

In Kochi Prefecture, no work on Sundays and holidays, but if it rains 2 consecutive days during June-September, Sunday work is being given as an exception.

In Kagawa Prefecture, no work on Sundays on principle. However, in last June, there was surplus fund and Sunday work was given. This practice was stopped on 1st July. In future it will depend on the fund available.

In Ehime Prefecture, no work on Sundays, but Sunday work is given towards the end of each quarter if the fund has been ascertained to be available.

(3) Qualification of Day-Laborers on Work Relief Projects:

It was reported by TOKUSHIMA that, to eliminate ineligible workers on WRP, investigation was recently conducted with the result that 779 persons out of the 2,448 registered day-laborers were found ineligible. Those found ineligible are allowed to work until 16th August, by which date complaints for injustice done may be filed for further investigation and final decision. Ineligible persons represent 30% of the total registered day-laborers at present and if these persons were struck off the list of workers, the job-opportunities for legal day-laborers will be more than 16 days' work per month.

In Kagawa the investigation will be commenced from 10th August, the full preparation for it having already been concluded.

In Kochi, the investigation was begun at the end of June. It took rather a long time. PESS and PESO officials, and Public Welfare Section officials were picked up for investigation. The investigating party was accompanied by leaders of day-laborers' unions who freely offered their own opinion. The day-laborers investigated were divided into 3 classes: (a) eligible workers, (b) ineligible workers on whom some discretion may be given and (c) entirely ineligible workers. a, b and c class workers represented 80%, 13% and 7% respectively of the total registered day-laborers. At the final screening, about 200 workers were eliminated. Those eliminated were referred to the competent authorities to be protected under Daily Livelihood Security Law. PESO's are trying to place them to the Public Works as many as possible.

In Ehime Prefecture the screening was carried on in the first 2 months of 1950, eliminating mainly farmers desiring to utilize their leisure season. The 2nd screening is now being prepared.

(4) Increase of Jobs in Work Relief Projects:

Following is the table of the increase of jobs in WRP effected 21 July for the remainder of the 2nd quarter (Up to 30 Sept).



## No. of Workers on WRP per Day

<u>Prefecture</u>	<u>Old quota</u>	<u>New quota</u>	<u>Increase over 1st quarter</u>
Kagawa	820	1,020	200
Ehime	1,160	1,260	100
Kochi	700	830	130
Tokushima	690	900	210
Total	3,370	4,010	640

Besides the foregoing WRP's subsidized from national coffer, a local program wholly financed by prefectural government is in operation in Tokushima absorbing 60 unemployed daily and planned to continue until the end of September.

(5) Attempts to Absorb the Unemployed in the Public Works:

It was reported by Kochi that the PESS has been keeping a close contact with the Public Works Implementation HQ headed by the Governor in order to be infomed of the Public Works projects, but most of the Public Works projects are being planned in the mountainous area, far away from the center where the unemployment is acute.

In Kagawa, the Public Works Implementation HQ was established last year but it has been showing little activities, being hindered by the lack of appropriation of budget. Flotation of loan is not met with success and there are not many big scale Public Works. But where available, PESO's are placing the unemployed over the rate prescribed by the law.

In Tokushima Prefecture, information received from the Public Works Implementation HQ is being transmitted to each PESO so that the PESO may be fully informed of the plannings in its area. In case the Public Work is projected in the area where a PESO can send the unemployed it contacts the planning agency for the supply of labor.

In Ehime Prefecture, there is no such institution as the Public Works Implementation HQ. One full-time officer was appointed last July to contact the planning agencies and inform respective PESO's of their plannings.

(6) Prevention of Adherence of Day-Labrrers to Work Relief Projects:

It was reported by Kochi that there are many applicants for casual works. Their applications have been accepted but they have not been registered as day-laborers on WRP. With the elimination of about 200 laboeres recently found ineligible for WRP, there was found some room for enrolling new applicants into the list of day-laborers on WRP. There is hardly means to shift these laboeres to other jobs at the present time when job-order cultivation is almost hopeless. As a trial, Kochi PESO



shifted dozen day-laborers on WRP to the Public Works being operated in and around Kochi City. Against the apprehension of the PESO officials, a few of them showed some success and remained on the job, others dropping off the work, over-burdened by too heavy labor. The prospect of shifting WRP laborers to the Public Works is not promising because there are few projects going on in the area where a PESO can serve.

In Tokushima Prefecture, the trend is that the laborers, once registered for WRP, will not go for the Public Works because of the heavier labor required in Public Works, though they are paid better. The past attempts in shifting WRP workers to Public Works projects were a failure in Tokushima Prefecture.

All agreed to the opinion that there is no effective way of preventing the adherence of day-laborers to WRP.

(7) Local Work Relief Projects Operated Entirely by the Coffer of City, Town or Village:

It was suggested by Kochi that if a local work relief project were operated entirely by the coffer of the office of local communities, it would help greatly alleviate the unemployment situation. However, it is hopeless to hope that such projects be carried on in view of the financial difficulty the local bodies are in today.

It was reported by Tokushima that such project was started by Naruto City once, through the forcible demand of the unemployed. It stopped soon for the lack of fund, however.

(8) "Give us a job" Agitation:

It was reported by Kagawa that towards the end of June there was enough fund to give sufficient jobs and there was no unrest among the laborers. Beginning from the 1st July, the agitation of day-laborers came back. They demanded interview with the Governor. Leftist elements distributed hand-bills among day laborers who were gathered at the labor pool. One communist agitator was later arrested for making anti-war campaign speech. But with the increase of job opportunities effected in the latter part of July, the agitation subsided.

In Kochi Prefecture, the agitation was in its height in May. In June, leftist elements fell into the disfavor of the day-laborers' unions and were eliminated from the leading positions of the unions through re-election of officers, and this helped to subside the agitation. The number of working days per month was 12.6 in June and it was increased to 20 days in July so as to entitle them to Casual Workers' Insurance benefits. Very recently, about 70 workers including those struck off the list of registered laborers by the recent investigation and the jobless on the day stormed the PESS with 5 points-demand for higher wages, summer allowance, full-employment, etc., which was flatly rejected. The following morning, a party of day-laborers visited chief of Economic Dept and demanded of him the assurance of 12 working days in August, against which the chief gave the commitment of giving 8 working days at minimum. They withdrew in peace.



In Tokushima Prefecture, the activities of the leftist elements have not been noticeable in recent past. About 60 women laborers once demanded for more job opportunities. On the whole they are quiet, but it is anticipated that the elimination of ineligible day-laborers<sup>not</sup> on WRP may lead to some kind of agitation - demand for "retirement allowance" or the like.

In Ehime Prefecture, there has been no agitation, though day-laborers<sup>not</sup> have an undeniable desire for more job-opportunities.

Mr. KITAYAMA, Chief of Labor Dept of Kagawa Prefecture, drew the attention of the present to the probably worse development of job-agitation in future which may be generated by the participation of the leftists recently ousted from Radio and Newspaper Circles and the leftists that are reported to be ousted from Electric Industry.

#### (9) Rotation System for Employment:

It was found that there are two ways of employing Rotation System. One is the way in which more than placeable number of laborers<sup>not</sup> are called in to PESO, taking into consideration the expected number of absentees. For example, if 200 workers are placeable on a certain date and the workers to be called in starts from No. 151, the PESO calls in 210 workers from No. 151 to No. 360 when it expects 10 absentees among the workers of No. 151 to No. 360. The discrepancy actually happened is adjusted in future date. The other is the way in which the exact number of placeable workers are called in to PESO, and the absentees are substituted by those who voluntarily reported to PESO without being called in, in the order of their number. Thus the substituting worker has a double job opportunities.

After discussion on the merits and demerits of the two ways, it was decided that the former method is better than the latter.

#### 2. Selective Placement.

It was reported by Kagawa that the PESO's are fully prepared for the implementation of full-scale selective placement as from 1st October. However, the spot placement may be employed in case of urgent job order requiring the supply of labor within 3 days from the date of application or when the job order exceeds the job-applicants.

In Tokushima Prefecture, a full-scale selective placement system was put into practice on 1st August, while in Ehime Prefecture, the filing of cards has not been completed yet.

In Kochi Prefecture, it has been introduced in some PESOs. Full-scale implementation has been set on 1st October.

#### 3. Job Order Cultivation.

It was reported by Kochi that employer visits are being made designating a block for a certain period so that no employer in that



block may not be omitted from visiting. In this way, at the first trial 30% increase of job order was effected. The result obtaining afterward is encouraging.

In Kagawa, the officials on employer visits are permanently assigned to certain blocks to make them familiar with the assigned blocks and the employers therein. In this way, some accomplishment are being effected.

Tokushima suggested to utilize unions in the cultivation of job order. It was reported that the Awa Commercial Bank Employees Union disliked the hiring through the introduction of relatives and acquaintances and insisted on hiring through the introduction of PESO. If you could influence unions to insist on such a policy, the service of PESO would come to be more widely utilized.

#### 4. Investigation of Skilled Workers that May be Requisitioned by Occupation Forces:

It was reported by Kochi that at the recent training conference of PESS chiefs at Tokyo the attendants were instructed to keep informed of various skilled laborers in the area that may be requisitioned by Occupation Forces in future.

To the question posed before the conference as to how best to be ready for it, the answer approved by all was that it would not be wise to ask the help of municipal agencies for fear of creating un-necessary misunderstanding. The best way would be to have the investigation made as to the job-applicants at the PESOs and to keep it up to date. Even when there is found no worker available for the requisition, there is still a way left open, that is, to get assistance from the industry where such workers are employed.

#### 5. Labor Supply Projects.

##### (1) "Geisha Girls" Supply Projects:

It was reported by Tokushima that fee-charging private labor exchanges for geisha girls have been sanctioned. It is better to sanction such labor exchange officially and let it carry on its business because such institution exists whether sanctioned by Government or not.

In Kagawa Prefecture, inquiries have been made by the supplying agencies as to the sanction of "Geisha Girls" supply project, but there has been no application made yet. The supplying agencies seem to have been persuaded by some lawyer not to apply for special permission because there is no "employment" relationship between customers and geisha girls according to the interpretation of that lawyer.

It was agreed by all that this matter is not worth serious attention because even Labor Ministry does not seem to be much interested in it.



(2) Detached Office of Labor Management Section of a Company:

It was reported by Kochi that there are a few such offices in the rural district. The agents working in such offices call themselves as liaison man and they are contacting the company and the homes of the workers. They are suspicious of being engaged in labor recruitment. They are now under secret investigation.

In Tokushima Prefecture, there are such offices, but no irregularity was found.

In Kagawa Prefecture, a suspicious case of secret recruitment was once found. Warning was given to the suspected agent.

6. Unemployment Insurance.(1) Chiselling Insurance Benefits.

It was reported by Tokushima that a day-laborer who had not been on job more than 32 days in the past 2 months conspired with employer to chisel benefits by using the used stamps. The case was referred to Procurators' Office.

In Kochi Prefecture, a shipbuilder was found to be using insurance benefits in place of wages by making a false report that workers on actual job were discharged. The PESO ordered the refund of the benefits paid and is now investigating the case with the intention of referring to prosecution.

(2) Prevention of Chiselling.

In Ehime Prefecture, information on chiselling was encouraged with the granting of information-fee for a certain period of time. It worked well. 90% of the information submitted was found correct. Even at the present time when information fee is not being paid, information pours in from time to time.

(3) Inclusion of Cycle Race Casual Employees in the Coverage of Casual Workers' Unemployment Insurance.

It was reported by Kagawa that it approached the Municipal Authorities, the sponsor of Cycle Race, with the hope of including the Cycle Race casual employees in the coverage of Casual Workers' Unemployment Insurance and met with objection. What the City authorities say was that these employees are not day-laborers in the ordinary sense of the term. They are mostly widows and student Arbeiters doing the job temporarily as side-work.

After discussion it was agreed to apply Casual Workers' Unemployment Insurance to ordinary day-laborers on the job only, excluding side-workers and student arbeiters after checking individually.



(4) Inclusion of Railway Casual Employees in the Coverage of Casual Workers' Unemployment Insurance:

It was reported by Kagawa that there is some doubt as to applicability of C.W.U.I. to the casual workers of National Railway. The Track Maintenance Section frequently needs additional hands in repairing the track and farmers who have experience in maintenance work are called in.

After discussion it was agreed that such additional hands on the job of repairing the damage caused by natural disasters are to be treated as "seasonal workers", to whom C.W.U.I. is not applicable but that the additional hands on ordinary maintenance job are to be put under the coverage of C.W.U.I.

(5) Collection of Arrearage Charges.

It was complained by Kochi that it is very difficult to collect arrearage charges, because if they insist on the payment of arrearage charges, the insured want to with-hold the payment of premiums. Thus, officers, wanting to collect what is collectable, accept the premiums alone.

In Tokushima Prefecture, the policy is that they don't accept any premiums in arrears without arrearage charges.

7. Methods Of Publicity Activities.

It was reported by Kochi that it is making publicity work in real earnest without spending money. It has 1 full-time officer on publicity. Representatives of two important local newspaper companies and the master of local broadcasting station are included among the members of the Unemployment Counter-Measure Deliberative Council and for this reason "Spot Broadcast" and "Local Hour" are freely utilized by PESS. Newspapers are utilized by asking the editors to include any news concerning employment in the articles. PESS offers a draft articles for insertion in the paper.

It was opined by Kagawa that the local radio does not reach far outside the city at present. Therefore radio broadcast is ineffective in Kagawa Prefecture. The media of publicity is newspaper and Information Section of Kencho.

8. Intra Office Work.

(1) Training of Staff.

It was reported by Tokushima that recently 16 hours' training was given to the staff.

In Kochi Prefecture, newly enrolled employees are given a basic training for two months - 2 hours at a time.

<sup>held</sup> In Kagawa Prefecture, a study meeting of top-ranking officials is being <sup>held</sup> every Monday. Intra sub-section study meeting is being held twice a month.



In Ehime Prefecture, PESS Chief takes interest in the training of staff and holds conferences as often as the time permits.

(2) Overtime Allowance.

Overtime allowance is being calculated under the basis of following figures:

	<u>Kagawa</u> (hrs)	<u>Ehime</u> (hrs)	<u>Kochi</u> (hrs)	<u>Tokushima</u> (hrs)
Sunday and holiday duty	6	8	8	6
Night duty	5	3	4	6
Early morning duty	2	2	0	2

Comment:

The conference was conducted with zeal. Information and experiences on employment security administration of each prefecture participating were exchanged to the mutual benefits. Administrative techniques were discussed.

In this conference Ehime Prefecture was represented by only one man (assistant chief of PESS), Kochi Prefecture by 2, Tokushima Prefecture by 4 and Kagawa Prefecture by 10. It is to be hoped in future that each prefecture has nearly the equal representation except the sponsoring prefecture which may admit extra personnel of its own for study.



R E P O R T

31 August 1950

Shikoku Regional Conference Of Labor Policy Section Chiefs.

Dates. 29-30 August, 1950

Place. Conference Room, Tokushima Prefectural Government Office.

## Attendance:

Kagawa-3	
Ehime -4	
Kochi -3	
Tokushima-12	Total: 22

## Subjects Discussed:

## 1. Exchange of Labor Information

(Tokushima) 1. Labor movement at low ebb. The number of organizations decreasing. Dismissal protests are few. General attitude is to accept lay-offs and demand more retirement allowance. Lately wage payment delays are so serious that workers in low-pay enterprises are quitting.

With the CP purge, the Korean War and communist-expulsion from the Densan the unions are at a cross-road to clarify their "ism" one way or the other.

## 2. Federations-inactive

3. Labor disputes; 16 cases counted so far this year. 4 regards wage hikes, 7 in protest of dismissals if not demanding more retirement allowance.

4. Rationalization: 21 cases, 313 laid off so far this year. More cases but fewer workers involved than last year.

5. Future outlook: New development of the labor movement may be the out come of present turmoil.

## (Ehime)

1. LRC-5th term- appointment completed after delay.

2. Iyo Railway Dispute- settled 14 August; ¥7,350 retroactive as of June plus one time payment of a total of one-million yen.

3. Shikoku Machinery Dispute--The recent rationalization program was not the final solution and wage payment delays seen as from May's pay. Work stoppages for 4 days effected by union in protest to wage delays. No further strike action is contemplated but a Second Rationalization Plan is expected in September.

4. Rationalization Program of the Misshin Chemical Co.--Although voluntary resignations were to be called to accomplish personnel rationalization only 125 have tendered their resignations as of 19 August out of an expected ~~520~~ at the Kikumoto Aluminum Works.

5. Densan registration- 98% of membership in the Ehime Chapter registered (total membership-2912 of which 2855 registered, 42 refused registration, 15 not registered due to personal reasons such as long-illness etc.)

6. Organization- According to survey as of June 1950 it was discovered that 120 unions have been disorganized during the past year. Membership decreasing from 95,000 to 83,000. The Ehime Council of Labor Unions (Airokaigi) has been called upon regards union organization problems and an understanding has been reached although concrete plans have not been made yet.



(Kochi) 1. Densan Registration- The Executive Committee of the Kochi Chapter had decided not to accept the Special Inst. from the Central Executive committee but pressure from the ranks caused the chapter executive committee to decide on 14 August that the issue will be referred to secret ballot of the membership. On 17 August the ballots were cast; of 1490 votes 1143 were for confirmation of the Special Inst, 283 against, and 34 invalids. The number of registrations should be approximately the same if not more.

2. Tose Railways--The union has appealed to the LRC re-wage increase and conclusion of a Labor Contract. The Management has Appealed to the CLRC regards the unfair labor practice orders by the LLRC.

3. The Kochi Ken <sup>District</sup> Council of Labor Unions is at standstill. No significant progress seen chiefly because the major unions such as the Densan and Nittsu are not participating in the movement. So far 14 unions have been represented in preparation to call a "preparatory Organizational meeting."

(Kagawa) 1. Union movement is quiet but the federations unlike that is Tokushima are active to a certain degree.

2. Rationalization in industry is still going on at the rate of about 200 lay-offs monthly. Closing down of plants are not as serious as seen in Feb. and March. In July only one plant effecting six workers went out of business.

3. Union activities: Protest to lay-offs conceded to getting more retirement allowance. Protest against wage delays popular. Cases filed with the LRC number 3 from the Densan. On 31 July LRC members were appointed for the 5th term. The main reason for the delay was that appeals from public utilities had to be settled before the LRC were changed.



REPORT

## FOURTH TRAINING COURSE FOR PESO CHIEFS

Period: 7-16 August 1950

Place: Urawa Peso, Saitama Prefecture

Attendants: Labor Ministry Representative  
 Saitama Pref. Labor Dept. Chief  
 " " Pess Chief and Assistant  
 11 PESO Chiefs - Trainees  
 (Shikoku C A R Labor Interpreter)  
 Urawa PESO personnel

## \* Purpose of Training Course-Labor Ministry Official

- A. To learn business function of PESO in detail following the Manual
  1. Lectures and explanations
  2. Check to see if work is being done as explained--inspection
  3. Actual training
  4. Group discussion
- B. Expression of constructive opinions--for further improvement of model PESO and also for reference to revision of manual now underway.
- C. Learn method of training to be applied to local PESO officials--the demonstrative method and not lecture method.

In teaching one to swim there are the following three ways conceivable:

- a. Throw trainee into the water and let him learn by himself
- b. Explain "how" and let trainee go ahead and do it
- c. Demonstrate on the beach after thorough explanation and show him how by having the instructor swim and then let trainee practice repeatedly until he can swim alone.

In the past, method (a) was adopted in Japan with mistakes and sacrifices. Training courses heretofore followed method (b) with lots of talk and no practice. In this training program method (c) is being adopted.

\* Employment Security Administration in Saitama Prefecture--Chief of PESS  
 Lengthy explanation of conditions and prefectural policies explained.

- a. Inspection system: Basically the nature of the work of Central and

Very Good!

*Noted  
 O.H.  
 8/25/50*



Local Inspectors are the same with local inspectors' extra curricula being guidance and coordination of PESOs in the Prefecture. Effort is being made to eliminate feeling between PESS and PESOs as one being subordinate to the other by getting closer coordination and this is another major necessity if anything is to be achieved.

b. PESOs' ultimate aim is:

- (1) Stabilize employment
- (2) Match jobs and applicants--efficient selective placement system
- (3) Improve services to public--offer as much office space for convenience of public; change from "over-the-counter" service to interview booths.

\* About Urawa PESO--Chief of PESO

1. Basic knowledge required of PESO Chief.

- (a) Population and trend of economic conditions in area
- (b) Flow of labor force in and out of area
- (c) Industrial labor force
- (d) Employment and future outlook
- (e) Major industries and future possibilities
- (f) Labor market information
- (g) Unemployment trend
  - (1) prevailing number of job orders
  - (2) prevailing number of job applicants

2. How to make the PESO an easy and pleasant place to come to:  
(Internally) Improve manners and attitude of PESO Officials.

- a. A PESO official is like one of the links in a chain; if one should break the chain is useless.
- b. Try to understand the "other's" mind. Especially that of the "desperate" job seeker.
- c. Keep peace in office through mutual cooperation
- d. Retrospect on day's doings and correct faults noted



(Externally)

- a. Make PESO existence widely known--Publicity
- b. Make environment pleasant to the public--improve physical arrangement and provide smooth operation

Job assignments to PESO officials should be carefully allotted that individuals are not over-loaded. Inter-exchange of opinions should be encouraged. In order to do this frequent meetings of the staff should be held.

### 3. Training of officials.

Types of training.

- a. Holding classes
- b. On-the-job training--considered more important.

Each individual keeps a training record to refer back to until "habit is created."

### \* General Affairs Administration--Chief of Section

Three important functions of the General Affairs Section are:

1. Planning and execution of business plans
2. Training of officials
3. General publicity--dissemination of information and keeping uniformity.

To date the following has been done to improve physical arrangements:

1. Counters removed to improve meetings with visitors.
2. Constructed parking space for bicycles.
3. Hung up a big sign
4. Erected separate day workers' Pool.
5. Bulletin board put up where most conspicuous.
6. Repainted walls in the office.
7. Provided ash trays in waiting room.
8. Unified posting of graphs and posters
9. Partitions of interview booths formerly of board were changed to smoked glass.



Besides details of job assignment a set of working rules including extra duties (responsibilities in emergencies such as fire, flood, etc.) is given each official.

Evaluation of Training: Consider the extent official has improved in his work before and after the training period and also obtain opinions of the PESO chief and various section heads. Written examination not adopted. Verbal questioning now and then is the basis of evaluation.

Subjects for training--

- (1) How to plan activities
- (2) Items in the Manual--for example, processing of selective placement.

Publicity--A well-informed public is necessary and with this in mind extensive publicity is carried out. Quarterly plans and monthly plans are drawn up.

\* Research and Statistics--Chief of Research Section  
Reports must be

- a. Accurate--research and survey must be made following uniform interpretation
- b. prompt--report forms should be so revised to assure promptness.
- c. effective--findings of research be analyzed and consolidated.

Work amount of each section can be checked by consolidating tally sheets.

Job description in accordance with Art. 15 of the Law--

So far 70 different copies of job Descriptions have been received from the Ministry but not used effectively. Planning utilization by interviewer in counsel with job applicants to study qualifications and to determine what factors are required to fit different job orders and also the qualifications the applicant really has.

\* Discussion--Chairman, official from Labor Market Research Sect. ESB, LM.

Maintain Tally Sheet (Daily report) in handling of Job orders, Job applications and interviews, referrals and placements, and unemployment insurance. (The figures of the previous day should be ready by the following morning). If this tally sheet is to be the basis of analyzing the Labor Market conditions and to effect the whole PESO in its functions it must be realized and understood that "Tally" must be enforced. Habit must be created among PESO officials.



Form No. 110 "Prompt report for the Local PESO Employment Activities" can be promptly and correctly made out to meet the 5th-of-the-month-deadline if the daily total is made completely each day.

In effecting selective placement it will be an important requirement to have knowledge of Job Description to match the job order and applicant. The Central Employment Security Deliberative council is working on "Job Dictionary" describing some 6000 known jobs.

Survey and reporting is secondary in PESO function, primary function being referral and placement. However to make the primary function scientific and with sound basis, it would be necessary to have good research and accurate, prompt and effective reports.

Some 3,000 employees outside of T.O. expected to assist in PESO work.

Method taken to confirm effectiveness of publicity programs-- inquiry is made of new visitors to the PESO as to how they came to know of its existence and a tally is made.

\* Business Administration

A quarterly business plan is drawn up two months prior to beginning of a new quarterly, based on instructions from the Labor Ministry, recommendations from the PESO chief, and taking into consideration the results of routine work and views of the various section chiefs. Each section chief is responsible for drafting an activities plan pertaining to his section which is consolidated for the whole office, thereafter submitted for approval by the PESO chief,

A progress chart is maintained to note actual accomplishment as compared to goals set in the planning.

Filing system of job application cards and job order cards: Basis of sex, job groupings and sub-divisions thereof, according to length of experience, schooling, etc.

Job order cards not being as many as the former are filed in industrial groups.

However both are filed in following categories:

1. valid
2. to be retained
3. invalid-held for two months then transferred to permanent folder. Those cards pertaining to occupation forces labor are filed separately. (cf. Manual 3300 Classifying and Filing Order & Application Cards. Part III-a-48)



The principle of Referral shall be Selective Placement with exceptional cases of Spot Placement when (1) urgent placement is required and there is no time for selection, final interview and referral; (2) unskilled job order is to be filled; (3) job orders exceed greatly the number of job applicants for certain types of jobs. However, even in effecting "Spot Placement" cards are matched as closely as possible and referrals not made indiscriminately.

Results of referrals are verified as the follow-up after the referral is important in that referral is the most important of placement activities of the PESO.

To keep running account of the number of job orders yet to be filled, unfilled and those in process of referral, a daily "Check and Balance" is maintained. (See form on page 11 of reference material folder.)

For those job orders that cannot be filled within the area they are submitted to intra-prefectures and inter-prefecture Labor Market Exchanges.

\* Job Order Cultivation

The officials assigned should maintain liaison with all enterprises in their area and afford services in complying with employers' demands for labor. The main duty is to visit employers, spending 80% of their time in the fields and the remaining 20% at deskwork. The PESO chief himself should spend 20% of his time visiting the bigger enterprises.

The division of work for the official whose assignment is to visit employers shall be on areal basis and not industrial as heretofore. This is better to clarify responsibility.

\* Vocational Guidance

Vocational guidance should be included in normal interviews and not only for the handicapped and new-graduates but also for job applicants in general who need counsel and advice to make a satisfactory vocational choice, mainly those who have had no occupation in the recent past. (cf. Part two 9000-9999 of the manual)

\* Referral of Day Laborers

Rotation System--At Urawa PESO the following forms of rotation system is applied, i.e. only the starting number for the following day's work is notified and the eligible workers shall report to the Day workers Pool by 0700 when referral is started. With those who are absent or who are late, even if the number is slated for referral that day, will forfeit his job to the next dayworker in numerical order until the total jobs for the day is filled.

Labor Ministry recommends rotation system where the starting and final numbers taking in the number of jobs available be set and notified and if some are not filled to leave them unfilled until a later date, say every fourth day, when the number of jobs may be increased; the day's quota plus the aggregate of unfilled jobs.



\* Visit to Kandabashi Model PESO - 15 August

Streamline Filing system in Documentary Section,  
In visits to employers a Daily Visiting Schedule drawn up, including  
regular and spot visits.

\* Talk by Chief of General Affairs Section, Employment Security Bureau.

1. Enforcement of Selective Placement System will be the  
backbone of PESO administration.

2. Elimination of Labor Bosses, A traditional feudalistic  
practice requiring constant surveillance and "weeding."

3. Organization of PESO and business administration will require  
reconsideration.

4. Unemployment problem: Economic recovery is slow and the  
unemployment question will continue to remain a serious problem.

5. Meeting with labor requisitions of the United Nations Forces as  
a positive means of cooperating with the U.N.--This is the test of how much  
PESO has actually accomplished to date., and is a major responsibility  
of the Japanese Government; close coordination between PESO and Prefectural  
Liaison Offices is desired.

Officials handling referral of day workers considering their  
"Hardwork" which differs from that of PESO officials in general will be given  
an increase in pay ranging from 1 to 3 grades. The determining factor of  
degree of raise shall be:

1. Number of registered day workers
2. Number failing to be placed day to day
3. Frequency and degree of Labor Demonstrations.

The position-Classification Law will be effected soon to  
reclassifying all National Public Servants.

\* Five Major Point of PESO Administration as presented by the Chief of  
the Employment Security Bureau, Labor Ministry

1. Selective Placement shall be enforced 100% during this year.  
Match job orders and job applicants. Make employers confident of PESO.

2. Referral of day workers toward work relief projects--  
Administrative inspection of referral of day workers will be carried out  
during July-August. Majority of "give-us-jobs" demonstrations are CP  
instigated with the sole objective being misleading the mass to create social



unrest. The agitators are not interested in labor administration and from the standpoint of preserving public safety the police force should be utilized to the fullest extent, not to suppress the common unemployed but to stamp out Communist activities among the unemployed. Also the revised qualifications for eligibility of casual workers' insurance is another form of "relief."

3. Labor Boss Administration--Local Government leaders supporting labor bosses are causing PESO officials to hesitate in taking "positive action". Labor bosses must be eliminated to bring about democratic liberation of workers and no one shall be hesitant in inspection of labor bosses. Remember that the PESO official is not a local government representative but a National government official.

4. Labor Market survey and analysis.

Reports shall be made on a fair and just basis and not with a political aim, mainly to get special consideration in allotment of budget. To falsify reports and statistics to obtain more budget is regretful. The Central Office has only to rely on figures and reports from the local offices.

5. Discipline of PESO officials

Lately misappropriation of public funds by officials are heard of more frequently. Strong hand will be taken in dealing with cases of such nature and the PESO chiefs are requested to supervise and train staff constantly to prevent such mishaps.

\* \* \* \* \*

Relation between the Public Works Project and the Work Relief Project.

Absorption of day-workers in Public Works Projects must be considered seriously. Coordination between the competent Prefectural Section and PESO should be maintained as to location of project and period of undertaking to make referrals. If the Public Works Projects are overlooked the burden of absorbing the jobless will fall back completely on the unemployment counter-measures projects.

To prevent chiselling on Unemployment Insurance funds psychological effects are considered seriously. 1. survey of actual living conditions helped eliminate attempted chisellers. 2. Request diagram of neighborhood by recipient with the threat of visiting without notice, 3. post warning notices, 4. Letter of information 5. change date and time of unemployment recognition.

Training of staff beginning with training of supervisors emphasized together with keeping a training record for the office and by the individual. Constant training until habit is created is important in assuring smooth operation of PESO administration.



R E P O R T

## FOURTH TRAINING COURSE FOR PESO CHIEFS

Period: 7-16 August 1950

Place: Urawa Peso, Saitama Prefecture

Attendants: Labor Ministry Representative  
 Saitama Pref. Labor Dept. Chief  
 " " Pess Chief and Assistant  
 11 PESO Chiefs - Trainees  
 (Shikoku C A R Labor Interpreter)  
 Urawa PESO personnel

## \* Purpose of Training Course--Labor Ministry Official

- A. To learn business function of PESO in detail following the Manual
1. Lectures and explanations
  2. Check to see if work is being done as explained--inspection
  3. Actual training
  4. Group discussion
- B. Expression of constructive opinions--for further improvement of model PESO and also for reference to revision of manual now underway.
- C. Learn method of training to be applied to local PESO officials--the demonstrative method and not lecture method.

In teaching one to swim there are the following three ways conceivable:

- a. Throw trainee into the water and let him learn by himself
- b. Explain "how" and let trainee go ahead and do it
- c. Demonstrate on the beach after thorough explanation and show him how by having the instructor swim and then let trainee practice repeatedly until he can swim alone.

In the past, method (a) was adopted in Japan with mistakes and sacrifices. Training courses heretofore followed method (b) with lots of talk and no practice. In this training program method (c) is being adopted.

\* Employment Security Administration in Saitama Prefecture--Chief of PESS  
 Lengthy explanation of conditions and prefectural policies explained.

- a. Inspection system: Basically the nature of the work of Central and



Local Inspectors are the same with local inspectors' extra curricula being guidance and coordination of PESOs in the Prefecture. Effort is being made to eliminate feeling between PESS and PESOs as one being subordinate to the other by getting closer coordination and this is another major necessity if anything is to be achieved.

b. PESOs' ultimate aim is:

- (1) Stabilize employment
- (2) Match jobs and applicants--efficient selective placement system
- (3) Improve services to public--offer as much office space for convenience of public; change from "over-the-counter" service to interview booths.

\* About Urawa PESO--Chief of PESO

1. Basic knowledge required of PESO Chief.

- (a) Population and trend of economic conditions in area
- (b) Flow of labor force in and out of area
- (c) Industrial labor force
- (d) Employment and future outlook
- (e) Major industries and future possibilities
- (f) Labor market information
- (g) Unemployment trend
  - (1) prevailing number of job orders
  - (2) prevailing number of job applicants

2. How to make the PESO an easy and pleasant place to come to:  
(Internally) Improve manners and attitude of PESO Officials.

- a. A PESO official is like one of the links in a chain; if one should break the chain is useless.
- b. Try to understand the "other's" mind. Especially that of the "desperate" job seeker.
- ca. Keep peace in office through mutual cooperation
- d. Retrospect on day's doings and correct faults noted  
(Externally)



**(Externally)**

- a. Make PESO existence widely known--Publicity
- b. Make environment pleasant to the public--improve physical arrangement and provide smooth operation

Job assignments to PESO officials should be carefully allotted that individuals are not over-loaded. Inter-exchange of opinions should be encouraged. In order to do this frequent meetings of the staff should be held.

3. Training of officials.

Types of training.

- a. Holding classes
- b. On-the-job training--considered more important.

Each individual keeps a training record to refer back to until "habit is created."

\* General Affairs Administration--Chief of Section

Three important functions of the General Affairs Section are:

1. Planning and execution of business plans
2. Training of officials
3. General publicity--dissemination of information and keeping uniformity.

To date the following has been done to improve physical arrangements:

1. Counters removed to improve meetings with visitors.
2. Constructed parking space for bicycles.
3. Hung up a big sign
4. Erected separate day workers' Pool.
5. Bulletin board put up where most conspicuous.
6. Repainted walls in the office.
7. Provided ash trays in waiting room.
8. Unified posting of graphs and posters
9. Partitions of interview booths formerly of board were changed to smoked glass.



Besides details of job assignment a set of working rules including extra duties (responsibilities in emergencies such as fire, flood, etc.) is given each official.

Evaluation of Training: Consider the extent official has improved in his work before and after the training period and also obtain opinions of the PESO chief and various section heads. Written examination not adopted. Verbal questioning now and then is the basis of evaluation.

Subjects for training--

- (1) How to plan activities
- (2) Items in the Manual--for example, porcessing of selective placement.

Publicity--A well-informed public is necessary and with this in mind extensive publicity is carried out. Quarterly plans and monthly plans are drawn up.

\* Research and Statistics--Chief of Research Section  
Reports must be

- a. Accurate--research and survey must be made following uniform interpretation
- b. prompt--report forms should be so revised to assure promptness.
- c. effective--findings of research be analysed and consolidated.

Work amount of each section can be checked by consolidating tally sheets.

Job description in accordance with Art. 15 of the Law--

So far 70 different copies of job Descriptions have been received from the Ministry but not used effectively. Planning utilization by interviewer in counsel with job applicants to study qualifications and to determine what factors are required to fit different job orders and also the qualifications the applicant really has.

\* Discussion--Chairman, official from Labor Market Research Sect. ESB, LM.

Maintain Tally Sheet (Daily report) in handling of Job orders, Job applications and interviews, referrals and placements, and unemployment insurance. (The figures of the previous day should be ready by the following morning). If this tally sheet is to be the basis of analyzing the Labor Market conditions and to effect the whole PESO in its functions it must be realized and understood that "Tally" must be enforced. Habit must be created among PESO officials.



Form No. 110 "Prompt report for the Local PESO Employment Activities" can be promptly and correctly made out to meet the 5th-of-the-month-deadline if the daily total is made completely each day.

In effecting selective placement it will be an important requirement to have knowledge of Job Description to match the job order and applicant. The Central Employment Security Deliberative council is working on "Job Dictionary" describing some 6000 known jobs.

Survey and reporting is secondary in PESO function, primary function being referral and placement. However to make the primary function scientific and with sound basis, it would be necessary to have good research and accurate, prompt and effective reports.

Some 3,000 employees outside of T.O. expected to assist in PESO work.

Method taken to confirm effectiveness of publicity programs-- inquiry is made of new visitors to the PESO as to how they came to know of its existence and a tally is made.

\* Business Administration

A quarterly business plan is drawn up two months prior to beginning of a new quarterly, based on instructions from the Labor Ministry, recommendations from the PESO chief, and taking into consideration the results of routine work and views of the various section chiefs. Each section chief is responsible for drafting an activities plan pertaining to his section which is consolidated for the whole office, thereafter submitted for approval by the PESO chief,

A progress chart is maintained to note actual accomplishment as compared to goals set in the planning.

Filing system of job application cards and job order cards: Basis of sex, job groupings and sub-divisions thereof, according to length of experience, schooling, etc.

Job order cards not being as many as the former are filed in industrial groups.

However both are filed in following categories:

1. valid
  2. to be retained
  3. invalid-held for two months then transferred to permanent folder.
- Those cards pertaining to occupation forces labor are filed separately.  
(cf. Manual 3300 Classifying and Filing Order & Application Cards. Part III-a-48)



The principle of Referral shall be Selective Placement with exceptional cases of Spot Placement when (1) urgent placement is required and there is no time for selection, final interview and referral; (2) unskilled job order is to be filled; (3) job orders exceed greatly the number of job applicants for certain types of jobs. However, even in effecting "Spot Placement" cards are matched as closely as possible and referrals not made indiscriminately.

Results of referrals are verified as the follow-up after the referral is important in that referral is the most important of placement activities of the PESO.

To keep running account of the number of job orders yet to be filled, unfilled and those in process of referral, a daily "Check and Balance" is maintained. (See form on page 11 of reference material folder.)

For those job orders that cannot be filled within the area they are submitted to intra-prefectures and inter-prefecture Labor Market Exchanges.

\* Job Order Cultivation

The officials assigned should maintain liaison with all enterprises in their area and afford services in complying with employers' demands for labor. The main duty is to visit employers, spending 80% of their time in the fields and the remaining 20% at deskwork. The PESO chief himself should spend 20% of his time visiting the bigger enterprises.

The division of work for the official whose assignment is to visit employers shall be on areal basis and not industrial as heretofore. This is better to clarify responsibility.

\* Vocational Guidance

Vocational guidance should be included in normal interviews and not only for the handicapped and new-graduates but also for job applicants in general who need counsel and advice to make a satisfactory vocational choice, mainly those who have had no occupation in the recent past. (cf. Part two 9000-9999 of the manual)

\* Referral of Day Laborers

Rotation System--At Urawa PESO the following forms of rotation system is applied, i.e. only the starting number for the following day's work is notified and the eligible workers shall report to the Day workers Pool by 0700 when referral is started. With those who are absent or who are late, even if the number is slated for referral that day, will forfeit his job to the next dayworker in numerical order until the total jobs for the day is filled.

Labor Ministry recommends rotation system where the starting and final numbers taking in the number of jobs available be set and notified and if some are not filled to leave them unfilled until a later date, say every fourth day, when the number of jobs may be increased; the day's quota plus the aggregate of unfilled jobs.



\* Visit to Kandabashi Model PESO - 15 August

Streamline Filing system in Documentary Section,  
In visits to employers a Daily Visiting Schedule drawn up, including  
regular and spot visits.

\* Talk by Chief of General Affairs Section, Employment Security Bureau.

1. Enforcement of Selective Placement System will be the  
backbone of PESO administration.

2. Elimination of Labor Bosses. A traditional feudalistic  
practice requiring constant surveillance and "weeding."

3. Organization of PESO and business administration will require  
reconsideration.

4. Unemployment problem: Economic recovery is slow and the  
unemployment question will continue to remain a serious problem.

5. Meeting with labor requisitions of the United Nations Forces as  
a positive means of cooperating with the U.N.--This is the test of how much  
PESO has actually accomplished to date., and is a major responsibility  
of the Japanese Government; close coordination between PESO and Prefectural  
Liaison Offices is desired.

Officials handling referral of day workers considering their  
"Hardwork" which differs from that of PESO officials in general will be given  
an increase in pay ranging from 1 to 3 grades. The determining factor of  
degree of raise shall be:

1. Number of registered day workers
2. Number failing to be placed day to day
3. Frequency and degree of Labor Demonstrations.

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