and agent (s) for the railway workers.

Meantime, an extraordinary Central Committee meeting of the union convened at Ito on 7 March and voted conditional expulsion of Locomotive Council leaders from membership in Kokutetsu. No further definite action has been taken either by the union or the Labor Minister to date.

General Federation of Japanese Trade Unions (Sodomei) - The long and bitter struggle over federation policy is scheduled for decisive vote at the forthcoming extraordinary national convention set to open on 28 March. The majority Takano-led faction is confident of conclusive support and final action in the dissolution of Sodomei to pave the way for direct affiliation of its national unions into Sohyo. This confidence is based upon evidence of increasing support among textile workers, previously divided in opinion with regard to this issue.

III. Labor Relations

The tempo of labor relations quickened during February as several of the major unions moved ahead on their campaigns for wage increases and other benefits. Throughout the month, virtually all of the national unions in private industry were engaged in formulating and presenting their demands in the so-called March Offensive.

Coal - Negotiations on various demands for wage increases which had been conducted since mid-January between major coal producers and their unions broke down in early February. Workers employed by the Mitsui, Mitsubishi, Seika and Hokutan companies walked out on 7 February, and were followed on 13 and 14 February by others employed by smaller companies in the Kyushu and Joban areas. These disputes were settled on an individual company basis, and by the end of the month production and operations had returned to normal in all the fields. Average increases agreed upon for pit workers were approximately ¥500 per month above the present ¥13,000, and for surface workers per month approximately ¥1,000 above the present figure of ¥9,500. Most of the settlements also include some adjustments in production and efficiency bonuses and in allowances of various sorts.

Electric Power - During the month of February, in accordance with earlier issued "strife" directives, dispute tactics such as walkouts of short duration, refusals of overtime work, etc., were conducted by clerical workers in various parts of Japan. There was no interference with actual generation or transmission of power in consequence of these actions, which were designed solely to affect office and business operations of the companies.

On 9 March, the Central Labor Relations Commission issued its award on the three points referred by the union for mediation when direct negotiations between the parties deadlocked. Details of the union demands, company counter-offers, and Central Labor Relations Commission proposals are as follows:

Wage Rates

1.	Union:	¥12,480 monthly base, effective 1 October 1950
2.	Company:	¥1,000 per month raise on condition of personnel rationalization
3.	CLRC:	¥10,389 monthly base, effective 1 January 1951

Winter Allowance

1.	Union:	5 times the present rate
2.	Company:	Retain the present rate
3.	CLRC:	10 percent increase for some areas; present rate for others

Retirement Allowance

1.	Union:	100 percent of basic monthly pay as basis for calculation
2.	Company:	90 percent of present rate
3.	CLRC:	90 percent of new basic monthly pay from 1 January 1951

Replies from the parties to the above mediation plan are due on 25 March.

Steel - Unions of the six largest steel producers -- Yahata, Fuji, Nippon Kokan, Shin Fuso, Kawasaki and Kobe Seiko -- have presented wage demands and are currently negotiating on an individual company basis. The recently organized national steel union adopted a resolution of support to these negotiations, but has announced no other definite plans for its wage campaign.

Private Railways - The Central Committee of the Federation of Private Railway Workers Unions (Shitetsu) met several times during the latter part of the month to formulate wage demands scheduled to be presented to the operators on 10 March. Strategy of their campaign calls for negotiation between the federation headquarters and the national employers organization on a general demand for 20 percent increase in current basic wages. It is generally known, however, that actual negotiations and settlements will be made on an individual company basis in view of the facts that the employers' ability to pay varies considerably among the companies, and further that the union federation does not have the authority to make contractual obligations for its locals. Employers will not meet the unions' demands in full, but do not expect unusual difficulty in making satisfactory settlements.

The issue of retirement allowance, under negotiation at the national level for the past several months, remains unsettled following rejection by management on 21 January of a mediation plan issued by the Central Labor Relations Commission. The union's demand was for various numbers of months pay for various years of service calculated at 100 percent of an average month's earnings. Management had substantially agreed to the numbers of months and years, but offered only 85 percent of average monthly earnings as a basis for calculation. The Central Labor Relations Commission compromise figure of 90 percent through March 1951 and 100 percent thereafter was accepted by the federation on 17 January. Further negotiation between the parties and conciliation attempts by the Commission have as yet produced no settlement.

Monopoly Corporation - The Cabinet has announced its approval of the award issued 2 March by the Public Corporation Arbitration Committee for the 40,000 employees. Main points of the award are: (1) an increase of ¥1,300 above the present basic monthly wage of ¥6,900, to be effective 1 April 1951, and (2) one-time payment of 45.8 percent of one month's wage, or approximately ¥3,200, for the period of January through March 1951. The Arbitration Committee calculated the cost of its award at ¥480 million through the current fiscal year, and stated that the funds to meet these payments are available to the corporation without further appropriation by the Diet. This case arose out of the demand by the union for an average basic monthly wage of ¥9,700, effective 1 January 1951.

Japan Express - National headquarters of the All Japan Express Workers Union (Nittsu) has presented to management its demand for an average monthly wage of ¥12,116. This represents an increase of ¥2,773 above the present average of ¥9,337. No definite developments or indications of attitude have yet been manifested in these negotiations.

Seamen - Another wage demand of major importance was presented to shipowners by the All Japan Seamen's Union. The two main points covered are: (1) an increase of approximately 56 percent in basic monthly wage from the present figure of ¥10,639 to ¥16,637, and (2) increases of from five percent to 20 percent in various allowances.

Newspapers - On 20 January 1951, the Mainichi union demanded a one-time bonus payment of 20 percent of basic monthly wage. The union expects this case to be settled by mid-March substantially on the basis of their original demand. Wage demands for monthly basic wage increases of from ¥1,500 to ¥1,700 were presented to the other two of the "Big Three" -- Yomiuri and Asahi -- later in January.

Collective bargaining at the Asahi is somewhat complicated by the existence of two local unions. Management has refused any wage benefit, either in the form of increase in basic wages or of bonus payments of any kind. One of the unions, Asahi Roso, representing approximately 60 percent of the employees and affiliated with the anti-Communist Shimbun Roren, is continuing its struggle for an increase in basic monthly wage.

The other union, Zen Asahi, an independent local representing the remaining 40 percent and, until the recent Red Purge, subject to Communist influence, has become disheartened by management's firm stand and is now considering amending its demand to call for a small one-time bonus payment.

The union at Yomiuri, a Shimbun Roren affiliate, is also continuing negotiations toward an increase in basic monthly wage, basing its demand upon a 12 percent increase in the Consumers' Price Index since the present basic wage was established in March 1950, and upon increased revenue to the company derived from higher subscription rates. The Yomiuri union is considering a joint struggle committee with the Asahi Roso and has also announced its intention of appealing to the Central Labor Relations Commission in the event direct negotiations fail to produce a settlement. Present basic monthly wage for all the "Big Three" companies is approximately ¥14,000.

IV. Labor Education

Reports from the field indicate increasing activity on the part of unions, as well as prefectural Labor Policy Section officials, in conducting labor education programs. Important reasons for this trend include:

a. Elimination of Communist leadership which deliberately rejected and impeded rank and file enlightenment.

b. Increased recognition by union leaders and by rank and file members of the need and value of education as a foundation for solid unionism.

c. Improvement in the type and quality of labor education materials prepared by the Labor Ministry and prefectural labor offices, and wider distribution and acceptance of these materials.

During this reporting period a total of 77 labor education rallies sponsored by prefectural Labor Policy Sections were held in 28 prefectures. Reports not yet received from two of the eight geographic regions will swell the final tabulations. Numbers of rallies and prefectures covered by region are as follows:

Region	Rallies	Prefectures	
Kanto	24	5	10
Kyushu	20	6	7
Shikoku	10	4	4

Region	Rallies	Prefectures	
Chugoku	14	5	5
Hokkaido	2	1	1
Tohoku	7	7	7
Tokai-Hokuriku	-	-	6
Kinki	-	-	6

V. Employment and Unemployment

Unemployment Insurance

In January, unemployment insurance initial claims and total payments increased for the first time in four months. Initial claims increased 13.2 percent to 48,194 and waiting period claims by 13.7 percent to 44,299. The average number of persons receiving benefits each week in January rose 1.7 percent to 264,899; payments rose 6.2 percent to ¥1,163,026,911. Increases were due to local unemployment in Kyushu. Workers were laid off in coal mines due to the oversupply of coal, and from a very large shipbuilding company which had failed to pay wages for some months and finally discharged its workers.

Day labor claims also increased radically in January. The number of day laborers receiving benefits increased 173.5 percent to 98,882, and total benefit payments rose 220 percent to ¥105,011,070. Increases for day labor claims were due to the New Year holiday season and to unfavorable weather.

Work Relief

Preliminary reports for January 1951 indicated a 7.2 percent drop in the average number of days worked by day labor registrants in the nation's public employment security offices. For reasons indicated in the January report, December could not be considered a typical month. The average number of days worked was 20 in January as compared with 21.8 in December. However, the January total compared favorably with 19.4 and 19.3 days worked in October and November. Total registration declined for the fifth consecutive month, dropping 2.3 percent below December to 408,930. The average number of workers available for work each day declined 17.4 percent to 277,422. Thus, although non-relief job openings dropped 18.9 percent, national work relief dropped 14 percent and local relief dropped 15.3 percent, the net effect on day labor employment was not as serious as might otherwise have been the case. Approximately 138,500 individuals were employed each day, some 4,500 less than the number of job openings allocated by the national government.

Day Labor Demonstrations

Mass actions on the part of day laborers in opposition to government policies governing the operation of the work relief program declined sharply in January. As the wave of demonstrations had grown particularly acute in December over the issues of paid holidays and special year-end allowances which are traditionally paid by Japanese industry and government to regular employees, the decrease in number of demonstrations from 1,477 in December to 628 in January implies a false conclusion that the situation is improving. Of far greater significance is the fact that there were fewer demonstrations in January 1951 than in any month since February 1950. Of total demonstrations 320 were directly or indirectly Communist inspired.

Occupation Force Labor

The total of Japanese employed for use by the Occupation Forces rose to a two-year high of 284,156 in January. Increases were divided among all categories of employees with the exception of those in dependent housing, where a slight decrease was shown. January placements of permanent workers for the Occupation Forces by public employment security offices totalled 14,877.

VI. Economic Developments

Wages

January total average earnings in manufacturing establishments employing 30 or more workers were ¥10,970, a decrease of 16.4 percent over December, a month in which earnings were abnormally high due to year-end allowances. January earnings were also weighted by year-end bonuses, part of which were paid in that month. Special payments in January, including year-end bonuses, were 16 percent of total earnings compared with five or six percent in the latter part of 1950, excluding December when they comprised 25.5 percent.

Analysis of the trend in average contract cash earnings in manufacturing industries, including overtime payments but excluding special payments, indicate a continuation of the creeping increases since June 1950. Although January contract cash earnings (¥9,192) were lower than December (¥9,500) and about the same as November (¥9,165) the hours of work, both scheduled and overtime, were lower in January due to year-end holidays than in the previous months.

Prices

January marked the second consecutive month in which the Consumers' Price Index advanced sharply reaching 139.0, the highest point since September 1949. The January increase of 4.5 percent over December was slightly above the November to December increase of 4.2 percent which had been the largest advance in any single month since December 1948. Since June 1950 the index has advanced 12.3 percent. The January increase reflected sharp advances in the index of such major items as food 6 percent, attributable to the upward revision in the official retail prices of staple foods and seasonable movements in decontrolled food prices; clothing 7.3 percent, attributable to the increased textile prices and general inflationary pressures; and fuel and light 4.2 percent due in part to seasonal factors.

VII. Operating Programs

Apprenticeship

Following up the recommendations of the Visiting Expert on Apprenticeship who had emphasized the need of increased staff, the Labor Standards Bureau of the Labor Ministry appointed one full-time and one part-time apprenticeship consultant in 17 of the more highly industrialized prefectures. In each of the remaining 29 prefectures one part-time consultant was appointed. In addition, the Apprenticeship Section of the Central Labor Standards Bureau was augmented by four persons. Since the bureau was unable to obtain additional personnel, the appointments were made from the existing inspection staff. The primary function of the newly appointed consultants will be to work with employers and trade unions in the development and expansion of apprenticeship programs in industry in order to train skilled workers needed for Japan's economic recovery.

Workmen's Accident Compensation Insurance

A bill amending the Workmen's Accident Compensation Insurance Law to permit the inauguration of the merit rating system effective 1 April 1951 was submitted to the Diet at the end of February. The Workmen's Compensation Section of the Labor Standards Bureau with the approval of its Advisory Council proposed the amendment in order to provide an incentive for employers to reduce accidents in their establishments. The proposed merit rating system which establishes variable premium rates will be applicable to employers of 100 or more workers provided the employers have been covered under the insurance program for at least three years. The variable premium rates will range from a 30 percent reduction from the standard industry rate for employers having favorable accident records to a 30 percent increase for those with unfavorable records. The existing provisions of the law delay establishment of such a system until employers have had five years coverage under the insurance program and would apply only to employers of 300 or more workers.

Women's and Minors' Activities

From 1 - 15 February the Women's and Minors' Bureau conducted a special campaign to improve workshop facilities for working women. Field representatives of the Women's and Minors' Bureau made plant visits and held conferences with employer and worker groups and health supervisors in their areas. Considerable use was made of the special materials prepared by the bureau which included posters and leaflets containing illustrations of good plant facilities as well as information on the regulations issued under the Labor Standards Law and advisory recommendations to supplement the regulations. Preliminary reports from the field representatives indicated that the campaign had met with considerable success.

Training-Within-Industry

During February the 20 trainees from the January institute in Job Instruction Training were given quality checks by observation of them as trainers in plants in Tokyo and Yokohama. On the basis of this observation and their previous performance in the institute, 12 of the 20 were selected by the TWI visiting experts to attend a Master Institute which would train them as institute conductors who are qualified to train other trainers. The Master Institute was begun on 21 February and is scheduled to run two weeks.

Employment Security Program

The Cabinet decided the last week of February to take no action this year on proposals to decentralize control of the Employment Security Program.

The Cabinet also approved proposals presented to General Headquarters, Supreme Commander for the Allied Powers, by the Seamen's Bureau of the Transportation Ministry for the opening of 12 new employment security offices for seamen in addition to 12 already operating.

Job Analysis

The visiting expert on occupational analysis completed a two-week training session attended by Labor Ministry, prefectural employment security and National Personnel Authority occupational analysts. Instruction was given in the principles and techniques of occupational analysis including the latest ideas which have been

evolved in the United States. Examination is being made of analyses which the Labor Ministry has completed with a view to determining their adequacy, and estimating the amount of analysis work remaining necessary for the completion of an occupational dictionary. Appraisal is also being made of the facilities available to the Japanese Government for this purpose and of the measures necessary for its expansion.

Safety and Sanitation

The visiting expert on industrial safety held training classes on industrial safety in Tokyo and Osaka attended by safety inspectors of the central and prefectural offices of the Labor Standards Bureau and representatives from 65 preselected plants. Work was begun in February on the development of model safety programs in three of the eight plants (two in Kobe and one in Yokohama) which had been selected for special guidance and had allocated funds for the safety projects. The visiting expert also followed up on the safety program instituted in the Samezu National Vocational Training Center as a result of his previous visit and found that most of the deficiencies in safety practices had been corrected.

GS, Civil Service Division

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

LABOR DIVISION MONTHLY REPORT FOR JANUARY 1951

I. Political Developments

The visit of John Foster Dulles to Japan on the peace treaty diverted labor's attention to the international future of Japan. The campaign for wage increases and the signing of written collective bargaining agreements designated as the "March offensive" became of secondary interest. Preoccupation with year-end allowances and other economic demands and the lukewarm interest in the Joint Struggle Committee for the protection of the Constitution and Establishment of Autonomy of the Diet ceased abruptly. The positions of the major conservative political parties on the treaty issue attracted little attention from labor leaders other than criticism and disagreement. However, the disunity in the Socialist Party on the issue was directly reflected among top labor leaders, some of whom as party members engaged vigorously in the controversy at both union and party meetings.

The Socialist Party's official position, pressed by the so-called left-wing of the party and based on three principles, namely, (1) overall peace treaty, (2) opposition to military bases in Japan, (3) strict neutrality, including opposition to rearmament, was endorsed by many of the top labor leaders through extraordinary conventions or committee action. The endorsements, however, were far from unanimous and without reservation. Many of the leaders, including Takeo Muto and Minoru Takano of Sohyo, Hisashi Kagayama of the Seamen's Union and others who came out publicly for the left-wing stand, in private favored separate peace, rearmament and full cooperation with the Western powers advocated by the opposing faction of the party as the only realistic alternative.

The labor leaders, however, did not support the latter position without reservations as the Socialist Party faction did, but with the stipulation that there should be guarantees of economic and political sovereignty of Japan and of the civil and labor reforms instituted under the Occupation. Some of the leaders opposed rearmament as unnecessary, uneconomic and undesirable. While the differences were being strongly expressed there was evidence of growing non-acceptance by labor of the official Socialist position and carefully worded public statements by labor leaders pointed to a general withdrawal of labor support from it.

II. Activities of Labor Organizations

Conventions and Meetings

Among the more important conventions and meetings held by major labor organizations and the more significant decisions made were the following:

The National Federation of Government Workers Unions (Zenkanro, leftist-inclined one-time affiliate of the former Zenroren) extraordinary convention on 25 January which decided: (1) to demand the National Personnel Authority to recommend and the Government to enforce a new wage base, (2) to develop a national movement favoring an overall peace and opposing rearmament, and (3) to stage a joint struggle with all unions. The organization renamed itself as the Japan Federation of Government Workers Unions, in abbreviation "Nikkanro."

National Railway Workers Union (Kokutetsu) Central Committee meeting ended 27 January which (1) accepted the Socialist party "three principles," (2) opposed rearmament, (3) endorsed an education program to avert disunity and split of the union because of the withdrawal of some 70,000 locomotive engineers who formed a union of their own, claiming that under the existing organizational structure of the union they had not received adequate consideration, (4) reelected Tetsuro Saito and Kaname Hoshika as chairman and vice chairman respectively, and elected Etsuo Kato, the former chairman as chief secretary. The decisions and the elections showed uncertainty in the union position on the peace treaty issue and a marked change in the union attitude from that manifested at the last convention. Whereas at the last convention Hoshika and Saito led in censuring Kato for his advocacy of separate peace and cooperation with Western powers, at this meeting they joined with Kato's position and despite nominal acceptance by the union of the Socialist position were elected to office by substantial majorities.

Organization and Reorganization

General Federation of Japanese Trade Unions (Sodomei) - The struggle among Sodomei officials and leaders over federation policy, paralleled and also influenced by differences over political policy, continued throughout January and culminated in a meeting held 23-24 January by 89 representatives of the minority group which walked out of the regular national convention in December. After declaring invalid the plans for dissolution of Sodomei adopted at the convention by the majority, the group announced the establishment and autonomy of the New Sodomei (Shin Sodomei). The three top officers elected were Tadao Kikukawa of the Japan Mine Workers Union (Nikko) as chairman, Minoru Takita of the Textile Workers Union (Zensen) as vice chairman and Torazo Kumamoto of the Food Industry Workers Union as treasurer.

The attendees at this meeting, representing eight national unions and ten prefectural federations, were known to lack support of many rank and file members of their respective unions and to be without any authority to represent them. It was estimated that this minority group could count on support of only about 275,000 of Sodomei's total claimed strength of 835,000. Conclusive action in this controversy rested with the individual unions. One of the first major tests of strength was in the Japan Federation of Textile Workers Unions which set up a committee to draft its policy on this question prior to the Sohyo convention scheduled for early March.

Steel Industry - A meeting of the Iron and Steel Federation Preparatory Committee (Tekko Roren) on 17-18 January laid final plans for formal inauguration of the new national union on 20 February. Among potential members of the national organization were 30 local unions representing approximately 125,000 workers of the major iron and steel companies. The meeting also voted to formally affiliate the new union with Sohyo.

III. Labor Relations

Relatively successful conclusion of the campaign for the year-end allowances was followed by the usual lull in labor relations activity during the first half of January. During the latter part of the month, in addition to the preoccupation with political and international developments, the unions were preparing for a large scale campaign for wage increases and new or renewed written collective bargaining agreements to be spearheaded by demands in coal, electric power, private railway and electric equipment manufacturing.

Coal - The most positive action during the month was by the Japan Coal Miners Federation (Tanro) which on 10 January resumed negotiations suspended earlier for the New Year holiday. A joint struggle committee meeting 1 February, dissatisfied with management's third counter-offer, scheduled an indefinite strike to begin with the first shift of 7 February by the workers of four major companies; Mitsui, Mitsubishi, Seika and Hokutan. Union demands, varying among the companies, called for an increase of the present daily base of ¥363 for pit workers by ¥150 to ¥350 and of the present daily base wage of ¥216 for surface workers by an average of ¥100. The demand also called for an average increase of approximately ¥200 per month per dependent above the present ¥400.

Electric power - The Electric Power Workers Union (Densan) and the employers signed a formal agreement on 22 January relating to terms of contract and working conditions other than wages, thus settling the three year old dispute on the basis of the Central Labor Relations Board mediation proposal issued 29 December 1950. The problem of wage increase remained deadlocked following management's final offer of an average increase of ¥242 as against the union's demand for an increase of ¥3,900 over the present average base wage of ¥8,500.

Metal mining - Agreement reached between the unions and operators in the metal mining industry settled the question of wages through March 1951. Negotiations for future conditions will be taken up towards the end of the expiration of the existing agreement.

Discharge of Communists

In conjunction with the discharges of Communists and Communist sympathizers in the latter part of 1950, two precedent setting cases developed. On 13 January the Central Labor Relations Board rejected a complaint of unfair labor practices filed by 25 workers discharged by the Asahi Press. The Board's ruling in this case held that the dismissals were not for reasons of union activity and

therefore not an unfair labor practice. In the other case, the chairman and five other members of the Kyoto Telecommunications Office Local of the All Communications Workers Union (Zentei Kyo, a Communist dominated Zenroren affiliate) filed a case with the Equity Committee of the National Personnel Authority for handling complaints of government workers. The first hearing was on 16 January and the outcome was being watched with interest as it was the first case filed by public service workers on any issue.

As of 24 January, a total of 132 cases alleging unfair labor practice in connection with the Communist discharges were filed with the Central Labor Relations Board. The largest numbers of cases filed came from the newspaper and electric power industries, followed in descending order by coal, chemical, private railway and machine manufacturing industries. Cases involving electric power (Densan) workers in five prefectures and press workers in one prefecture had been rejected by the Central Labor Relations Board prior to formal hearing.

IV. Employment and Unemployment

Overall Manpower Conditions

Paid non-agricultural employment continued to expand, longer hours were being worked in the larger industrial establishments and unemployment insurance claims declined substantially.

Paid non-agricultural employment which had gone up in December for the fifth consecutive month and which was the highest since August 1947 when comparable data on such employment became available, was as follows:

	In December	Increase over Nov.	Increase over August
Total	13,060,000	↑ 370,000	↑ 1,240,000 or 9.5% above
Men	9,510,000	↑ 70,000	↑ 690,000 or 7.8% above
Women	3,550,000	↑ 300,000	↑ 550,000 or 18.0% above

The addition in paid non-agricultural employment was primarily among temporary and casual labor and smaller enterprises as may be concluded from the fact that the employment level of some 4.5 million regularly employed workers in establishments with 30 or more persons (in all industries except construction) remained virtually unchanged during the latter part of 1950.

The hours of work in establishments employing 30 or more workers continued to increase along with increased industrial activity (in all industries except construction), especially in manufacturing industries affected by production for the Korea operations and the various economic expansion and aid programs, averaging as follows:

	Average Total Hrs. Worked	Average Overtime Hrs. Worked		
	Dec	Dec.	Nov.	June
All Industries Average	197.8	20.3	17.3	13.7
All Mining Average	195.3	21.8	18.1	18.3
All Manufacturing Average	198.4	20.6	18.1	13.1
Transportation Equipment	208.0	38.7	35.5	NA
Basic Metals	196.8	28.9	26.3	20.7
Machines	207.2	28.0	23.6	17.3
Fabricated Metals	205.8	27.6	21.9	NA

Unemployment insurance claims by both regular and casual workers declined in December below November and the earlier 1950 levels, as follows:

	Number or Amount	Percent decline below November
Regular Workers		
Initial Claims	36,465	22.6
Waiting Period Claims	36,306	21.0
Average No. of Persons Collecting Benefits each week	261,720	8.3
Total Amount Paid in Benefits	1,097,812,500	
Casual Workers		
Initial Claims	84,647	19.4
Total Amount Paid in Benefits	33,799,600	46.0

Work Relief

The number of PESO day labor registrants declined in December by 1.3 percent below November to 413,236 which was 12.5 percent below the peak in August 1950. On the other hand, the number of these registrants actually in the labor market each day increased by 7.5 percent over November to 298,528. The number of days of work provided to these registrants in December was 13 percent higher than in November. The improvement resulted from: (1) a 12 percent increase in non-relief jobs available through PESOs, (2) increase in relief jobs according to plan in which the prefectures anticipated pressures for year-end allowances and withheld a portion of jobs allocated under the national program for October and November, and together with an increase in local relief jobs made a larger amount of work available in December to counter the demands and avoid demonstrations. Out of the average total of 21.8 days of work provided each worker during the month through the PESOs, 7.8 days were on non-relief jobs.

Day Labor Demonstrations

The number of day labor demonstrations in December increased by 100 percent over November to 1,477 despite provisions made by local government agencies to minimize them. An estimated 77,500 persons participated in the demonstra-

tions and 204 arrests were made. Over half of the demonstrations were directly charged to the Communist party, but non-Communist groups of unemployed were responsible for a significant share of the increase. Although about half of the demonstrations involved demands for year-end bonuses, paid holidays and other special allowances, about one-fourth of them still were directed towards promoting full employment rather than partial employment under the rotation system.

Occupation Force Labor

The number of Japanese employed for the Occupation Forces fluctuated slightly from month to month since October, totalling 274,816 in December. Most of the fluctuations occurred among the so-called "technical" group which encompasses all employees except clerical, independent housing and marine workers. During the period from October to December the number of permanent workers increased and the utilization of day laborers declined. In December, Public Employment Security Offices provided the Occupation Forces with 14,000 permanent workers and with 77,222 man days of day labor employment and the Japanese firms providing goods or services for the Occupation with 3,000 permanent workers and 114,000 man days of day labor employment.

Labor Bosses

The labor bosses in the business of supplying day labor for the stevedoring operations in the Kobe port area who supposedly were put out of operation by a special program introduced against them some two years ago, reportedly were making a comeback. In the instance of one small company the Ministry of Labor issued a warning and the concerned bosses agreed to cease their operations. As a substitute measure, the workers were placed on PESO day labor registration rolls and two bosses were hired by the company to handle the procurement of necessary day labor through the PESOs.

V. Economic Developments

Wages

Year-end bonuses brought the December total average earnings in manufacturing establishments employing 30 or more workers to ¥12,764 or 31.4 percent above November. Of the total earnings 25.5 percent or ¥3,264 made up the special cash payments; that is, payments not specified in advance by wage payment rules of the establishment or collective bargaining agreement. Included in the special payments are the customary year-end bonuses usually paid in December and to some extent in January. During the latter part of 1950 special payments were some 5 to 6 percent of total monthly earnings; therefore it may be estimated that the 1950 year-end bonuses in manufacturing industries amounted to some 20 percent of the total December earnings. Compared with previous post war years, the December 1950 special payments in manufacturing industries represented a higher percentage of the total earnings for the month than in December 1948 and December 1949, but lower than in the

first two post war years. December special payments in the first four post war years were 16.0 percent of the total December earnings in 1949; 23.1 percent in 1948; 28.5 percent in 1947 and 30.0 percent in 1946.

The December average contract earnings which include overtime pay in manufacturing industries were ¥9,500 or 3.6 percent higher than in November and 15.2 percent higher than in June 1950. The rise was primarily due to increasing amount of overtime being worked. (See Section IV - Employment and Unemployment - for hours of work).

Prices

The December Consumer Price Index of 134.5 was 4.3 percent above the November 128.9, marking the largest advance in any single month since December 1948. This relatively sharp increase reflected chiefly a 5.1 percent increase in the food index and 11.0 percent increase in the clothing index, both due substantially to the seasonal buying pattern for the New Year. In addition to the customary seasonal influence, the rise in the index reflected in part a more rapid rate of spending in urban areas caused by the Korean situation.

Wage Increases

Regular and Special Service Government Employees - The first pay raise since Decmeber 1948 was granted regular government workers effective 1 January 1951. The increase was estimated at 14.4 percent or an average of ¥1,008 per month per person, bringing the new total monthly average pay to ¥7,981, including base pay, dependents' allowance, area allowance and special work allowances. The new average closely approximated the ¥8,058 per month recommended in August 1950 by the National Personnel Authority. Comparable pay raises were granted government workers in the special service categories such as ministers, vice ministers, judges, procurators, etc.

Occupation Force Workers - The Government, following established policy of granting increases to Japanese nationals employed for the use of the Occupation at the same time as increases were granted to regular government workers, also increased the wages of this category of workers effective 1 January. Occupation Force workers are grouped into three general categories with regard to wage payment policies: (a) clerical and housing employees, (b) technical workers, and (c) seamen. Increases for clerical and housing employees have always been patterned after the measures taken for regular government workers, and therefore these workers were granted an average increase of 14.9 percent or ¥1,184 per month, bringing the new average estimated monthly pay to ¥9,125. Similarly, in accordance with the established practice of granting the same increases to Occupation Force seamen as those granted seamen employed by the Civilian Merchant Marine Committee, an average increase of 15.4 percent or ¥2,035 per month was granted to Occupation Force seamen, bringing their average monthly pay to ¥15,211.

On the other hand, the pay scale for technical workers has been patterned on wages prevailing in private industry. Based on new prevailing wage scales

published by the Ministry of Labor, increases of 6.5 percent were granted to Occupation Force workers in specified occupations in the construction industry and 19.1 percent to those in specified occupations in the harbor transportation industry. Increases in occupational rates other than specified by the Ministry of Labor varied from prefecture to prefecture and were based on prevailing wage data published by local Labor Standards Offices. According to preliminary estimates of the Finance Ministry the average increase to Occupation Force technical workers throughout Japan was estimated at 8 percent or approximately ¥880 per month, bringing the new estimated average monthly pay to ¥11,157 per month.

VI. Operating Programs

Unemployment Insurance Administration

The special drive initiated in October to collect delinquent unemployment insurance premiums by 20 December, the closing date of the drive, resulted in the collection of nearly 96 percent of the total amount due in premiums since the unemployment insurance program for regular workers was established in November 1947. Similarly the intensive inspection of the casual workers unemployment insurance system during December revealed a total of ¥880,000 delinquent in premiums of which ¥806,000 was collected. As one of the measures to improve premium collections, a week's training in the latest collection techniques was given to all unemployment insurance section chiefs.

Training-Within-Industry

The training-within-industry program for the Japanese given by experts of the Training Within Industry, Inc., a private United States firm, was started 22 January in Tokyo with a two-week institute in job instruction training. Attending the institute were 20 trainees, 11 of whom were employees of private firms in various branches of industry, five from the Ministry of Labor, and one each from the Ministry of Telecommunications, Ministry of Postal Affairs, National Personnel Authority and the National Railways Corporation. Prior to the beginning of the institute public meetings were held in a number of principle industrial cities attended by groups of 300-400 persons to acquaint industry and labor with TWI objectives.

Job Analysis

The job analysis work primarily being done for the preparation of an Occupational Dictionary for use in conjunction with manpower programs on which the Bureau of Employment Security, Ministry of Labor has been working since 1948, was given added stimulus with the arrival of a United States expert in the field. During the expected four-months tour, the expert will advise with the Bureau and concerned agencies on research in this field and codification of jobs. To take full advantage of the expert assistance the Bureau has shifted additional personnel to the job analysis work.

G-S, Civil Service Div
1950

****

LABOR DEVELOPMENTS IN JAPAN

DURING

1950

****

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

LABOR DEVELOPMENTS IN JAPAN DURING 1950

Highlights of Developments

In 1950 Japanese labor gained further in stature as well as economically. The labor movement was recognized on a par with other segments of the nation's social, economic and political structure, not only on the home front but internationally. Labor organizations under anti-Communist leadership were being strengthened to serve the true need of workers and to protect them from being used as political tools. The workers' standard of living improved further as a result of continued increases in earnings and lower prices, with real wages approaching prewar levels. Labor legislation and labor administration agencies, which had become an accepted part of the daily life of the nation, were able to meet the changing and increasing demands placed upon them. Improvement of workers' skill was of growing national interest. The entrenched position which labor attained indicated that the Japanese labor movement will continue as one of the major influences in Japan and as a safeguard of the workers' well being.

The Trade Union Movement

Organization of the General Council of Japanese Trade Unions (Sohyo)

The most outstanding development during 1950 in the Japanese labor field was the gain of power by anti-Communist leadership over the labor movement and the unification of the labor front into the largest labor organization in the history of Japan, namely the General Council of Japanese Trade Unions (Sohyo). By the end of the year, Sohyo, formally inaugurated 11-12 July 1950, had affiliated with it labor organizations in key industries with over three million members. A number of other influential organizations with some three-quarters of a million union members were working out their internal problems in preparation to affiliate also. Altogether Sohyo had the following of more than two thirds of organized workers.

Influence of the International Confederation of Trade Unions (ICFTU)

The final stimulus in the struggle against Communist attempts to use labor as a vehicle to political power culminating in the shift of control under anti-Communist leadership and the organization of Sohyo came from the formation of the ICFTU and its active recognition of the Japanese labor movement. Japanese labor delegates participated in the inaugural conference of ICFTU in December 1949; a Japanese was elected to the ICFTU executive board and an ICFTU mission came to Japan to study the labor movement and participate

in the inauguration of Sohyo. This full acceptance of Japanese labor into the international anti-Communist labor faction raised the prestige of the anti-Communist leaders and rallied the rank and file around them. Furthermore, the unhesitating endorsement of the Japanese labor movement by the ICFTU added to the dignity of labor, thus placing it in a more influential position in relation to other pressure groups in national affairs.

Recognition by International Labor Organization (ILO)

Japanese labor also received international recognition from the ILO which extended to Japan an invitation for the second consecutive year to the annual International Labor Conference and to a number of other special committee conferences during the year. The Japanese delegates, although attending only as observers, were given the opportunity to report on conditions in Japan. An ILO correspondent was stationed in Japan.

Disintegration of Old Organizations

Sanbetsu and Zenroren - As Sohyo and the anti-Communist leaders gained in influence and maturity the old leading organizations, both Communist-led as well as those under conservative leadership, disintegrated. The Communist National Congress of Industrial Unions (Sanbetsu) was virtually out of existence. In accordance with decisions made at conventions held in September and November of 1949, its executive committee announced in April 1950 that Sanbetsu was being dissolved and its components merged with those of the National Liaison Council of Labor Unions (Zenroren), the one-time purported labor front through which affiliation with the World Federation of Trade Unions (WFTU) existed. However, in August the Zenroren, already deserted but for a small nucleus of disruptive elements, was dissolved by the government for its anti-Occupation activities and for supporting acts of violence and resisting law enforcement in connection with labor disputes. With the dissolution of Zenroren, Sanbetsu continued to collect dues and function more or less as a substitute for the planned merged organization. Its following was limited mainly to the Communist dominated elements of the old Communication Workers Union (Zentei Rusо) and of some unions among steel and chemical workers.

Sodomei - Late in the year the General Federation of Japanese Trade Unions (Sodomei) under domination of the old conservative leaders, was split as an organization. Its younger leaders considered that with the formation of Sohyo as an organ to consolidate national industrial unions, the existence of Sodomei was superfluous. Thus, they pressed for formation of strong national unions directly affiliated with Sohyo and dissolution of Sodomei. On the other hand, the old-time leaders of Sodomei did not want to relinquish the patriarchal influence of Sodomei over the labor movement to Sohyo and insisted on continuing Sodomei as an instrument through which its components would be affiliated with Sohyo. Another cause of dissension stemmed from charges against some officials that they were under management domination.

Other Organizations - The smaller and less important organizations of labor unions in existence, along with those mentioned above, experienced similar upheavals. The Japan Federation of Labor (Zen Nichiro) at times referred to as the third major federation of Japanese labor unions, claiming to represent the neutral labor elements but actually a paper organization with little influence, disappeared with the formation of Sohyo.

The National Federation of Industrial Organizations (Shin-Sanbetsu), a splinter of dissidents from Sanbetsu in existence since 1949, claiming some 55,000 members in various industries, was contradictory in its purported objectives and action. Outwardly Shin-Sanbetsu supported Sohyo and under the pressure of its constituents voted in November to join it; however, it decided to do so as a federation and press organization of national industrial unions to be affiliated with it. This program was in conflict with the organizational structure of Sohyo and the organizing campaign of the Sodomei faction working on consolidating unions in specific industries for direct affiliation with Sohyo.

Organizational Activity

Organizational activity in the labor movement was extensive but confined mainly to the formation of Sohyo and reshuffling and consolidating of existing membership into more inclusive national industrial unions. The number of the existing national industrial unions, as for instance those in coal, government and private railways, electric power, government administration and education, included most of the workers in the industry. On the other hand, many others such as those in electric equipment, chemicals, textiles and metal working followed the characteristic pattern of being organized on company or regional basis with further affiliation to numerous intermediate organizations frequently supporting conflicting objectives and ideologies.

To correct this weakness in the Japanese labor union structure, Sohyo's organizational pattern specifically called for strong all inclusive national industrial unions directly affiliated with it. Accordingly, Sohyo's leaders and supporters, especially the progressive faction of Sodomei, launched organizational campaigns for such unification of workers. Along these lines a new national union was inaugurated in the metal working industries in the latter part of the year, and the National Federation of Iron and Steel Industry Workers Unions, including some 120,000 steel workers, was scheduled for formal inauguration in March. Much progress was made toward eventual unification of workers in the chemical, shipbuilding and harbor industries.

Number of Unions and Union Members

There was a large decline in the number of local labor unions and in union membership during the one-year period from June 1949 to June 1950. At the end of June 1950 local unions numbered 29,144 with 5,773,900 members as compared with 34,688 unions and 6,655,500 members at the end of June 1949, a decrease of 5,544 in the number of unions and of 881,600 in the number of members. With the decline in membership and concurrent expansion

in paid employment - the segment of labor force representing potential union membership - only 45.8 percent of paid employees were unionized in June 1950 as compared with 55.7 percent in June 1949. Women union members numbered 1,304,300 or 23 percent of all union membership, the same proportion as in the past.

The loss in union membership and in the number of unions was mainly attributed to (1) the extensive closures of small business enterprises and personnel retrenchment during the early part of the year, (2) disinterest in unions on the part of workers who felt that under prevailing economic and political policies they had nothing to gain from membership in unions, (3) elimination of supervisory personnel from union membership in accordance with the revision of the Trade Union Law. Proportionately the largest losses in union membership were in the smaller unions. For instance, membership in unions with 49 or less members declined by nearly 18 percent, whereas in unions with 2,000 or more members by a little over nine percent. (See appendix 1 and 2 for a list of major labor organizations and their membership and a table of local unions and their membership by industry and sex).

Purge of Communists

Along with the removal of Communist influence at the top level of the labor movement, measures were taken to eliminate such elements in local unions and working places. The anti-Communist leaders and workers in general viewed with approval the purge of Communist Party leaders and editorial staff of Akahata by Occupation authorities early in June. The aggression in Korea precipitated unhesitating action against Communist elements by both labor and employers. Coincident with the purge, the individual unions began to take positive action to remove or suppress disruptive elements within their ranks. However, before they made much progress in that direction, private employers and the government undertook to discharge from employment Communists and Communist sympathizers.

In general the dismissals were carried out with an understanding between the union and management and with the stipulation that such dismissals were subject to adjustment through the labor relations boards and courts. The dismissals were confined strictly to the hard core of active Communists and disruptionists known to be taking orders from the Party. Altogether some 10,600 workers in private industry and 1,171 in government services were discharged, among whom were 2,546 union officials.

Political Activity

In domestic politics labor showed marked maturity and influence. Labor groups were active in both local and national elections and were successful in electing 25 influential labor union members to the upper house of the Diet and five to the lower house, and one prefectural governor, as well as a significant number to prefectural assemblies and other local offices. With international tension on the borders of Japan and anticipation of conclusion of a peace treaty for Japan, labor showed increasing

interest in international affairs and labor leaders vociferously expressed their attitude towards them. The aggression in Korea was condemned by all major groups, and workers collectively and individually extended full cooperation in providing goods and services in conjunction with the United Nations action in Korea; however, they invariably emphasized objection to Japan's direct participation in hostilities.

The conclusion of a peace treaty preoccupied the minds of most labor leaders during the last part of the year. Since many of the labor leaders were either members or followers of the Social Democratic Party, their stand on the issue centered around the party's position which was based on the three principles, calling for (1) overall peace treaty, (2) opposition to military bases in Japan and (3) strict neutrality. The labor leaders and their followers as well as the party itself were widely divided over this position. One group stood firmly behind these principles without any reservations. Another group diametrically opposed it and favored separate peace, rearmament and full cooperation with the Western nations. The third group, although outwardly supporting the three principles, actually favored separate peace and rearmament but on condition that there would be guarantees of economic and political sovereignty of Japan and of the continuation of the civil and labor reforms established under the Occupation. The last group represented the attitude of the majority of labor and particularly of top leaders of Sohyo affiliates.

Labor Education

Along with the shift in union leadership and organizational reshuffle was an expanded effort to strengthen the labor movement through more informed and responsible rank and file membership. Many unions were carrying on educational programs; however, their resources in qualified personnel and funds fell far short of the immense demand confronting them. To fill this need the Ministry of Labor as a service to the unions, provided educational materials, facilities, instructors and plans for educational programs. For these purposes, the Ministry appropriated some ¥38 million for the 1950-1951 fiscal year, and tentatively planned on an expenditure of ¥46 million in the 1951-1952 fiscal year.

The Ministry coordinated the use of the various informational media so as to reach the largest number of persons and give thorough and accurate coverage of the subject matter in terms understandable to the working people. The scope of the educational activities and the extent of interest in them is described below:

Radio Programs

The Ministry of Labor continued to sponsor the three year old weekly radio program and to make numerous spot announcements over the national network which reached some eight million listeners. According to recent polls about one-third of the eight million listeners were familiar with the program and listened to it regularly. In addition local networks made rebroadcasts or presented their own programs. Labor news received full

coverage in the daily newscasts.

Meetings and Rallies

Each month during the year between 1,800 and 3,300 educational meetings and rallies were held throughout the country, attracting from 250,000 to more than 500,000 persons, including members of workers' families and the public. Purely educational meetings sponsored by unions numbered each month between 100-300 with an average attendance at each meeting of some 125 union officials and members.

Schools

Sixty-six year-round labor schools were in operation during the year, 11 of which were sponsored by unions, 35 by prefectural governments and the remainder by various other groups and agencies. Under the third annual summer school program, five-day courses were given in each of the 46 prefectures with 5,354 persons participating in them.

Audio-Visual Aids

Various types of audio-visual aids were used most extensively, both to contact mass audiences and small groups. These covered such basic subjects as "How to Conduct a Union Meeting," "Parliamentary Procedures," "Grievance Procedures" and "Political Activities of Unions." The presentations were integrated into currently popular subjects of appeal to the man on the street and were in the colloquial language, some even in local dialects. At the end of November there were 21 movies with several reprints of each and two more were in production (12 were produced by unions); 16 film-strips with 350 reprints of each and two more in preparation; nine sets of turnover tables covering strictly labor subjects with 1,000 copies of each, and two other sets, one on Communism and one on labor bosses, with 2,000 copies of each; and several sets of recordings with 500 and 1,000 reprints of each were being used at local broadcasting stations and on loudspeakers in plants, on streets and various gathering places.

Publications

Almost every major union and federation had its official organ with circulation running into thousands. The Ministry of Labor weekly publication with a circulation of 102,000, as well as the two monthly magazines - one a rotogravure and the other a labor education guide with a circulation of 6,000 and 2,500 respectively - were popular reading. Wall newspapers were very common. Numerous books on labor continued to appear, including translations of foreign materials. Hundreds of thousands of pamphlets and posters were distributed by the various units of the Ministry of Labor on specific subjects of labor legislation and administration. Numerous publications from the United States, United Kingdom and other democratic countries and international organizations were made available to the Ministry, labor relations agencies, unions and employers for information and guidance.

Other Educational Facilities

Among other labor educational facilities were the reference labor library of the Ministry of Labor, Central Labor Relations Board library, and over 200 special labor libraries throughout the country, including 41 circulating libraries, with a total of some 75,000 volumes. The general Civil Information and Education, GHQ, SCAP libraries had special sections on labor. Local labor policy offices operated informational centers.

Travel Abroad

Aside from travel abroad by various groups and individuals to attend conferences on special training, three groups of persons, including altogether 20 individuals from among labor leaders and persons in management and government concerned with labor matters, went to the United States to study labor union and labor relations practices, and a fourth group of four persons went to the United Kingdom. Two other groups composed of personnel and industrial relations chiefs in key industries were preparing to go to the United States shortly. The influence of the outside contacts had a significant effect on the individuals, especially on the labor members in that it broadened their outlook on labor's position in relation to other aspects of national affairs. In turn, their more comprehensive attitude played an important role in the labor developments during the year.

Labor Relations

With the economic conditions somewhat eased, the new anti-Communist leaders, trying to entrench themselves as responsible leaders of the labor movement, avoided irresponsible Communist-type dispute tactics such as sporadic and purely harrassing strikes which had no chance of success. A factor also influencing labor's restraint was the more equal balance of power between labor and management which in the upsurge of the labor movement in the earlier postwar years was in favor of labor.

Collective Bargaining

Collective bargaining was widespread but in general individual issues were being settled on a day to day basis and formal contracts which in the earlier postwar years were entered into extensively were not being negotiated. One of the major causes for this situation was disagreement on jurisdiction between management and unions in personnel matters. The problem was an outgrowth of management's uncertainty as to its prerogatives during the early postwar years when confronted with the first onsweep of unionism and when labor held the balance of power. At that time management in many instances granted in contracts certain powers to unions regarding personnel matters which often went beyond accepted practices in Western countries and which eventually became a handicap to proper functioning of management and causes for disputes.

As management became more self-assured it refused to extend such privileges and since the unions continued to insist upon them, specific

agreements were not being reached. At the end of June 1950 only 43 percent of organized workers were covered by collective bargaining agreements as compared with 57 percent at the end of June 1949. The problem of labor management prerogatives, as well as other phases of sound collective bargaining, were being gradually adjusted to a large extent through education of both labor and management. In the latter part of the year more agreements were being signed, including more specific contract terms.

Major Disputes

Towards the end of the year several long outstanding labor relations cases were brought to conclusion. The phase of the electric power industry dispute relating to personnel matters and working conditions other than wages which had been before the Central Labor Relations Commission for some time was about to be closed with a signed agreement. The government and Occupation Force workers were granted the first pay increases since 1948 to be effective 1 January 1951. The second arbitration award in the National Railway Corporation dispute was honored although the first award was still pending before the Supreme Court. The drive for the customary year-end bonuses was milder and did not create the tension experienced in previous years, as attention was diverted to the Korean conflict and the peace treaty. With eased financial conditions and the expanding industrial activity, unions were successful in obtaining substantial year-end payments.

Work Stoppages

The major disputes during the year resulting in work stoppages occurred in the mining industry. In March the coal miners staged the longest work stoppage in any one industry since the beginning of the Occupation, resulting in the largest amount of time lost during any one month. As a result of these strikes altogether slightly over 3.8 million mandays of work were lost by some 377,300 coal miners, or 10.2 days per worker, and 373,000 mandays by 46,174 workers in other mining. The coal mine strike was called off following the invocation of compulsory mediation by the Minister of Labor under the Labor Relations Adjustment Law which authorizes such action in cases seriously affecting public welfare. Other stoppages were insignificant and the total amount of working time lost during the year as a result of work stoppages was even lower than in the preceding postwar years, estimated to be less than one-tenth of one percent.

Wages

Wage and Price Levels

In 1950 the workers' standard of living improved further as a result of continued increases in earnings and lower prices, with real wages in the latter part of the year estimated to be within 10 and 15 percent of the prewar level. The relatively stable wage trend which prevailed during 1949 following the institution of the economic stabilization program at the beginning of that year continued until the middle of 1950. After June,

with the rapid expansion in industrial activity resulting from growing demands for Japanese goods attributable in part to the impact of the Korean situation, earnings began to increase at a faster rate, mostly because of the longer hours of work. The November total earnings of ¥9,712 in manufacturing establishments employing 30 or more workers were 17 percent above February - the first month of the year not affected by year-end payments - and 11 percent above June. Concomitant with the increase in earnings consumers' prices fell below those in late 1948 and in 1949. The June 1950 Consumers' Price Index was 13 percent below the peak in 1949 and, although after that time prices began to creep upward, they remained until November 1950 below the 1949 level.

At the close of the year there were indications of further upward movement in wages and prices. In December legislation was enacted increasing wages of regular government workers by approximately 15 percent and preparations were in progress to grant comparable wage increases to Occupation Force workers, both to be effective 1 January. Negotiations for wage raises were also underway in many of the key industries. Prices which had been moving upward slowly since June 1950 rose more sharply in December, and the general trend pointed that they would continue to rise.

Non-Payment of Wages

The problem of non-payment of wages which developed in 1949 as a result of the financial difficulties employers encountered under the economic stabilization program continued through 1950, reaching the peak in July. During 1950 labor standards inspectors handled 29,640 cases in which enterprises failed to pay wages on time as required by the Labor Standards Law involving almost ¥14 billion. After the outbreak of the Korean conflict the number of new cases declined; however, at the end of the year, 5,429 establishments still owed the workers slightly over ¥1.2 billion for back wages.

Minimum Wage Committee

The first step towards establishing tripartite wage committees for the purpose of recommending minimum wages as prescribed by the Labor Standards Law was taken with the appointment in November of the Central Wage Committee. This was the only major provision of the law which had not been effectuated heretofore.

Labor Standards

Regular Inspections

Administrative Machinery - By the end of 1950 the Labor Standards Law was known to the vast majority of employers and workers and had become an integral part of the economic life of Japan. The centralized administrative machinery, strengthened by improved supervision of field staff and inspectorate, most of which had three years of active experience, operated efficiently in carrying out effective enforcement of the law. Continued

adjustment of operational procedures and the establishment of the Inspectors Training Institute at the beginning of the year to train new inspectors as well as to give in-service training, provided for continuous improvement of labor standards operations at all levels. The effectiveness of the centralized administration had been so adequately demonstrated that despite repeated attempts by groups intent on weakening enforcement of the law to decentralize it, the Administrative Committee concerned with the government organization recommended retention of the existing system.

Scope of Inspections - In 1950 slightly over 338,000 inspections were made under the Labor Standards Law, some 67,000 less than in 1949. This decrease was due to the larger number of time-consuming complaint inspections which numbered 39,406 in 1950 as compared with 27,754 in 1949; more thorough inspections; inspections of larger sized establishments, and the numerous drives to handle special problems such as non-payment of wages, industrial safety and sanitation, and elimination of violations relating to employment of women and minors.

Violations - Although the number of establishments found in violation declined from 89 percent in 1949 to 66 percent in 1950, the decrease was largely due to the decline in the violations of the reporting and record keeping regulations which had been simplified in 1949. On the other hand, the proportion of substantive violations in relation to the number of inspections made was somewhat higher in 1950 than 1949. This was attributable to two reasons: (1) the workers' greater awareness of existing protective provisions and their increased confidence in the enforcement agency who in turn reported violations, and (2) the more thorough inspections made by an experienced staff and the inspection drives, particularly in safety and sanitation and non-payment of wages, which brought these substantive violations to the fore.

Compliance - In general employers corrected violations voluntarily and improvement in working conditions was effected. However, in many instances particularly in those cases involving failure to pay wages or to improve safety and sanitation conditions, it was necessary to grant considerable extension of time for corrections of violations in view of the employers' financial difficulties. In only 954 instances of all violations did the Bureau find it necessary to send the cases to the procurators for possible court action. The Labor Standards Bureau was instrumental in restituting to workers more than ¥11.8 billion for back wages, dismissal allowances, overtime and similar payments during 1950, representing almost three times the amount restituted to workers in 1949. Of the ¥11.8 billion, approximately ¥11.3 billion was for back wages which had not been paid on time.

Mariners Inspection

Inspection of vessels for compliance with the Mariners' Law showed some improvement in compliance as evidenced by the fact that 65 percent of the vessels inspected in 1950 were found in violation as compared with 74 percent in 1949. Similarly there was a substantial reduction in the number of violations found. Non-payment of wages also was a major problem among

seamen. The Seamen's Bureau was instrumental in restituting ¥36.5 million in various payments due workers as compared with ¥13.8 million in 1949, most of which was for back wages. The over-all number of inspections made in 1950 dropped to 15,518 as compared with 17,287 in 1949, largely as a result of a 62 percent increase in the time-consuming inspections made on complaints from seamen.

Safety and Sanitation

The increase in production coupled with the lack of safety consciousness on the part of both employers and workers resulted in a tremendous increase in the number of accidents in 1950. Therefore not only did the labor standards inspectors place special emphasis on securing compliance with the safety and sanitary regulations, but also concentrated on drives to encourage employers to institute accident prevention programs. Some 600 plants with the highest accident frequency were singled out for special safety guidance programs during the year. While some improvement was made in these plants, the results indicated need for further intensification of the safety program. Towards the end of the year the Labor Standards Bureau was assisted by a United States visiting expert on industrial safety. A number of conferences were held with employers and workers, a training program for plant safety technicians was instituted and work was begun to set up model safety programs on a more scientific scale.

Among the various programs carried on in the field of sanitation special attention was given in 1950 to the prevention, diagnosis and treatment of silicosis. The silicosis hospital and laboratory, established on a modest scale in the previous year, was expanded by the addition of a new modern building, new equipment and introduction of new techniques. At the year's end around 60 silicosis patients were being treated at this hospital. The Chief of the Sanitation Section of the Labor Standards Bureau went to the United States for three months to study the latest developments in industrial hygiene and particularly in prevention and treatment of silicosis.

Workmen's Accident Compensation Insurance

Coverage of workers in paid private employment by Workmen's Accident Compensation Insurance followed the fluctuating employment trend during the year, declining somewhat between April and July and resuming expansion from August on. The net increase for the year of some 36,000 in the number of establishments and of 200,000 in the number of workers brought the total coverage at the end of the year to over 300,000 establishments and seven million workers or 65 percent of total paid private employment in December 1950.

As mentioned previously, the number of accidents increased greatly and included many cases involving fatalities and major injuries. An average of 132,000 claims were made each month in 1950, costing some ¥713 million in benefit payments as compared with a monthly average of 94,000 claims and ¥394 million paid in benefits in 1949. With such a large increase in claims the program had difficulty in meeting its obligations

despite an increase in premium rates in April 1950 and the relatively high collection of premiums amounting to 82 percent of total due. To meet this problem the Ministry of Labor, in addition to programs for prevention of accidents, was working on provisions to institute a merit rating system and to revise upward basic premium rates.

The increased work load involved in the Workmen's Accident Compensation Insurance program was handled without addition of staff due to effective decentralization of benefit payment facilities in the latter part of 1949, improved reporting procedures to provide for more realistic planning, budgeting and better supervision and also because of the greater experience of the staff. Japanese nationals employed on Okinawa by Japanese contractors engaged in construction were ruled to come under the coverage of Workmen's Accident Compensation Insurance Law. An official from the Workmen's Accident Compensation Insurance Section was stationed on the island to handle administration of the program.

Manpower

Labor Market Trends

The labor market experienced during 1950 both extreme inactivity and the first marked postwar expansion in paid non-agricultural employment. Industrial layoffs, which started in 1949 following the effects of the economic stabilization program, continued into the spring of 1950. During that period an increased number of persons sought employment through public agencies, unemployment insurance claims reached new peaks, and paid non-agricultural employment remained at a virtual standstill. After June the trend was reversed as expansion of non-agricultural activities continued accelerated by the impact of the Korean situation and particularly by United States government contracts with Japanese firms. Industrial establishments, which despite increase in industrial activity beyond prewar levels heretofore claimed to have surplus manpower, began to hire additional workers. By the end of the year non-agricultural employment reached new peaks.

Labor Force and Employment Levels

The labor force pattern which began to develop in the latter part of the year showed encouraging signs of greater productive employment. Since the end of the war the labor force expanded along with the growing population, with most of the additional work force going into the already saturated agricultural and unpaid family employment. However, in the latter part of 1950 this trend was reversed.

The 1950 average labor force of 36,574,000 was 223,000 under the 1949 average and represented 42 percent of the total population of 84,600,000 in December 1950, whereas the 1949 average labor force was 44.3 percent of the December 1949 total population of 82,950,000. The decline resulted from fewer women in the labor market and fewer persons employed in agriculture. In contrast, non-agricultural employment reached in December an all-time peak of 20,100,000 with 13,060,000 in paid employment. The net

increase in paid employment for 1950 over 1949 was 439,000, of which 410,000 was in non-agricultural activities. In proportion to the total number of women in paid non-agricultural employment, women were being added to this category of workers at about twice the rate of men. The number of totally unemployed persons ranged during the year from a peak of 550,000 in August to the low of 350,000 in December.

Hours of Work

The increased industrial activity was also reflected in the longer hours of work which rose particularly in the latter part of the year. In December 1950 an average of 198.4 hours were worked in manufacturing enterprises employing 30 or more workers, of which 20.6 were in overtime, as compared with an average of 186.5 hours worked monthly in the first five months of the year and 184.5 hours in October 1948.

Unemployment Countermeasures

Unemployment Insurance

The importance of the unemployment insurance program as a stabilizing element among the unemployed and the financial soundness of the program were tested and proven during 1950. With the extensive layoffs in late 1949 and the industrial inactivity in the early part of 1950, claims and benefits reached all-time peaks in the history of the program. The largest number of initial claims was filed in March but declined substantially in the latter part of the year as employment opportunities improved. About half of the unemployed who initiated claims remained on the rolls for the maximum duration of six months benefits, with the result that the cumulative number of claimants remained high during most of the year with the largest number making claims in August.

An average of 384,800 persons received benefits each month under the regular workers' program and 44,700 under the casual workers' program. A total of ¥15.3 billion was paid out during the year in benefits to regular workers or ¥3,313 per claimant per month of unemployment, and ¥562.5 million to casual workers or ¥1,049 per claimant per month. At the end of 1950 over seven million workers were covered under the unemployment insurance program or 65 percent of paid employment in private industry in December 1950. Of the total number covered, 5.8 million were regular workers and some 1.25 million casual workers.

Premium collections for regular workers' insurance fund improved considerably, with 96 percent of all premiums due since the program was established paid up. The ¥10.9 billion collected during the year plus the government's contribution left the fund with the same substantial reserve that was on hand at the beginning of the year despite the heavy withdrawal for benefits. A total of ¥427.8 billion was collected during the year in premiums for the casual workers' fund; however, thorough enforcement remained a problem. In the special drive for premium collections during September and October, 7,248 establishments were inspected and about 20 percent were found

delinquent.

Work Relief

The work relief program established in 1949 and designed to cushion the effects of unemployment among casual workers was also put to test by the inactive labor market during the first part of the year. The ¥4.5 billion appropriated by the national government provided an estimated 110,000 manyears of employment and appropriations by 38 prefectures an additional 12,150 manyears. However, these provisions were not sufficient to give full employment to all the applicants registering at the public employment security offices for casual work as their number grew rapidly until August when the peak of some 472,000 was reached, of whom nearly 311,000 were actually available for work each day.

The relief and public works jobs and casual jobs in private industry placed with the public employment security offices were coordinated to make the most equitable distribution of all available work of this type. For practical purposes under the prevailing circumstances, rather than give full employment to a limited number of job seekers, a rotation system was adopted whereby all principal wage earners seeking the assistance of public employment security offices received some employment during the month. Under this system in June when an average of some 286,000 persons were available for work each day, the average number days of work provided per person was 15.6 of which 9.1 was on work relief. The amount of work provided increased from month to month as the work relief program was expanded, labor market conditions improved and the number of applicants following the peak in August began to level off. By December when an average of nearly 299,000 persons were available for work each day, the average number of days worked per person during the month increased to 21.8, of which 14 were on work relief jobs.

Efforts to Stimulate the Economy

Among other measures to expand productive employment, United States Aid Counterpart Funds were made available in the form of loans to private and government enterprises in such activities as railways and hydroelectric power projects with the object of increasing capital outlays. It was expected to increase through this means not only the potential productivity but also to stimulate industrial activity and in turn create new job opportunities.

The Employment Security System

The employment security system, already operating a comprehensive basic program, expanded its operations with several new activities, namely: (1) administration of unemployment insurance for casual workers, (2) administration of the work relief program, (3) a school placement service, and (4) the Training within Industry program.

The operations of the system continued to be strengthened and standardized

through in-service training of personnel and an augmented supervision program as well as through extensive experimentation to streamline procedural methods. With the improvement in operations and a staff which had several years of experience, increased workloads were handled effectively in most cases without addition of personnel. The Japanese employment security system received the signal honor of being asked by the ILO to submit its manual of operation to be used as one of the models in the preparation of an ILO handbook on employment service.

Public Employment Security Offices

The employment service function of the 416 public employment security offices throughout Japan which administered the majority of programs under the jurisdiction of the employment security system also increased in volume and improved in effectiveness. During 1950 nearly nine million visits were made by workers to the public employment security offices exclusive of the daily referrals of casual workers, as compared with 5.3 million in 1949. Also during the year the staffs of the employment offices made over three-quarters of a million visits to employers, some 40 percent more than in 1949.

Despite an organized program and concerted efforts of the employment offices to solicit jobs because of the inactive labor market in the early part of the year, the number of openings for regular jobs placed with the employment office during the year declined by 26 percent below that in 1949 to 2.5 million. On the other hand, the 2.1 million referrals to these jobs were over five percent above the number of referrals made in the preceding year. Placements increased to an even greater extent; that is, altogether 1.1 million placements were made in 1950 on regular jobs, or 28 percent more than in 1949, representing an estimated 25 percent of all hires in Japan. In relation to job openings, the 1950 placements filled over 45 percent of the job offers in 1950, whereas the 1949 placements filled only some 26 percent of job openings offered in 1949. While part of this increase was due to lack of work opportunities, it was also the result of more effective performance of the employment offices and greater confidence of workers and employers in the service rendered by them.

The amount of casual employment handled by the public employment security offices increased greatly primarily because of the inauguration in late 1949 of the work relief program and of the casual workers unemployment insurance program. Placement of workers on casual jobs amounted during the year to a little over 4.7 million mandays of work per month or nearly three times as much as in 1949.

Labor Bosses

Despite unceasing action by the Employment Security Bureau against the labor bosses they continued to thrive in many areas and to resume operation under various guises. The system was being perpetuated not only because of the tenaciousness of the bosses but also because of the willingness of workers and employers to maintain it. Under the stringent conditions in which the vast majority of workers exist and the traditional employment

practices, the workers hesitate to break off their ties with the bosses who represent the best type of security known to them. The various programs such as unemployment insurance, public employment security offices and others instituted to provide some of the services offered by the bosses were still too new to have extensive confidence of the workers. The employers continued to support the system because it was convenient for them to obtain through the bosses a ready and qualified supply of workers without having to do the job of selection themselves. Furthermore, they did not want to assume the additional expense associated with permanent employees and to maintain excess workers on payrolls during slack periods.

The special inspection staff assigned to surveille for compliance with provisions relating to labor bosses made 59,572 inspections during 1950 and found 6,877 violations involving 132,747 workers. Fifty-seven cases were referred to procurators for possible prosecution. Two measures were introduced during the year to strengthen action against the bosses: (1) four national supervisors were appointed to check on prefectural enforcement since often local authorities were under political pressure from the bosses and consequently in a difficult position to deal with the cases, and (2) the Labor Ministry Ordinance relating to labor bosses was amended outlawing suppliers who adopted technical characteristics of contractors to evade the law or whose real purpose was to supply labor only.

Training

Training of workers received special emphasis in the government and industrial circles and the various types of training programs were enthusiastically supported by employers and workers.

Vocational Training

Public vocational training centers operating as an integral part of the employment security system continued to adjust their facilities to meet the demands of the labor market. During the year 11 of 306 public vocational training centers were merged with others, reducing the total number in operation to 295, plus five special centers with a capacity of 750 for those seriously handicapped. A three-year plan for construction and modernization of buildings and equipment at a projected cost of ¥100 million, two-thirds of which was to be borne by prefectural governments, was underway. Of the 107 different courses given in the centers operating at the beginning of the year, 32 were eliminated as being in little demand in the labor market, leaving a curriculum of 75 courses.

The capacity of the 295 regular public vocational training centers as of the end of 1950 was 18,350, with an average of 15,000 trainees actually attending and almost twice that number applying for training. Most trainees remained in the centers for six months which was long enough in most cases to obtain a skill sufficient to obtain employment. Some 25,000 trainees completed courses during the year or about 80 percent of all those who started. Of the graduates during 1950 about 52 percent obtained

jobs, 14 percent began their own business, 13 percent remained in the centers for advanced training and 20 percent were still unemployed by the end of the year.

Apprenticeship

Marked progress was made during the year in instituting bona fide apprenticeship programs as prescribed by the Labor Standards Law. At the end of 1950 bona fide apprenticeship programs were operating in 1,765 establishments with 8,275 trainees as compared with 209 establishments and 2,399 trainees at the end of 1949. Training was being given in 41 different occupations, most of which were in metal trades and woodworking. Considerable stimulus was given to the program by the three-month visit of a United States visiting expert on apprenticeship in the latter part of the year. The chief of the Apprenticeship Section of the Labor Standards Bureau attended the three-month training institute on apprenticeship given by the ILO in Bangalore, India in the latter part of 1950.

Training within Industry

During 1950, on-the-job training for supervisors was extended by further development of the Training within Industry program. By the end of the year 500 trainers had gone through the TWI institutes conducted by the Ministry of Labor and in turn had given the job instruction phase of TWI to some 20,000 supervisors in various industries. Employers showed great enthusiasm for TWI and were beginning to report impressive results in increased production, lowered costs, and a decrease in waste and accidents where Job Instruction Training had been in operation for some time. Toward the end of the year the Department of the Army contracted with Training Within Industry, Incorporated, a United States firm, to send four experts to Japan early in 1951 to give institutes in the three basic phases of TWI: Job Instruction, Job Methods and Job Relations Training.

ILO Asian Training Institutes

Four officials from the Ministry of Labor, three from the Employment Security Bureau and one from the Labor Standards Bureau, attended the technical training institutes given by the ILO in Bangalore, India from September to December covering: (1) organization and administration of national training programs, (2) Training within Industry, (3) training of instructors, and (4) apprenticeship programs.

Women and Minors

The Women's and Minors' Bureau of the Ministry of Labor continued to be a major force in the advancement of the social and economic status of women and protection of minor workers. Among the special problems pertaining to women and minor workers handled by the Bureau with considerable success during the year in addition to the regular functions of research and educational activities were programs relating to: (1) expansion of employment opportunities for women and action to provide suitable work relief jobs for

unemployed women, (2) encouragement of self-government in dormitories, especially those attached to small establishments, (3) stimulation of interest among women trade unionists to participate in union activities, (4) implementation of the principle of equal pay for equal work, (5) raising wages of women workers and (6) development of measures to meet increased production within the legal limits on working hours for working women and minors.

The progress made in improving the economic status of women was evidenced by several concrete developments such as increase of women's wages equal with that of men, elimination of various discriminatory employment and wage practices and increased employment opportunities for women workers in many key industries. Although on the whole wages of women workers at the end of 1950 were still less than one half of those of men, primarily because of the younger age of the female work force and the difference in the type of work performed, wages of women workers increased 33 percent from November 1949 to November 1950, the same as the wages of men. Another example of improvement in wage levels was the narrowing of the differential in women's wages among the various manufacturing industries. For example, in May 1949 wages of women textile workers who comprised some 40 percent of all women employed in manufacturing industries were 78 percent of the average of manufacturing wages for women workers whereas by the end of 1950 the relationship reached 98 percent. Moreover, through collective bargaining the starting wage of 16 year old women workers in the textile industry was raised from ¥2,250 to ¥3,200 per month. The traditional discriminatory classification of women and minor workers employed in surface work in coal mining, known as "protected workers" subject to lower wages than those paid to men doing similar work, was eliminated during 1950. During the employment stalemate in late 1949 and early 1950 the proportion of layoffs among women was about the same as among men. However, as economic conditions improved, a number of industries characteristically employing large numbers of women were particularly expanded, with the result that women were being added to paid industrial employment at about twice the rate of men.

The research and educational activities of the Bureau relating to child labor and youth employment were of material assistance to the Labor Standards Bureau in securing compliance with the child labor provisions and safeguarding employment of young workers. Special projects were carried out to extend vocational guidance to high school graduates, expand employment opportunities for youth and place young workers in non-hazardous jobs suitable to their age and experience. The groundwork was also laid through research and publicity for remedial action on the problem of children employed in street trades. Cases of "child selling" which cropped up during the year received vigorous attention with the result that the publicity by the Bureau, together with prosecution of the offenders by the Labor Standards Bureau, succeeded not only in eliminating existing cases but also aroused so much public interest as to serve as a deterrent to future resumption of this feudalistic practice.

APPENDIX I

NUMBER OF LOCAL LABOR UNIONS AND WORKERS ORGANIZED AND MEMBERSHIP OF MAJOR FEDERATIONS AND COUNCILS

Organization	30 June 1950 Local Unions	30 June 1950 Membership	30 June 1949 Local Unions	30 June 1949 Membership
Local Unions in Existence and Workers Organized	29,144	5,773,908	34,688	6,655,483
MAJOR LABOR ORGANIZATIONS[1]				
General Council of Japanese Trade Unions - Sohyo (Nihon Rodo Kumiai Sohyogikai)[2]	8,259	2,764,672	Preparatory body Organized Mar 1950	
National Liaison Council of Labor Unions - Zenroren (Zenkoku Rodo Kumiai Renraku Kyogikai	3,567	763,083	14,041	3,780,152
General Federation of Japanese Trade Unions - Sodomei (Nihon Rodo Kumiai Sodomei)	2,969	835,115	3,522	913,827
National Congress of Industrial Unions - Sanbetsu (Zen Nihon Sangyobetsu Rodo Kumiai Kaigi)	1,394	290,086	4,120	1,020,190
National Federation of Industrial Organizations - Shin-Sanbetsu (Zenkoku Sangyobetsu Rodo Kumiai Rengo)	152	54,914	Organized Dec 1949	
Japanese Federation of Labor - Zen-Nichiro (Zen-Nihon Rodo Kumiai Renmei)	234	58,968	Organized Jul 1949	
National Unions Not Affiliated With Any of the Major Federations in Existence	9,994	3,195,404	12,547	3,679,361
Unaffiliated with any National Organization	14,591	1,461,273	15,213	1,318,380

APPENDIX I (continued)

NUMBER OF LOCAL LABOR UNIONS AND WORKERS ORGANIZED AND MEMBERSHIP OF MAJOR FEDERATIONS AND COUNCILS

Organization	30 June 1950 Local Unions	30 June 1950 Membership	30 June 1949 Local Unions	30 June 1949 Membership
Government Workers 3/				
Liaison Council of National and Local Government Workers Unions - Zenkancho (Zen-Kankocho Rodo Kumiai Renraku Kyogikai)	1,822	291,830	9,091	2,206,812
Japan Council of National and Local Government Workers Unions - Kankoro (Nihon Kankocho Rodo Kumiai Kyogikai)	4,797	1,432,523	Organized Dec 1949	

1/ The membership figures represent the total membership of each respective organization including all local unions actually affiliated with them. In numerous instances while the national unions are affiliated with one major federation their constituent local unions are also affiliated independently with other major federations. Consequently because of this double affiliation, the sum of memberships of the major organizations does not add up to the number of organized workers.

2/ A preparatory organization established in March 1950 - formally inaugurated 11-12 July 1950, at which time membership was reported to be 3,250,000.

3/ Many of the affiliates of the two government workers councils are individually affiliated with the major federations listed above.

APPENDIX II

LOCAL LABOR UNIONS AND MEMBERSHIP BY INDUSTRY

30 June 1950

Industry	Local Unions	Membership Total	Men	Women
TOTAL	**29,144**	**1/ 5,773,908**	**4,466,917**	**1,304,332**
AGRICULTURE	**124**	**5,111**	**3,869**	**1,242**
FORESTRY & HUNTING	**543**	**49,272**	**44,497**	**4,775**
FISHING & AQUACULTURE	**152**	**53,408**	**51,891**	**1,517**
MINING	**1,281**	**513,965**	**460,512**	**53,453**
Metal	172	55,320	48,975	6,345
Coal	896	432,859	388,750	44,109
Other	213	25,786	22,787	2,999
CONSTRUCTION	**1,496**	**221,871**	**203,661**	**18,210**
MANUFACTURING	**10,398**	**1,836,826**	**1,293,955**	**542,871**
Food & Kindred Products	765	54,912	41,144	13,768
Tobacco Manufacturing	63	29,980	17,182	12,798
Textile Mill Products	1,203	402,672	118,569	284,103
Apparel & Other Finished Fabric Products	130	14,034	3,741	10,293
Lumber & Wood Products	1,167	45,502	37,403	8,099
Furniture & Fixtures	115	4,908	4,422	486
Paper & Allied Products	299	50,938	41,049	9,889
Printing, Publishing & Allied Industry	558	69,418	55,959	13,459
Chemical & Related Industries	1,121	228,807	178,896	49,911
Products of Petroleum & Coal	86	8,373	7,255	1,118
Rubber Products	244	48,060	26,638	21,422
Leather & Leather Products	62	5,324	4,134	1,190
Stone, Clay & Glass Products	639	80,551	62,319	18,232
Primary Metal Industries	604	195,804	178,927	16,877
Fabricated Metal Products	643	52,920	45,505	7,415
Machinery (except electrical)	1,237	148,360	133,126	15,234
Electrical Machinery	531	128,578	99,615	28,963
Transportation Equipment	618	225,367	207,643	17,724
Professional, Scientific & Controlling Instruments	148	26,520	20,774	5,746
Miscellaneous Manufacturing	165	15,798	9,654	6,144
WHOLESALE & RETAIL TRADES	**1,354**	**1/ 166,464**	**116,568**	**49,842**
FINANCE & INSURANCE	**933**	**1/ 223,364**	**132,885**	**88,468**
REAL ESTATE	**7**	**982**	**730**	**252**

APPENDIX II (continued)

LOCAL LABOR UNIONS AND MEMBERSHIP BY INDUSTRY

30 June 1950

Industry	Local Unions	Membership		
		Total	Men	Women
TRANSPORTATION, COMMUNICATION & OTHER PUBLIC UTILITIES	5,051	1,330,100	1,199,272	130,828
Railroads	1,425	399,544	387,723	11,821
Street Suburban & Interurban Railways	165	142,912	126,866	16,046
Highway Passenger Transportation	178	36,537	29,472	7,065
Highway Freight Transportation	463	59,005	55,109	3,896
Water Transportation	300	179,770	171,806	7,964
Warehousing & Storage	100	6,713	5,648	1,065
Services & Incidental Transportation	619	134,349	122,892	11,457
Communication	1,083	210,050	152,220	57,830
Heat, Light & Power	690	152,922	140,724	12,198
Water & Sanitary Service	28	8,298	6,812	1,486
SERVICES	3,887	760,013	476,392	283,621
Automobile Repair Services & Garages	141	24,122	22,294	1,828
Miscellaneous Repair Services	88	16,972	16,202	770
Educational Services	1,573	572,926	354,859	218,067
Non-profit Membership Organizations	984	46,873	34,030	12,843
All Other	1,101	99,120	49,007	50,113
GOVERNMENT	3,523	1/ 483,716	380,845	102,277
National Government	1,055	1/ 145,273	117,894	27,024
Prefectural & Local Government	2,468	1/ 338,443	262,951	75,253
OCCUPATION FORCE	143	66,577	58,128	8,449
ESTABLISHMENTS NOT ADEQUATELY DESCRIBED	252	62,239	43,712	18,527

1/ Totals do not add up because sex breakdowns are not available for the following: Total - 5 unions with 2,659 members; wholesale and retail trade - 1 union with 54 members; finance and insurance - 1 union with 2,011 members; government - 3 unions with 594 members; national government - 2 unions with 355 members and prefectural and local government - 1 union with 239 members.

Source: Annual Survey of Labor Unions, June 1950, Division of Labor Statistics and Research, Ministry of Labor

PS, Civil Service Division

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

LABOR DIVISION MONTHLY REPORT FOR DECEMBER 1950

I. Political Developments

Socialist Party

Renewed efforts by the Socialist Party to attract labor's political support were evidenced by its joining with the newly formed National Democratic Unions Joint Struggle Committee (Zento) to sponsor the Joint Struggle Council for Protection of the Constitution and Establishment of Autonomy of the Diet. Zento represents a continuation and extension of the Joint Diet Struggle Committee in existence since the latter part of 1949 whose primary aims were stated to be realization of the National Railway arbitration awards, base wage increases and year-end allowances for government workers, and opposition to the Local Public Service Law. With these issues largely settled, the new council has adopted such objectives as establishment of Diet autonomy, opposition to the Potsdam ordinance for reorganization of the power industry, freedom of political activities, large scale reduction in mass taxation and demand for dissolution of the Diet.

Communist Party

Communist Party pressures on the labor movement continued to be ineffective except among day labor groups, a number of which were incited to disorders and violence in conjunction with students and dissident Korean nationals. The vast majority of unions and union members have firmly rejected Communist tactics and influence, replaced party member and sympathizer officials, and declared their policies of legality and moderation. Although several unions were involved in battles for union control or major reorganizations, the objective in all cases was unification and consolidation of the anti-Communist labor front, and in a few instances the removal of conservative company-minded union executives.

II. Activities of Labor Organizations

Conventions

Among the conventions held by major union organizations and the more significant decisions made was the National Monopoly Workers Union (Zenkoku Senbai Rodo Kumiai) convention which reelected its three top anti-Communist executives; elected nine Democratization League members, three

neutrals, and three leftists to its central struggle committee, thus reducing the previous strength of neutral and leftist members by two in each category.

Important policy decisions included establishing closer ties with the General Council of Japan Trade Unions (Sohyo) with which the monopoly workers union was already affiliated, protection of workers improperly discharged in the dismissal program of Communists and sympathizers, and the establishment of a union operated consumer cooperative and a bank. The convention also adopted a resolution for early over-all peace, restoration of Japan's independence and opposition to the conversion of Japan into military bases.

Organization and Reorganization

The dissension within the General Federation of Japanese Trade Unions (Sodomei) which for more than a year had been threatening to disintegrate the organization, became an open fight at the Federation's fifth national convention held 1-3 December. The convention was split when the minority group, which is intent on perpetuating the old line Sodomei, walked out in objection to a report submitted before the convention charging certain unions in the minority group with being company dominated and certain union officials with making false charges against union members of being Communists.

The dissident unions were the Japan Miners Union (Nikko), the National Federation of Food Industry Workers Unions, the Kanto Harbor Workers Union, and the Federation of Shipbuilding Workers Union (Zosen), altogether representing some 95,000 members, and the National Federation of Textile Workers Unions (Zensen) with 284,000 members.

Since the convention the first four unions remained aloof but had not taken formal constitutional procedures for withdrawal. The textile federation, the largest affiliate of Sodomei, adopted a neutral position pending further developments and policy decisions to be made at its forthcoming convention scheduled for February. While national leaders of Zensen want to form a "new" Sodomei federation, opposition among some local unions has been sufficiently strong to prevent such action. The textile federation suspended payment of dues to the existing Sodomei until further courses of action were determined.

In the meantime the majority faction exploiting the existing dissatisfaction among local unions and the consequent struggles for control within concerned national unions, pressed ahead its program for organization and reorganization of national industrial unions directly affiliated to Sohyo and the ultimate dissolution of Sodomei. The specific activities to carry out this program included:

In Textiles - a vigorous campaign to convert local unions which were undecided or neutral to give active support at the next national con-

vention of the textile federation to the reorganization plan of the majority.

In Shipbuilding - support of the All Japan Shipbuilding Workers Union (Zen Zosen) as the organizing nucleus in uniting all workers in the industry, namely the Zen Zosen, an independent national union which recently freed itself of Communist influence and connections, representing some 54,000 workers; some 35,000 workers belonging to independent locals not affiliated with any national unions and the Sodomei-affiliated Zosen claiming 17,000 members.

In Coal - a campaign by the Japanese Federation of Coal Miners Unions (Tanro) which represents virtually all of the coal mine workers in Japan and with which the Sodomei Nikko was loosely affiliated until the end of 1949 to eliminate the national level of Nikko through reaffiliation of Nikko local unions directly with Tanro.

Before the convention split the presidency of Sodomei was offered by unanimous agreement of all delegates to the incumbent Komakichi Matsuoka who declined it and which was left unfilled. In the interim Minoru Takano, the secretary-general and leader of the majority, was managing the affairs of Sodomei.

III. Labor Relations

Year-end Bonuses

December witnessed the peak and conclusion of labor's annual campaign for year-end allowances. Following submission to the Diet of legislation to provide bonuses to government workers, emphasis shifted during the latter part of the month to private industry. No major work stoppages occurred, despite numerous strike threats by private railway, electric power and various mining and manufacturing workers' unions. The short strikes, ranging in length from 2 hours at Nissan Auto Company to 72 hours by Keihin Harbor workers, and averaging 24 hours, caused no appreciable disruption to normal operations.

Although somewhat subdued in terms of overt action and expression, this year's campaign was generally successful in achieving results acceptable to labor. The year-end allowances ranged from ¥1,400 to ¥20,800, with the majority at ¥5,000 to ¥15,000. The amounts varied considerably among firms in the same industry. Highest payments were made by large firms in steel, chemical and paper pulp industries; among the lowest were rolling stock, electric equipment and small textile and automobile manufacturing plants.

Electric Power Industry Conciliation

Procedure for settlement of the long-standing dispute in the electric power industry over contract terms and wage rates moved ahead with the issuance on 29 December 1950 of a new conciliation proposal by the

Central Labor Relations Board. The proposal, relating only to terms of the contract, was not specific, enunciating only principles for detailed application. The parties were given until 20 January 1951 to reply on the proposal to C.L.R.B. Study of the wage issue continued with the C.L.R.B. expecting to announce its conclusions on or about 10 January 1951.

IV. Labor Education

Attendance at labor education meetings and the number of such meetings sponsored by prefectural authorities and labor unions increased in general during the period between October 1949 and November 1950. The largest attendance during a one-month period by rank and file union members and labor and management officials at purely labor education meetings, and the largest number of such meetings was in September 1950, when some 210,000 persons attended 2,956 meetings. Of this number, some 174,000 persons participated in 2,650 meetings sponsored by prefectural authorities and some 36,000 unionists in 306 union sponsored meetings.

Equally numerous and popular were labor education meetings which included entertainment and visual aids such as movies and film strips and which were attended not only by the workers but also by their families and the general public. The largest attendance during one month at this type of meeting reached some 379,000 in November 1949 and the largest number of such meetings was 532 in March 1950. More than half a million persons were contacted through both types of meeting in November 1949, while the largest number of both types of meetings held during a one-month period was 3,327 in September 1950.

V. Legislation

The Labor Policy Bureau of the Ministry of Labor made public a draft bill to regulate labor relations for employees of local public enterprises excluded from application of the Local Public Service Law. Public hearings on the draft bill were held on 15 December in Tokyo, and three other key cities

VI. Employment and Unemployment

Overall Manpower Conditions

The first noticeable expansion in paid non-agricultural employment since August 1947 when data on such employment became available through the Monthly Labor Force Survey began to show up in September 1950 and continued the upward trend during the next two months, bringing the total workers in this category to 12,690,000 by November, or 870,000 above August 1950. Numerically the increase was largely among men, who accounted for 610,000 of the total increase; however, in proportion to the number of men and women in this type of employment, the increase was larger among women - that is, 8.25 percent as compared with 6.50 percent for men.

Another factor pointing to expanding activity among paid non-agricultural workers was the gradual but continuing increase in the average monthly hours worked per paid employee in establishments with 30 or more workers. According to the Monthly Wage and Employment Survey of such establishments, in all industries but construction, which altogether employ regularly some 4.5 million workers, the total average monthly hours worked per permanent employee have increased since the early months of 1950 from 178.4 in January; 187.8 in February and 179.1 in March to 195.0 in November. In October 1948 the average was 188.5 hours. In manufacturing industries the increase was even larger with the average hours of 171.8 in January; 189.3 in February and 179.3 in March, rising to 198.4 in November. The average monthly hours for manufacturing in October 1948 were 184.5. On the other hand, employment levels in these establishments have been at a virtual standstill during 1950 and some 9 percent below October 1948, indicating that the expanding employment was confined to small size establishments.

Work Relief

Status - The number of day labor registrants at PESOs declined for the third consecutive month, decreasing in November by 24,115 below October to 418,893. However, more of these registrants were actually available for work (277,950, or 5,118 more than in October) and depended to a larger extent on the PESOs for their employment. Consequently, even though non-relief day labor jobs increased in November by some 20,000 man-days over October, the average number of days worked by each person was virtually the same as in the preceding months, averaging 19.3. The divergence between prefectures in the number of days of work provided continued to be wide, ranging from 11.6 to 28 days. Over 234,700 persons received some employment on relief jobs during the month out of a total of 275,058 individuals eligible for relief employment. A total of 133,326 man months of work relief employment were allocated by the Ministry of Labor during November, of which local governments utilized 124,459.

Financing - The supplementary budget passed by the Diet provided an additional ¥1.5 billion for work relief in the fourth quarter of the current fiscal year. This amount, plus the ¥100 million remaining from the regular budget appropriation, will provide at current prevailing wage rates employment for some 153,500 persons per day during January, February and March. However, the Ministry of Labor is contemplating to publish a revised prevailing wage scale which will likely increase casual workers' daily wages by ¥10 to ¥203, in which case the number of jobs available per day would be reduced to some 146,000.

Work relief appropriations in the regular budget for the fiscal year 1951-52 amounted to ¥7.5 billion, which at existing wage rates would provide some 173,400 man years of work and at the contemplated increased wage rate some 166,000. In addition to subsidizing two-thirds of the wage

costs of the work relief program the national government will provide local agencies in the next fiscal year with some funds for material and administration expenses.

Unemployment Insurance Claims

Unemployment insurance claims by both regular and casual workers continued the downward trend prevailing since March 1950. The November initial claims were 7.4 percent below October and 43 percent below the all-time peak in March 1950, numbering 47,113. Waiting period claims declined by 5.4 percent to 45,951 and the average number of persons compensated per week by 8.7 percent to 285,410. Although the number of new claims has been declining at a substantial rate for several months, the total amount paid out in benefits did not start to decrease until October, when it decreased by 1.9 percent and again in November by 6.2 percent to ¥1,189,600,000. This condition indicated that claimants who came on the unemployment insurance rolls in March 1950 during the peak of layoffs drew benefits for the full duration of their eligibility. The number of casual workers drawing benefits in November dropped 15.9 percent below October to 66,579 and the amount paid them in benefits by 24.3 percent to 59,700,000.

Day Labor Demonstrations

The number of demonstrations by day laborers increased in November by 55 over October to 703, but aside from October this total was below any month since February. Over 45,000 persons were estimated to have participated, approximately half of them in Communist-sponsored mass actions. The proportion of total demonstrations directly accredited to the Communist Party rose to 365 - 26 more than in October. Demands of the demonstrators were largely the same as previously; full employment, relaxation of eligibility requirements, higher wages, and in addition, the workers asked for paid vacations and special year-end allowances.

VII. Economic Developments

Wages and Prices

Monthly wage earnings of workers in establishments with 30 or more employees have been increasing during 1950 from month to month along with the longer hours being worked in such establishments. Data on the movement of wage rates are not available. October average monthly total cash earnings in manufacturing industries were ¥9,446 - 4.9 percent above September, and November earnings were ¥9,712 - 2.7 percent above October. From November 1949 to November 1950 such earnings increased by 24.8 percent. It should be noted that these data are only for larger establishments which represent a little over one third of the paid non-agricultural workers and in which average earnings tend to run some 40 percent higher than in establishments with less than 30 workers.

The Consumers Price Index for urban Japan continued the relative stability prevailing throughout 1950, rising in November by 0.9 of a point

over October to 128.9. This level was 4.1 points above June 1950, the low point for the year, and 2.5 points below November 1949. During November food prices remained steady but there were small increases in the prices of housing, fuel, light and clothing.

VIII. Operating Programs

Wage Board

The first step toward establishing wage committees for the purpose of recommending minimum wages as provided by the Labor Standards Law was taken with the appointment in November of the Central Wage Committee. The Committee, consisting of 15 members, 5 representing workers, 5 employers and 5 the general public, met twice; once in November and once in December, mainly to adopt rules of procedure and to discuss basic economic problems relating to the establishment of a minimum wage system.

Training-Within-Industry

The TWI program was launched full swing in Japan with the contracting of Training Within Industry, Incorporated, a private United States firm, to conduct a series of institutes. Four officials from this firm will spend three months giving these institutes, with the object of training a group of TWI instructors, including individuals from key industries and government, who in turn will be responsible for spreading the training on a wide scale throughout Japan.

Job Analysis

As part of the work for the preparation of a Japanese Occupational Dictionary, the Bureau of Employment Security since 1948 has been making job analysis studies. So far the Bureau has completed and published studies on 105 industries and has information on some 6,000 jobs. Because of budgetary limitations, the work has been slow and some studies lack in uniformity. Shifts in budget allocations are being contemplated to provide for full time analysts.

Economic and Scientific Section
Labor Division

SUPPLEMENT TO LABOR DIVISION MONTHLY REPORT
FOR DECEMBER 1950

SELECTED LABOR STATISTICS

Item	1949	1950			
	Nov	Aug	Sep	Oct	Nov
Average Monthly Wages in Manufacturing Establishments With 30 or More Workers (yen) 1/ 2/	7,772	8,904	9,030	9,446	9,712
Consumer Price Index: Urban Japan (1948 Average = 100)	131.4	129.9	129.9	128.0	128.9
Urban Family Monthly Expenditure: All Japan (yen) 1/ 3/	12,024	11,599	11,216	12,026	12,045
Average Daily Caloric Food Consumption of Adults: All Japan (calories)	2,188	(Feb) 2,079	(May) 2,076	***	2,188
		(in thousands)			
Labor Force 4/	37,920	37,530	37,370	38,210	36,820
Men	22,350	22,480	22,450	22,570	22,260
Women	15,570	15,050	14,920	15,640	14,560
Employed	37,590	36,980	36,920	37,800	36,450
Agriculture and Forestry	19,430	18,840	18,010	18,620	17,250
Non-Agriculture	18,160	18,130	18,910	19,180	19,210
Unemployed	330	550	460	410	370
Paid Non-Agricultural Workers	12,120	11,340	12,530	12,610	12,690
Permanent Paid Employment in Establishments with 30 or More Workers	4,595	(in thousands) 4,484	4,480	4,466	4,470
	Oct 1948				
Average Monthly Total Hours Worked	188.5	192.1	193.7	192.4	193.2
Average Monthly Overtime Hours Worked	***	14.5	15.4	16.3	17.3

Item	1949	1950			
	Nov	Aug	Sep	Oct	Nov
Index of Industrial Activity (Base 1932-36 = 100)	96.2	109.7	111.4	123.6	127.0
Unemployment Insurance					
Permanent Workers	(eve)		(in thousands)		
Establishments Covered	142	159	160	161	162
Workers Covered	5,420	5,767	5,783	5,817	5,822
Average Weekly No. of Persons Drawing Benefits	137	370	327	312	285
Initial Claims	44	61	56	51	47
Waiting Period Claims	39	58	52	49	46
Day Laborers					
Workers Insured (estimated)	5/	557	546	556	534
Persons Compensated	***	66	78	79	67
Mandays Compensated	***	583	623	620	469
Workmen's Accident Compensation Insurance					
Establishments Covered	(eve)		(in thousands)		
Workers Covered	238	281	286	289	295
	6,806	6,666	6,742	6,827	6,906
Labor Unions	(Jun)		(in thousands)		(Jun)
Local Unions	34.6	***	***	***	29.5
Membership	6,655	***	***	***	5,836
Men	5,126	***	***	***	4,497
Women	1,520	***	***	***	1,327
Work Stoppages	All 1949				
Stoppages	554	53	27	38	27
Workers Involved	1,236	24.6	11.2	22.5	26.3
Total Mandays Idle	4,327	81.2	61.8	78.8	49.0
Mandays Idle Per Worker Involved	3.5	3.3	5.5	3.5	1.9
Percent of Estimated Total Available Working Time	.17	.035	.026	.031	.020

Footnotes:

1/ Data on wages and family expenditures show only trends within the respective field and are not specifically comparable with each other because of difference in coverage.

2/ Average monthly cash earnings in establishments employing less than 30 persons are estimated to be some 40 percent lower than in establishments employing 30 or more persons.

3/ Includes urban families of both workers and the general public; average size family ranging from 4.73 and 4.76 persons; between 54.9 and 57.7 percent of total expenditures spent for food as compared with a range of 58.4 to 63.2 in the period August-November 1949.

4/ Includes all persons age 14 years and over by Western reckoning.

5/ Program initiated in January 1950.

Source: Surveys and reports conducted and prepared by concerned Japanese Government agencies under the direction of GHQ, SCAP.