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The LABOR LETTER

of

LABOR DIVISION

ECONOMIC & SCIENTIFIC SECTION

NUMBER 4, VOLUME II 30 DECEMBER 1948

DISPUTES SETTLED

The year's end brought settlements, at least temporarily, in the following large or year-end bonus disputes (coal, electric power, maritime, shipbuilding, metal mines, private railways, steel and oil). In all cases the settlements represented compromises and were the result of constant meetings with labor and management to emphasize the implications of the nine-point economic stabilization program embodied in the directive transmitted by SCAP to the Japanese Government.

Although the immediate issues in these disputes have been settled, it should be noted that conditions remain which may lead to new disputes in these major industries. Permanent wage agreements of limited duration were reached only in coal, metal mining and steel, and negotiations are continuing for permanent settlements in other industries.

COAL

The coal settlement established an average monthly wage of ¥5,400 for surface workers and ¥7,880 for underground workers conditioned on a 10% monthly production increase over the April 1948 average of 6 tons per man to 6.6 tons. Both major coal unions ratified the settlement at their conventions specially called to discuss the agreement.

METAL MINING

A settlement was reached on approximately the same terms as effected in the coal industry except that the production standard was increased by 5% instead of 10% as in coal.

ELECTRIC POWER INDUSTRY

Densan called off its strike on 24 December by accepting a temporary payment plan for December. Negotiations are continuing to establish a permanent wage from July on. No definite duration was set for the strike moratorium as the union insisted that it was voluntarily calling off the strike and not accepting this condition as a requisite to the wage plan.

SEAMEN

The 10-day old seamen's strike against the CMMC, a quasi-governmental body under the General Maritime Bureau, was called off 20 December. The seamen accepted a ¥7,671 wage, 30% over the May level, although the Cabinet had approved a ¥9,480 seamen's wage on the basis of an anticipated ¥5,330 wage for government workers. Since additional funds could not be found to pay this higher wage the seamen capitulated realizing that a ¥7,671 wage was the limit for which provision was made in the supplementary budget.

SHIPYARDS

Spasmodic strikes of shipbuilding workers in various yards over year-end bonuses were finally settled on far more advantageous terms than those originally offered by the company.

OTHER DISPUTES

The steel industry wage dispute was settled 10 December by a wage increase based on increased production. The private railway strike was cancelled, except for the Tobu Railway where a 24-hour work stoppage was settled 25 December with agreement reached on the year-end bonus.

LABOR RELATIONS COMMITTEES

Trade Union Law

On 1 December the Ministry of Labor promulgated an amendment to Article 37 of the Enforcement Ordinance of the Trade Union Law setting forth specific procedures governing nominations and appointments of labor relations committees. The undue pressure which heretofore labor and management were able to exert on the appointing authorities, under the old informal system, to compel appointments from a list in the order of their nomination is nullified by this new ordinance. The new procedure provides that:

1. Labor and management submit lists of candidates to the appointing authorities, the Ministry of Labor in the case of the Central Labor Relations Committee, and to the prefectural governor in the case of local LRCs.

2. The Ministry of Labor will in turn submit to labor and management a slate of neutral members from which each group will nominate seven candidates.

3. In the event labor and management are unable to agree or decline to submit recommendations, the Minister will make his own appointments.

4. As LRC appointments expire their successors will be designated by the new procedure. (All government union representatives will be removed from LRCs since the National Public Service Law prohibits such representation.)

Improvement of Union Structure and Collective Bargaining Practices

A 3-way program to educate management and unions in improving labor agreements was started in November 1948. The three phases consist of consultation with: (1) higher union federations and management associations; (2) selected groupings of affiliated unions and selected segments of management groups associated with a particular industry, and (3) individual plant unions and management.

In pursuing part (3) above, meetings were held with management and labor to instruct them in negotiating contracts which contain the basic elements of a good collective bargaining agreement. Some of the elements are: delineation of management prerogatives and corresponding rights of organized labor; union recognition; working conditions; wage scales and methods of computation and payment; labor-management production committees; employment, promotion and discharge procedures; exclusion of management employees from union membership; specific grievance procedures clearly understood, with arbitration as the final step; "no-strike, no lock-out" clauses; specific effective dates of the contract; collective bargaining provisions and the posting of contracts for management and workers to read and understand. Particularly emphasized was the almost universal violation of paragraphs 1 and 2, Section 2 of the Trade Union Law wherein management executives were union members and full-time union officials were paid by the company. Both parties were informed that the Labor Policy Bureau of the Ministry of Labor would take legal action if this practice were continued.

Most of the plants contacted were found to be operating on expired contracts and they were urged to negotiate new contracts containing the necessary clauses. Management seemed more willing than unions to accept the suggested improvements.

Concomitant with the above contract stabilization program, an educational program was started to get unions to revise their present poor constitutions. Specific to such constitutions are clear statements regarding: membership qualifications; membership rights--emphasizing non-discrimination on account of sex or age, etc.; secret single-vote system prohibiting proxy voting; rules for conducting

meetings and scheduling of regular meetings; opportunity to participate in all meetings; disciplinary procedures; titles, duties and limitations on authority of union officers, committeemen, delegates, etc.; election procedures; finance rules, strike rules with action by secret vote; and availability of copies of constitution to all union members. Particular emphasis was given to unions becoming self-supporting with primary emphasis on payments of full-time union officials instead of, as at present, allocating the major portion of revenues to so-called "educational programs" and to the top-heavy federations.

Preliminary reports indicate that Constitution Revision Committees have already been set up in some unions though it is recognized that certain Communist-tinged elements will resist since present constitutions permit them to secure dominant positions of control in unions.

A technical letter embodying the most successful techniques developed through these programs will be submitted for MG information and guidance.

LABOR MINISTRY EDUCATION PLAN

Supplementing the above, the Ministry of Labor's 1949 labor education program will coordinate with the programs of the various prefectures which heretofore have worked largely on their own. It urges prefectural units to enlist the aid of local MG in their execution.

The program is based on a series of themes which are to be stressed in successive weeks and is directed to the general labor movement as contrasted with the individual plan and approach previously described. The themes for January through March will be concerned mainly with internal union affairs, those for April through June with labor relations. Following are the themes for January and February:

9-15 Jan	The Far Eastern Commission's Sixteen Principles
16-22 Jan	Structure and management of a local union
23-29 Jan	How to conduct union elections
30 Jan - 5 Feb	Labor and economic stabilization
6-12 Feb	How to run a union meeting
13-19 Feb	Local union committees
20-26 Feb	Local union education activities

It is hoped that each week's theme can be broadcast on the radio labor hour for that week and published in Weekly Labor and other Ministry publications.

General instructions on the over-all plan have been submitted to each prefecture. Detailed instructions for each month will follow at appropriate intervals. Although lack of funds will restrict activities somewhat until the new fiscal year begins in April, the January plan suggests many activities which will entail little or no expense.

RATIONING OF PAPER TO UNIONS

A new system of rationing paper to trade unions will go into effect January 1949. The Japanese Government had previously assigned 65,000 pounds monthly to the top federations and national unions for their newspapers and other publications. CI&E Section, in cooperation with ESS/Labor, has instructed the Japanese Government to replace this with 225,000 pounds monthly according to local union recommendations.

Under the new system each local union is entitled to a certain amount of paper, based on its membership, which it may either use itself or assign to some higher body with which it is affiliated. Regional and national unions and federations can secure paper only by requesting it from their local unions.

The purpose of the new system is to strengthen the "bargaining power" of the local union in dealing with national unions. It is hoped that in some cases the local union will transfer its paper to the national union only on the condition that it be used to print the type of material which the union members want to read.

Since there are over 30,000 local unions, the new system will be more complicated than the old, but it is hoped that the advantages will outweigh the

administrative difficulties. The paper supply will not actually be divided into 30,000 parcels. Instead, local unions which want paper either for their own use or for the use of higher bodies with which they are affiliated, must send an application to Tokyo stating their membership and the name and address of the publication to which the paper should be sent. The Labor Ministry will help the Paper Allocation Committee with the administration. More detailed instructions will be sent out to the prefectures later.

LIST OF FILM STRIPS

Ten film strips as aidsin labor education were issued during 1948. Some were distributed free by the Ministry of Labor and funds were allocated to each prefecture by the Ministry in the 1948 budget for the purchase of others produced by commercial companies. The ten are:

Trade Unions and the Revival of Production
Operation and Regulations of Local Unions
National Unions and Federations
Collective Bargaining and Labor Agreements
Grievance Machinery
How to Run a Union Meeting
Proper Union Movement
Trade Union Law
Our Union: (1) Union Structure
Our Union: (2) Union Activities

Four more are now in preparation, namely:

Local Union Educational Activities
Local Union Cultural Activities
Trade Union Political Activities
Labor Standards Law

EMPLOYMENT SECURITY SYSTEM

The Finance Ministry has agreed to promote National Employment Security officials two ranks on 1 January 1949 with actual pay increase retroactive to June 1948 in order to bring the wages of national officials working within the prefectural government up to those of the prefectural officials. A recent survey indicated that in some cases prefectural officials were being paid salaries equal to six ranks above those of the national officials while the average differential was two ranks. When the new ¥6,307 wage for government workers is effectuated salaries of national officials will be slightly higher than prefectural officials except in the larger prefectures where the level will be about the same.

The Finance Ministry has also agreed to increase the travel and communication fund for the Employment Security System during the last quarter of the fiscal year.

UNEMPLOYMENT INSURANCE

A drive will be conducted during January, February and March by the Employment Security Bureau to compel compliance and collect delinquent unemployment insurance premiums from thousands of middle and small sized firms who, although legally covered under the Law, have not filed reports or paid premiums. To obtain compliance prefectural officials have been instructed to compile a list of firms from other sources such as Workmen's Accident Compensation Insurance Section files of the Labor Standards Bureau (which has a larger effective coverage than Unemployment Insurance), and to send letters requesting compliance to all employers who may be liable. If no action results field personnel should verify liability. Attachment proceedings or prosecution may be used to secure compliance when other measures are insufficient.

To raise the level of honesty, employer's premium reports are being checked in the prefectural office upon receipt and suspicious reports are investigated further by a group of five field auditors. Since 1 November, when these auditors started

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checking employers' books, about 30% of the reports were found to be falsified. So far no legal steps have been taken to punish offenders although prefectural officials have promised to take necessary action.

PLACEMENT SERVICES FOR NURSES

Until the promulgation of the Employment Security Law nurses (for home nursing) were, for the most part, under boss control. This control usually started by providing green recruits with some instruction and practice work and continued with providing nurses with dormitory accommodation and arranging for their assignments. The private household paid the boss for the service and he paid the nurses as he saw fit. In general the nurses were content with this system and did not realize the extent to which they were being exploited.

When boss control became illegal, government labor officials started to eliminate bosses before arranging suitable alternatives. Since this premature action resulted in considerable confusion, ESS/Labor has been progressively working on a satisfactory solution in collaboration with the Nursing Division of PH&W Section and with the Labor Ministry.

There are now several practical alternatives to boss control; (1) Many PESOs have set up special placement services for nurses which are rapidly improving. Some difficulty still exists, however, when the PESOs are closed at nights and on holidays. Here the easiest solution is to instruct the janitor to give persons requiring emergency services the nurses' dormitory phone number and let them deal directly with the nurses themselves. (2) Nurses can set up their own licensed placement services under Article 32 of the Employment Security Law. Such placement services may be classified as "non-profit fee charging agencies", or as "profit-making fee charging agencies". Of these two possibilities the former is believed more desirable in that the fees charged to nurses (in the form of membership dues or placement fees) will be lower and the incentive for the old bosses to maintain hidden controls will be reduced accordingly. During November 1948 amendments to Employment Security Law ordinances enabled non-profit fee charging agencies to obtain reduced rate licenses and without posting any bond. This removed the obstacles previously in the way of such "non-profit fee charging agencies." (3) Nurses can form a labor union and operate a legal labor supply project under Article 45 of the Law. Since, however, nurses have shown no desire to organize for regular trade union purposes there seems to be little reason to encourage them to form a union for the sole purpose of operating a labor supply project. Furthermore, the chances of boss control in such a union at the present time would be great.

SUPPLEMENTAL RATIONS FOR WORKERS

After 1 January 1949 the responsibility for certifying the eligibility of casual laborers for additional food rations (See PD Food Memorandum No. 12, Revised Supplementary Ration Program 15 October 1948) will be handled by the Public Employment Security Offices. It is planned to incorporate the new function in the casual or day labor branches of local offices, thus tightening the controls to prevent abuses of the rationing program by individuals or labor bosses. Implementing procedures for inclusion in the Employment Security Manual will be distributed in the near future to all prefectural and local offices.

For the entire country a total of 910 job openings have been created and funds appropriated to pay the new personnel who will be engaged in this activity, but to date most of the jobs have remained unfilled because prefectural governors are often delaying appointments for political reasons.

Cooperation of MG labor officers can be valuable in two fields: first, in facilitating the appointment of personnel to do the work and, second, in providing surveillance to see that the job is being adequately performed but is not interfering with basic PESO operational efficiency.

Certification of the eligibility of factory workers for the supplemental ration, except in certain specified industries (see Memo No. 12) will continue to be handled by the Labor Standards Bureau on a plant basis. Revised procedures designed to tighten administration of the program as well as to provide uniformity of operation among all prefectures have been instituted effective 1 November 1948. Continued surveillance by MG labor officers of this phase of the Labor Standards Bureau's activities is highly desirable.

WOMEN'S ACTIVITIES

As part of a projected Women's and Minors' Bureau program to encourage women's participation in unions, the Bureau issued instructions to its field representatives requesting them to indicate which of a number of given factors were the most important obstacles to women's activity in unions. The Bureau is planning extensive study of this problem through field visits and discussions with union leaders and labor officials. The Labor Administration Bureau has already instructed its local officials to coordinate future programs with the Women's and Minors' Bureau. In addition, a recommendation has been sent to prefectural governors to include budget funds for the coming year for participation in women workers' education program.

The Women's and Minors' Bureau has issued to its field representatives an instruction suggesting good personnel procedures including: (1) importance of staff training and current program information; (b) the need to discuss any staff shortcomings with the individuals personally to enable them to correct mistakes before recommending their discharge; and (c) the importance of treating Bureau personnel problems as purely internal staff matters.

Recent publications of the Women's and Minors' Bureau include: (a) a poster on equal pay for equal work, emphasizing the need for women workers to know their wage structure; (b) a leaflet on menstruation leave, stressing that in order to acquire equal pay and equal job opportunity it is important to take such leave only in case of real need and to work instead for improved working conditions, general sick leave, etc.; (c) the December issue of the Women's and Minors' Bureau Monthly Bulletin, which includes current average wage statistics, health insurance information and a brief resume of the November campaign for Minor Workers.

The full Advisory Committee to the Women's and Minors' Bureau met in late November and recommended the elimination of Article 33 of the draft Government Railroad Bill which affects the Labor Standards Law's hours regulations.

The Labor Standards Bureau issued instructions early in December to prefectural Labor Standards Bureau chiefs clarifying the functions of women employed as labor standards inspectors. The instruction points out that women inspectors, like men inspectors, are concerned only with the enforcement of the Labor Standards Law, including inspection, education, etc., and have no additional functions such as responsibility for women's activity in unions, etc.

During December a number of cases were brought to light wherein young children in Tochigi Prefecture had been indentured to farmers for specific sums of money. Location of these cases and accompanying newspaper publicity have resulted in the Labor Standards Bureau giving general emphasis to locating similar cases elsewhere and to conduct a broad drive to eliminate all such practices.

LABOR STANDARDS BUREAU

A Labor Standards Bureau report shows that 23,300 establishments covering 1,018,000 workers were inspected in September, of which 61,800 violations (32,900 involved record keeping or reporting) were found in 19,500 establishments.

November inspection report of the Labor Standards Section, Seamen's Bureau, shows that 1,300 vessels (1,100 shipowners) were inspected covering 14,600 workers. Violations were found on 1,100 vessels (1,000 shipowners) with 11,200 crew members. Actual number of cases in violation was 4,500.

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DISPUTES OCCURRING DURING OCTOBER 1948 AND MAN-DAYS IDLE
(31 October 1948)

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		OCCURRING DURING THE MONTH	
	Number	Workers Involved	Number	Workers Involved
TOTAL	64	297,347	239	766,657
Strikes	31	151,264	68	209,513
Other Work Disruptions	5	392	24	3,013
NOT ACCOMPANIED BY ACT OF DISPUTE	28	145,691	147	554,131
Man-Days				
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS	—	—	543,991	210,452

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	92	212,526	147	554,131	239	766,657
MINING	6	90,628	13	20,525	19	111,153
CONSTRUCTION	1	307	—	—	1	307
MANUFACTURING	79	83,548	105	251,613	184	335,161
GAS, ELECTRICITY AND WATERS SUPPLY	1	37,503	1	136,908	2	174,411
TRANSPORTATION AND COMMUNICATION	3	215	12	141,023	15	141,238
EDUCATION	—	—	—	—	—	—
ALL OTHER	2	325	16	4,062	18	4,387

LABOR UNIONS BY INDUSTRY AND SEX 1/
(31 October 1948)

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	35,424	5,258,625	1,527,624	6,786,526
AGRICULTURE	134	5,911	1,755	7,666
FORESTRY	587	54,681	6,228	60,909
FISHING	117	17,236	1,387	18,623
MINING	1,449	491,438	75,805	567,433
CONSTRUCTION	1,933	459,635	23,916	483,600
MANUFACTURING	13,943	1,576,559	664,901	2,241,460
GAS, ELECTRICITY AND WATER SUPPLY	759	153,762	15,667	169,429
COMMERCE	1,413	148,756	47,611	196,367
FINANCE	819	106,164	80,819	186,983
TRANSPORTATION	3,076	1,005,068	77,029	1,082,097
COMMUNICATION	1,453	237,073	107,432	344,505
SERVICE PROFESSIONS	411	25,870	14,904	40,774
LIBERAL PROFESSIONS	2,959	394,775	246,678	641,453
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,996	475,864	142,346	618,248
NOT ELSEWHERE CLASSIFIED	375	105,833	21,146	126,979

1/ Unions reported registered exclusive of unions reported discontinued.
2/ Totals include 277 for which no sex breakdown was available.

SOURCE: Ministry of Labor

MONTHLY WAGES[1/] IN MANUFACTURING AND MINING

31 October 1948

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 6,423	¥ 7,660	¥ 3,063
COAL MINING	7,911	8,511	3,479
Underground	9,237	9.237	--
Surface	6,433	7,429	3,479
METAL MINING	6,396	6,921	3,185
Underground	7,964	7,964	--
Surface	5,844	6,468	3,185

1/ Includes all cash money payments prior to tax and social security deductions and consist of base pay, overtime, night differentials, piece rates, production bonuses, family and dependency allowances, all cost-of-living allowances and all periodic or special bonuses paid during the month. Includes staff and labor, male and female.

SOURCE: Cabinet Bureau of Statistics

UNEMPLOYMENT INSURANCE

October 1948

Number of employers who paid premium (compared to 90,257 in Sept.[1/])	93,151
Total premium collected (Sept. ¥454,283,661[1/])	¥518,484,129
Number applied for benefits	10,192
Number initial claims allowed	8,903
Number waiting period claims	7,352
Number claimants paid for first time	7,379
Average weekly number of persons drawing benefits	16,735
Cumulative delinquency from November 1947 to end October 1948 (Compared to ¥598,883,592 at end of Sept.[1/])	¥576,154,670

WORKMEN'S COMPENSATION INSURANCE

October 1948

Number employers covered	180,305
Number workers covered	Unknown
Premium payments	¥330,447,674
Number receiving benefits for first time	2/ 65,118
Number workers drawing benefits	2/ 80,345
Benefit payments	¥205,738,755
Number of appeals	3

SOURCE: Ministry of Labor

1/ Revised figures
2/ Includes cases not reported in Sept.

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GOV SEC

Economic and Scientific Section
Labor Division

LABOR DIVISION SEMI-MONTHLY REPORT
(20 December - 31 December 1948) NO. 5

I. Summary of Highlights

No significant changes occurred in labor relations during this period. Negotiations are continuing for permanent wage settlements in certain major industries.

Several programs are in process which aim to stabilize Japanese labor relations and remedy deficiencies in Japanese labor union organization.

Increased influence of Communists in the Zensekitan coal union was reflected at the convention specially called to ratify the industry wage agreement.

From January 1948 to September 1948 the index of industrial production in manufacturing industries (excluding textiles) increased about 60% since January while the comparable labor force increased less than 2%.

The Consumer Price Index rose 6.6% in November, significantly reversing the downward trend manifested since August.

II. Labor Relations Developments

A. Major Disputes

The period has been one of general stability in labor relations with no major disputes in progress. However, certain major industries are still negotiating for permanent wage settlements.

B. Labor Union Organization and Structure

1. Improvement of Union Structure and Collective Bargaining Practices

ESS is guiding several concurrent programs to stabilize labor relations and to remedy deficiencies in Japanese labor union organization through improving union procedures, correcting defects in collective bargaining agreements and practices, and strengthening union constitutions with a view toward enhancing the democratic rights of the members. In addition, the programs call for the enforcement of the Trade Union Law, strengthening of the Labor Relations Committees and supervision of the widespread education and information activities of the Ministry of Labor.

ESS is also concerned with improving and simplifying Japanese union structure which is in many respects a confusion of factions. For example, Tanro, one of the major coal unions, is composed of two branches, one independent and the other affiliated with the General Federation of Japanese Trade Unions (Sodomei). Therefore, before Tanro can unify the coal miners into one union it must first unify itself and fix its direction. Some steel unions are affiliated with the National Congress of Industrial Unions (Sanbetsu), GFJTU, or are independent, making collective bargaining on an industry-wide basis extremely difficult.

2. Conventions

Both major coal unions ratified the settlement of the recent coal dispute at their conventions specially called to discuss the agreement. However, the terms of settlement almost split Tanro under moderate leadership. Zensekitan, on the other hand, under extreme leftist domination, after twice rejecting the settlement, ratified it only when the officers, including the Communists, unitedly favored

it. The influence of the Communists in this union was clearly demonstrated when the Socialist incumbent was succeeded by a Communist for President and the 17 executive officers of the union formally joined the Communist Party en masse. The Communists may thus be about to accept direct responsibility for leadership in union affairs instead of manipulating through false fronts.

III. Operating Program Activities

A. Unemployment Insurance

A drive will be conducted during January, February and March by the Ministry of Labor to compel compliance and collect delinquent unemployment insurance premiums from thousands of middle and small sized firms, legally covered under the Law, who have escaped assessment and, consequently, the payment of premiums.

B. Labor Bosses

The Ministry of Labor has established specific criteria to aid prefectural and local officials in recognizing and taking action against labor bosses in stevedoring firms. These criteria were field tested and a directive covering the subject issued to prefectural governors.

IV. Legislative and Administrative Proposals and Procedures

A. Labor Relations Committees

Central Labor Relations Committee reports of all cases coming before the local labor relations committees show the majority to involve monetary disputes, and small percentages, discriminatory discharge, union demands for "democratization" of management, the closing of plants without union consent, lay-offs due to financial difficulties, etc. Local LRCs appear to be intervening in all types of disputes, regardless of their legal merits. This is evidenced by several decisions where many industries suspended operations for economic reasons. For instance, a committee ordered that a company's assets including raw materials, unfinished products and machinery be distributed to the workers in lieu of retirement or dismissel pay. In other cases, the committees have prohibited employers from executing mass lay-offs dictated by economic necessity.

The CLRC has appeared to be reluctant to furnish legal interpretations as uniform guides to the local committees. The CLRC has contended it lacks authority over the local committees and that, furthermore, in the interests of amity would not care to exercise such surveillance for fear of losing its unofficial influence over the actions of the locals. ESS is insisting on uniformity and, if necessary, will insist that cases of national importance be brought into the Central Committee for review or reversal.

B. Trade Union Law

An amendment to ordinances implementing the law governing appointments to the LRC was promulgated 1 December. It provides that labor and management submit their candidates for appointment to the Ministry of Labor or prefectural governor and that the administrative authorities in turn submit a slate of neutral members to labor and management for their concurrence. The pressure which heretofore labor and management were able to exert on the appointing authorities under the old system to compel appointment from a list in the order of their nomination, is nullified by this new ordinance.

V. Miscellaneous Economic Developments

A. Output of Labor

From January 1948 to September 1948 production in manufacturing industries, excluding textiles increased from about 53% to 86% of the 1930-1934 level, or an increase of about 60% since January, while the comparable labor force increased less than 2%, from 9,200,000 to 9,360,000. This indicates that production per worker increased about 58% during 1948. Thus, surplus labor is not as great a drain on the economy as it was in 1947 and certainly is not to be compared with the situation of two years ago when the index of production in manufacturing industries (excluding textiles) was only half what it is now.

B. Government Wages

The Diet has formally adopted the ¥6,307 wage effective 1 December as the basis for government workers' wages to be paid during the current fiscal year. However, to pay this wage within the supplementary budget which was compiled on the basis of ¥5,300 effective 1 November, certain adjustments were made. Working hours were extended to 48 which will permit reductions in government employment; the wage level would be dropped to ¥5,434 in January and February rising again in March; and family allowances were decreased from the original NPA recommendation of ¥1,250 per dependent to ¥600 each for wife and first child and ¥400 each additional dependent.

C. Occupation Force Workers

The above wage level applied to Occupation Force office, professional, and domestic employees resulted in a 50% increase in base pay over the old scale for December, 25% increase for January and February and a 50% increase in March and April. Although the overall increase in government workers' pay indicated a 60% increase in base pay for Occupation Force workers, adjustment for the increase in hours resulted in the 50% figure. Family and area allowances are the same as government workers.

D. Cost-Of-Living

The drop in the October Consumer Price Index to 406.3 from the August figure of 420.5 was followed by a sharp increase to 433.0 in November. One explanation offered for the increase is the distribution of the staple food ration for the first ten days of November during October in order to allow a changeover in rationing books from the 2.5 to 2.7 "go" system. It is said that as a result, most people consumed this advance ration during October and larger than normal blackmarket purchases were made in early November when no staple food was distributed through ration channels, causing the index to rise.

E. Prison Labor

Although final details of the enforcement of prevailing wage requirements for users of prison labor are still unsettled monthly reports from the Attorney General's Office show a steady rise in the average daily wage from ¥87 in September, ¥91.5 in October and ¥117 in November and a steady decline in the total number of prisoner man-days worked on contracts from 280,000, 258,000 and 216,000 respectively.

F. Wages

The Ministry of Labor's December publication of prevailing wages for the construction and non-motor land transportation (wagons, carts, etc.) industries indicates an over-all increase of 27% above rates published in August.

VI. General Conclusions

Although labor calm continues it may only be a breathing spell pending the clarification and introduction of basic programs to carry out the new economic stabilization policies. Within the framework of such programs labor may be expected to bargain for what it considers its legitimate claims on industry. Although the coal and metal mines wage issues have been finally settled, the limited duration of the agreements will require resumption of new contract negotiations to become effective 1 April 1949. Unless the new economic programs assure the necessary stability to workers livelihood the new contracts will be difficult to negotiate without recourse to possible dispute tactics.

Many moderate union leaders accept in principle, proposals for revisions in union structure and internal union practices. They fear however, that strong support for such revisions may give the extremists greater influence in many unions by their ability to capitalize on the issues. The moderates are therefore reluctant to go on record in favor of the proposed revisions. Management, on the other hand, finds it difficult to withdraw entirely from its traditional paternalism and therefore also resists certain reforms. However, certain signs of progress are evident in that the coal and maritime unions have already accepted the principle that striking workers shall not be paid and general acceptance of that principle may be expected.

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Economic and Scientific Section
Labor Division

LABOR DIVISION SEMI-MONTHLY REPORT
(5 December -- 19 December 1948)

NO. 4

I. Summary of Highlights

The nine-point economic stabilization program embodied in the directive transmitted by SCAP to the Japanese Government has had a profound effect on labor relations. The implications of these documents were emphasized to the major unions and industries representatives and both parties to major disputes were strongly advised to come to a peaceful settlement. The immediate result was that the coal unions reached a settlement, the 10-day old seamen's strike was cancelled, the electric power workers dispute tactics and the textile union's projected strike were called off. The suspension of these actions cannot, however, be construed as permanent settlements. Other disputes settled during this period include those in steel and shipyards.

The effect of the new nine-point economic stabilization program may be sharp reductions in the work force and subsequent widespread unemployment.

The Ministry of Labor has proposed to amend the Unemployment Insurance Law by (a) raising average unemployment insurance benefit rates, (b) reducing premium rates, and (c) extending coverage to some industries not now covered.

The CLRC on 22 December agreed to follow the "three principles" of no government subsidy, no rate increase and no deficit financing in rendering awards.

Despite a drop in the October Consumer Price Index, October wage payments rose 10% over September to average ¥6,423.

II. Labor Relations Developments

A. Major Disputes

1. Electric Power Industry

Spasmodic strikes are continuing despite publication of the nine-point stabilization policy. As of 23 December the company had not made an acceptable offer to the Densan workers since the operators are still negotiating with the government for a subsidy and rate increase to resolve the deadlock.

2. Coal Mining

Agreement was reached 23 December providing for an increased base wage of ¥5,400 for surface workers and ¥7,880 for underground workers conditioned on a 10% monthly production increase over the April average of about 5.9 tons per man. For mines which cannot increase production by 10% due to unsatisfactory conditions a lower percentage increase would be acceptable.

3. Metal Mining

A settlement on approximately the same terms as effected in the coal industry is anticipated. In protest against hazardous conditions in the

mines workers went on a safety campaign 15 December. The Cabinet decided on 21 December that the responsibility for mine safety will be lodged with the Ministry of Commerce and Industry.

4. Seamen

The 10-day old seamen's strike was called off at midgnight 20 December. The dispute was complicated by the Diet discussion of the government workers' wage issue. The Cabinet approved a ¥9,480 seamen's wage on the basis of an expected ¥5,330 wage for government workers. Since additional funds could not be found to pay this higher wage the seamen ended their strike realizing that a ¥7,671 wage was the limit for which provision was made in the supplementary budget. The Union has accepted the principle that henceforth no wages will be paid to striking workers and that only skeleton crews will be maintained aboard for security purposes.

5. Shipyards

Disputes in most of the major shipyards over year-end bonuses were settled except at the Mitsubishi-Yokohama Yard due to management's insistence that the large Struggle Committee be union instead of company financed as a prerequisite to settlement.

6. Private Railways

The Union following its special convention rejected the CLRC's mediation wage plan and voted for but subsequently cancelled a 24-hour strike 22 and 23 December. The operators also rejecting the award contended that only certain companies could pay it though the union mainteins that the employers have refused to submit supporting financial data. ESS recommended local union-company negotiations under national union supervision.

7. Other Disputes

The wage dispute involving 14,350 employees of six divisions of the Japan Steel Tube Company was settled 10 December by a wage increase based on increased production. Negotiations are continuing on year-end bonuses and retirement allowances.

Threatened strikes in the cotton spinning and chemical fibres industries after rejection of the CLRC's 6 December wage award were cancelled and negotiations are continuing.

B. Labor Union Organization

1. Conventions

The Democratization League of the NCIU held its 2nd national convention 10-11 December to organize a new federation with 220 delegates in attendance. The main decisions of the convention included: (1) the formation of a new NCIU, (2) opposition to revision of the National Public Service Law, (3) "struggle declaration" against the Communist Party, and (4) a request that CIO and AFL (American) Labor Committees visit Japan.

2. Labor Union Agreements

ESS is surveying labor agreements in key industries to emphasize the need for strengthening their terms, especially with regard to inclusion of

no strike clauses; establishing clear-cut grievance procedures; definition of managerial and union responsibilities; establishing definite expiration dates and renegotiation procedures; and other improvements. A campaign to improve trade union practices is also in progress.

C. Labor Education

The Ministry of Labor is planning a series of 10 regional one-week winter schools. The discussions will be primarily on the operation of local unions.

III. Operating Program Activities

A. Labor Standards

All public enterprise workers not otherwise exempted by law are covered by the NPSL, effective 3 December, which specifically prohibits inspection by the Ministry of Labor of government working conditions. The Public Corporation Law, effective 1 April 1949, however, exempts railroad workers from provisions of the NPSL and reapplies coverage of the Labor Standards Law. The problem of inspections for railroad workers up to April 1949 may be resolved by National Personnel Authority permission to the Labor Standards Bureau to conduct such activities.

B. Workmen's Accident Compensation Program

October coverage added 9,000 new employers to the 171,000 already liable.

Despite the highly successful October drive the system's reserve fund remains precarious as premium collections were based on estimated prevailing wage levels early in 1948 while benefit payments were based on the much higher actual prevailing wages. Employers will therefore be required to pay as additional premiums the difference between the original estimate and the actual wages paid during the period 1 April 1948 to 31 December 1948 and quarterly thereafter.

C. Ministry of Labor Research and Statistics Coordination

An inter-Bureau Technical Coordinating Committee has been established to coordinate statistical and research matters.

IV. Legislative and Administrative Proposals and Procedures

A. Unemployment Insurance

The Ministry of Labor has proposed to amend the Unemployment Insurance Law by (a) raising average unemployment insurance benefit rates from 60 to 70 percent of the prior wages, (b) reducing premium rates, and (c) extending coverage to some industries not now covered such as construction which employs many casual or day-laborers who are most subject to unemployment and dependence on labor bosses. Benefit payments and premium collections for these industries and workers would in general follow the "stamp plan", used in Great Britain.

B. Labor Administration

Following a meeting of 14 December called by ESS to discuss Labor Relations Committee responsibilities toward the government's economic stabilization

policy, the Committee on 22 December agreed that it would attempt to follow the "three principles" in rendering awards. This policy will also serve as a standard for the Prefectural Labor Relations Committees.

V. Miscellaneous Economic Developments

A. Cost-of-Living

Despite a drop in the October Consumer Price Index (see previous report) October wage payments rose 10% over September to average ¥6,423.

B. Wages

The government has formally adopted the ¥6,307 wage recommended by the National Personnel Authority as the basis for government workers' wages to be paid during the current fiscal year. Coupled with the increase is an extension of working hours which should permit reductions in government employment.

C. Unemployment

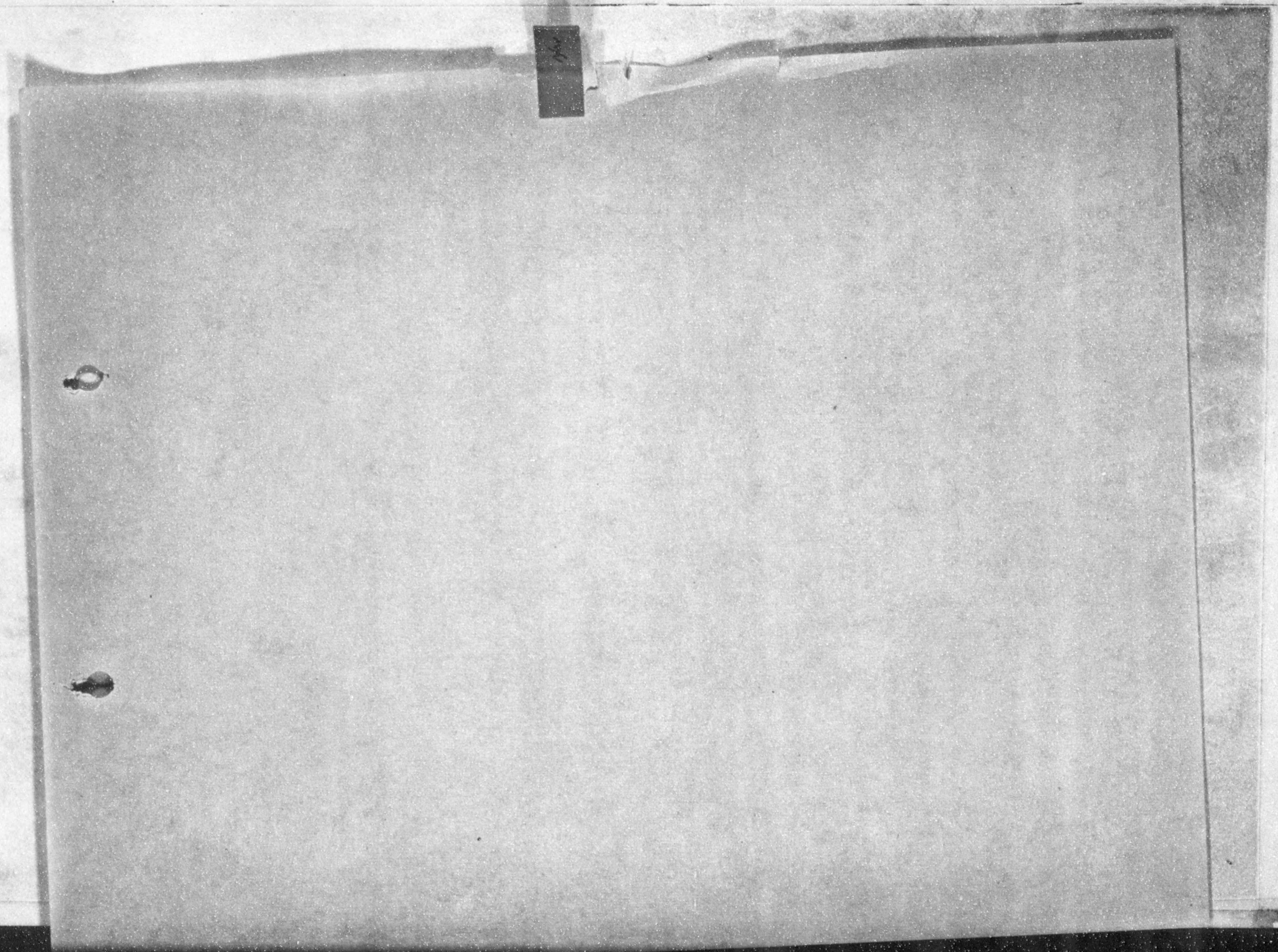
Employment has slightly but steadily increased for the last several months. However, the effect of the new nine-point economic stabilization program coupled with the proposed reduction in employment will undoubtedly result in severe repercussions. First preliminary estimates indicate that about 1½ to 2½ million workers will be displaced, primarily industrial and office workers.

VI. General Conclusions

1. The nine-point economic stabilization policy embodied in the directive transmitted by SCAP necessitates immediate application of a program to achieve wage stability. ESS proposed the formal adoption, as basic government policy, of the "three principles" as a means of accomplishing this objective.

2. Implications of the stabilization program leading to increased unemployment through rationalization will require careful consideration. Proposed measures to deal with the problem consist of enhanced unemployment insurance benefits, public works designed to fit the needs of urban workers, welfare and other relief programs and improved procedures to increase occupational and geographic labor mobility.

3. Although unions have been cooperative in calling off strikes there is no guarantee that this situation will continue. Unless management endeavors to meet the union's legitimate demands in relation to rising cost-of-living or other inequities, disputes activities may be resumed.



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The LABOR LETTER of LABOR DIVISION ECONOMIC AND SCIENTIFIC SECTION

VOLUM II NUMBER 3 30 NOVEMBER 1948

CONVENTIONS

The All-Japan Communication Workers' Union (Zentei) at its sixth convention held 10-13 November resulted in a victory for the pro-Communist faction. The Democratization League however showed marked increase in voting strength. The motion for non-confidence in the Dobashi regime on charges of alleged irregularities in unions finances which was raised by the League members, though defeated, received a vote of 260 to 190 and resulted in suspension of four union officials. Principal convention decisions were support of ¥7,300 average wage for communications workers and opposition to the revision of the National Public Service Law. Officers elected were: Chairman - Dobashi, Kazuyoshi; Vice-chairmen - Takahara, Chinichi; Katsumata, Yasuo; Yamaguchi, Kenji; Secretary-General - Okada, Hisao. All but Yamaguchi, who is a Democratization League member, are believed to be in favor of the majority faction.

It appeared that about two-thirds of the 145 delegates to the All-Japan Chemical Industry Workers convention (held 14-17 November) were inclined towards the left with no evidence of the Democratization League seen in the session. Top officers elected were believed to be pro-Communist.

The All-Japan Textile Workers' Convention held 10 and 11 November passed resolutions on the following issues: 1. To support wage demands already submitted in cotton, wool and chemical fibers division. Demands in cotton and chemical fibers are now before the CLRC; wool is still in collective bargaining. 2. To increase rice ration, working clothes, supply of sugar for young and female workers, sake, and tobacco for textile workers. 3. To request Government to increase imports of raw materials. 4. To protest against poor working conditions in the textile industry.

COAL

Dispite numerous conferences, negotiations between the coal mining unions and the operators have not been concluded. As a result of a breakdown in negotiations piston strikes were called between 12-17 November. Additional strike action was postponed pending the outcome of further negotiations. These however broke down and from 30 November to 2 December the unions resumed piston strikes.

At the end of November the parties were seeking the basis for continued negotiations. The operators contend that ¥5,246 base wage for surface workers is necessary to give the mine workers the same real wage as that in effect 1 April, namely ¥4,000. To this however was tied a requirement of 7.1 tons of production per man per month as a condition precedent to the payment of ¥5,246. The union was willing to accept the ¥5,246 offer as a basic wage necessary for the maintenance of April living standards but refused to accept the employers condition of a 7.1 ton average production. The employers refused to negotiate the basic wage unless the union agreed to negotiate production and on that impasse negotiations broke down.

ALL-JAPAN METAL MINE WORKERS' UNION

The All-Japan Metal Mine Workers' Union, which had scheduled a strike for 26 and 27 November, called it off on 22 November in order to continue negotiations. The settlement of this dispute hinges to a great extent upon the final solution of the coal mine dispute.

DENSAN

Both parties refused the 42½% increase in the cost of living arbitration award submitted by the CLRC. As a result the unions continued their piston strike tactics. In the latter part of November the company offered a 30% wage payment increase provided that the dispute tactics would be discontinued. The national union felt it could not accept this offer but tacitly agreed to permit the operators to deal directly with the local unions.

This was done with the understanding that the 30% payment would not be made unless the locals discontinued their dispute tactics. This offer was accepted and the 30% paid with the result that dispute tactics were discontinued for a short period of time pending the Densan convention which was to be held at the end of November. The final disposition of this case is contingent upon the amount of government subsidy and the amount of rate increase permitted.

UNEMPLOYMENT INSURANCE

By 15 November, the end of the highly successful drive, all prefectures but one (Nagasaki) had attained the goal of 90% collection of assessed premiums. The national average was 94%. Six prefectures collected 99%. Japanese officials demonstrated a real determination to collect. Attachment proceedings were initiated or immediately threatened in over 14,000 cases during the last 30 days of the drive. In 95% of these cases the employers paid the premium before final action. Attachments were actually carried out in 771 cases. If the amount under attachment is added to the amount collected, its total becomes 95%, a good showing. Hokkaido showed the biggest improvement, raising its collection from 55% as of 1 September to 93% on 15 November (96% of attachments are included).

The above figures apply only to collections from employers who have reported and been assessed. They take no account of the large number who have not been assessed. There is still a very large number of employers, mostly small ones, who have paid no premium and made no report to the Premium Collection Section. The December through February period has been designated for a drive to identify, assess and collect from these employers and thus to extend the system's coverage.

UNEMPLOYMENT

Newspaper reports of increasing unemployment have been contradicted by the Monthly Labor Force Surveys of October 1947 through September 1948 which show that total non-agricultural employment has been increasing slowly while agricultural employment has remained approximately constant except for the usual seasonal variations. This survey of 15,000 scientifically selected sample households is directed by the Cabinet Bureau of Statistics, and results in the most reliable information available.

COAL MINE EMPLOYMENT

The six-month coal mine "freeze" successful in maintaining employment at the 30 April level was extended on 28 October for another six months. This program is administered through monthly information on employment trends and turnover secured by the local PESOs from individual mines of minimum size and turned over to the Regional Branches of the Coal Board for administrative action on applications for exemptions and other employment adjustments.

PUBLIC WORKS

The Economic Stabilization Board has begun a program of training in an attempt to make the Public Works Program more effective. As a first step, 5,000 copies of the book "Principle of Public Works in Japan" containing all directives, information bulletins, as well as discussions on implementation of the public works priority system have been published. Through better coordination between the ESB and the various Ministries concerned, it is hoped to achieve better results from funds expended for economic rehabilitation.

LABOR BOSSES

Local Public Employment Security Offices will soon strengthen the drive against labor bosses by concentrating their efforts on eliminating bosses from

government construction and maintenance work in general, and from public works and snow removal projects in particular, where least compliance has thus far been secured. The Labor Minister, has accordingly notified the Vice-Ministers concerned that where they continue to use labor bosses, publicity will be given to this illegal practice, failing which the officials connected with this practice will be prosecuted. In addition, the Employment Security Bureau and the Economic Stabilization Board have sent a joint directive to prefectural governors ordering them to eliminate labor bosses from all prefectural construction projects.

Since March 1948 when this article of the Employment Security Law became effective, 319,400 workers were reported freed from 17,400 illegal labor supply projects as a result of action by labor officials, while another estimated 300,000 workers were freed when bosses voluntarily discontinued their illegal activities. These 619,000 workers represent about 30 percent of the estimated two million workers who were under boss control. Since July, when a special reporting system was introduced, about 30,000 workers a month have been freed from boss control by labor officials. This rate is considered satisfactory in view of the complexity of the problem.

LABOR STANDARDS

A Labor Standards Bureau report shows 1,069,000 workers and 21,000 establishments were inspected in August. Number of violations continues high, with 19,000 establishments showing 64,000 violations. However a majority of these violations involve failure to keep adequate records or to make reports. Although a large number of violations have been corrected voluntarily prosecution is being pressed against recalcitrant employers and major offenders.

WOMEN'S ACTIVITIES

Sodomei Women's Section

The Women's Section of the General Federation of Japanese Trade Unions (Sodomei) held its annual national convention in October.

Reports of activities of these women's sections included efforts to obtain establishment of day nurseries; improvement of rations of women's necessities; cooperation in price reduction campaigns; elimination of wage discrimination; education of women members through debates, discussions, and lectures; efforts to eliminate sex discrimination within the union; democratization of dormitories; and efforts to arouse women for labor activity and union participation with male members, including representation on committees, election of women officials, etc. One instance of particular interest reported at the conference was as follows: In making up wage demands the union officials, all of whom were men, specified discrimination in wages between the men and women. The women's section protested this and considered opposing the union demand. However, because of the need for unity of the union in making demands against the company, the women's section refrained from pressing the point at that time. Negotiations, mediated through the labor relations committee, resulted in wage gains. After this decision the women went to the labor relations committee, resulted in wage gains. After this decision the women went to the labor standards office and obtained action on correction of the wage discrimination.

Policy statements stressed the need to get the interest of the union as a whole in removal of wage discrimination, inclusion of women on committees, efforts to expand the type of jobs available to women, efforts to prevent sex discrimination in lay-off policies, etc. Also included was the need to educate women members by holding women's meetings before or after union conferences, to instruct women workers in the matters handled at the conference, etc. Finally, attention was called to the need to direct efforts at improving some of the living problems of women workers so that they might have a chance to participate in union activities as well as a chance at better employment opportunities.

EMPLOYMENT SECURITY ADMINISTRATION

December 1-7 will be observed as National Employment Security Week in commemoration of the first anniversary of the enforcement of the Employment Security and Unemployment Insurance Laws. The Labor Ministry is preparing special publicity and has requested prefectures to cooperate in local programs. ESS and CIE are advising the national government while MG Labor and Information Officers will provide local assistance and surveillance.

KANDABASHI EXPERIMENTAL OFFICE

On 12 November a very successful meeting was held in Tokyo to acquaint some 500 local employers and labor union representatives with the services available to them at the Kandabashi PESO. Representatives of the Tokyo MG Team, the Tokyo-To Prefectural Governor, and the Chief of the Labor Division attended the meeting. Similar prefectural meetings to publicize local PESO services are recommended by the Chief of the Employment Security Bureau.

EMPLOYMENT SECURITY COMMITTEE

Two subcommittees of the National Employment Security Committee are being organized with tripartite representatives of labor, management and the public to study special problems in the textile and construction industries.

EMPLOYMENT SECURITY INTERDEPARTMENTAL COMMITTEE

An Employment Security Interdepartmental Committee was established by a Cabinet Order of 19 November to carry out provisions of the Employment Security Law which requires the Labor Minister to coordinate employment matters from other government agencies. The Committee will have formal meetings at least once a quarter, while in the interim informal liaison will be maintained with Committee members concerned with specific problems. At the first meeting to be held on 26 November, the Committee will take up the elimination of labor bosses from public construction projects.

SPECIAL PLACEMENT SERVICES FOR YOUTH

Of the 109,445 students who applied for jobs at PESOs after leaving school in March 1948, 94,010 were referred to jobs and 73,857 were actually placed. This is considered a satisfactory ratio.

PESO Officials are now surveying job opportunities for next year's crop of graduates.

Development of procedures for licensing placement services operated by educational authorities has been delayed by a jurisdictional dispute between the Ministry of Labor, which contended that the Employment Security Law applied to school operated placement services, and the Ministry of Education which did not agree.

RECRUITING FOR THE TEXTILE INDUSTRY

In spite of the dire predictions of the cotton textile employers, a great victory for the Employment Security System was achieved when an adequate number of girls was recruited during the fall without the necessity of recruiting outside the block areas.

MARINERS' EMPLOYMENT SECURITY SYSTEM

On 10 November the Ministry of Transportation issued ordinances implementing the Seamen's Employment Security Law to become effective after certain cabinet orders are issued. Mariners' Employment Security Offices will be located at Yokohama, Tokyo, Niigata, Nagoya, Takaoka, Osaka, Kobe, Hiroshima, Onomichi, Kinoe, Takamatsu, Meji, Omuda, Wakamatsu, Nagasaki, Shimonoseki, Shiogama, Otaru and Hakadate, and operated by the Branch Offices of the Maritime Bureau. These Offices will provide employment services for ship owners and seamen similar to that provided by the Public Employment Security Offices for all other types of employers and employees. The existing offices operated by the government-subsidized Seamen's Foundation will be discontinued. Copies of the law and ordinances in English will be mailed to MG Teams when available.

VOCATIONAL TRAINING

The new Tokyo Vocational Training Center for the Handicapped opened 1 November. Two others are in operation in Osaka and Fukuoka.

All the staff of vocational training centers have now been made regular prefectural employees. A large proportion were previously classified as temporary workers and, therefore, lacked job security and many of the usual emoluments.

KOKUTETSU WOMEN'S SECTION

The Women's Section of the Government Railroad Workers' Union (Kokutetsu) was active during November in conveying union policy on the Railroad Corporation Bill and other legislation affecting railroad workers to women Diet members, Japanese Government officials, etc. through meetings, interviews, and other means.

WOMEN AND MINORS' BUREAU

Reports concerning the November Campaign for the Protection of Minor Workers are not yet final for the country as a whole, but indications are that the success of the Campaign varied considerably according to prefectures, with excellent exhibits prepared by officials and community organizations in some areas and very small participation in others.

NEW OCCUPATIONAL CODE STRUCTURE

In preparation for the 1950 Census of Population ESS/LAB is collaborating with other parts of SCAP in providing guidance to the Japanese government agencies in the development of a basic occupational code. It is intended that this code will be uniformly used to the maximum degree possible among the various government agencies. It will be directly convertible to the occupational code currently in use in the public employment security system.

The lack of a basic occupational code has handicapped the development of adequate statistics regarding the characteristics of employment and trends of the labor force. It has also minimized the comparability of such data as have been collected throughout different agencies. It is hoped that the introduction of such a uniform occupational code in association with the recently developed Standard Commodity Classification for Japan will in the not too distant future provide a basic structure for continuing comparable statistics by area and industry throughout Japan.

OCCUPATION FORCE WORKERS

The Kagawa Military Government Team successfully completed a 52 hour course for its Japanese office workers which was designed to increase their efficiency and morale by giving them a greater understanding of the purpose of their work as a part of the MG Team. In general each session was devoted to three aspects of a program: (1) its legal basis, (2) MG's relationship to it, and (3) the pertinent vocabulary. Classes were held in Japanese with talks by relevant government officials followed by discussion led by an MG official. Trainees were given frequent tests and apprised of their marks.

The office workers who participated in this course were so enthusiastic about it that they are trying to persuade the prefectural government to do something similar for its employees.

DISPUTES OCCURRING DURING SEPTEMBER 1948 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		OCCURRING DURING THE MONTH	
	Number	Workers Involved	Number	Workers Involved
TOTAL	97	39,041	244	323,048
Strikes	41	12,014	74	96,379
Other Work Disruptions	14	1,919	32	5,141
NOT ACCOMPANIED BY ACT OF DISPUTE	42	25,108	138	221,528
Man-Days				
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS		448,893		97,373

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	106	101,520	138	221,528	244	323,048
MINING	8	353	4	5,178	12	5,531
CONSTRUCTION	1	144	2	1,670	3	1,814
MANUFACTURING	89	29,443	103	56,246	192	85,689
GAS, ELECTRICITY AND WATER SUPPLY	2	69,230	1	136,908	3	206,138
TRANSPORTATION AND COMMUNICATION	3	1,905	10	17,432	13	19,337
EDUCATION	1	392	1	700	2	1,092
ALL OTHER	2	53	17	3,394	19	3,447

LABOR UNIONS BY INDUSTRY AND SEX 1/
(30 September 1948)

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	35,104	5,249,778	1,523,713	6,773,768
AGRICULTURE	135	5,952	1,773	7,725
FORESTRY	583	53,928	6,237	60,165
FISHING	114	17,142	1,366	18,508
MINING	1,421	492,807	75,944	568,941
CONSTRUCTION	1,918	457,192	23,832	481,073
MANUFACTURING	13,760	1,567,466	661,509	2,228,975
GAS, ELECTRICITY AND WATER SUPPLY	755	152,928	15,560	168,488
COMMERCE	1,395	147,391	47,064	194,455
FINANCE	808	105,979	80,674	186,653
TRANSPORTATION	3,050	1,008,079	77,239	1,085,318
COMMUNICATION	1,449	238,489	108,234	346,723
SERVICE PROFESSIONS	401	25,124	14,410	39,534
LIBERAL PROFESSIONS	2,962	394,787	246,805	641,592
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,975	475,920	141,987	617,945
NOT ELSEWHERE CLASSIFIED	378	106,594	21,079	127,673

1/ Unions reported registered exclusive of unions reported discontinued.
2/ Totals include 277 for which no sex breakdown was available.

SOURCE: Ministry of Labor

MONTHLY WAGES[1/] IN MANUFACTURING AND MINING
30 September 1948

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 5,841	¥ 6,958	¥ 2,886
COAL MINING	7,911	8,511	3,479
Underground	9,237	9,237	---
Surface	6,433	7,429	3,479
METAL MINING	6,396	6,921	3,185
Underground	7,964	7,964	---
Surface	5,844	6,468	3,185

1/ Includes all cash money payments prior to tax and social security deductions and consist of base pay, overtime, night differentials, piece rates, production bonuses, family and dependency allowances, all cost-of-living allowances and all periodic or special bonuses paid during the month. Includes staff and labor, male and female.

SOURCE: Cabinet Bureau of Statistics

UNEMPLOYMENT INSURANCE
September 1948

Number of employers who paid premium (compared to 85,953 in August)	87,590
Total premium collected (August ¥343,305,577)	¥421,217,201
Number applied for benefits	10,641
Number initial claims allowed	9,300
Number waiting period claims	7,726
Number claimants paid for first time	7,042
Average weekly number of persons drawing benefits (About 21 percent increase over August)	13,477
Cumulative delinquency from November 1947 to end September 1948 (Compared to ¥629,548,404 at end of August)	¥605,451,453

WORKMEN'S COMPENSATION INSURANCE
September 1948

Number employees covered	171,656
Number workers covered	Unknown
Premium payments	¥262,332,521
Number benefit cases	28,331
Number workers drawing benefits	36,615
Benefit payments	¥145,587,560
Number of appeals	2

SOURCE: Ministry of Labor

Economic and Scientific Section
Labor Division

GOV SEC
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LABOR DIVISION SEMI-MONTHLY REPORT
(16 November -- 4 December 1948)

NO. 3

I. Summary of Highlights

Major disputes continuing during this period included coal, electric power, maritime and steel. A new dispute developed in shipbuilding. Strikes settled include the metal mines over emergency allowances and that at the Yawata Steel Plant, both on 6 December. No major industry strike had to date crippled the industry. Constant press references to strike tactics have carried the impression of a far more serious situation than actually prevails.

Under the injunction that no subsidy will be granted until they have reached a concrete conclusion, the coal operators and unions resumed negotiations and the operators submitted a more favorable counter-proposal.

Recently held Conventions of the NCIU, All-Japan Electric Power Workers' Union and All-Japan Chemical Workers' Union were controlled by extremists.

A highly successful anniversary celebration of the Employment Security and Unemployment Insurance Laws was held the first week in December.

The Government's economic stabilization policy of no subsidies, deficit financing or price increases has been receiving considerable publicity. However, these "three principles" still remain a relatively informal statement of policy.

A sharp decrease of 5% in the October Consumer Price Index represents the first significant decline since August 1947.

II. Labor Relations Developments

A. Major Disputes

1. Electric Power Industry

The union agreed to accept the company's offer of a 30% wage increase from July through November (40% for the six largest cities) and to discontinue dispute tactics pending the union's convention held 2 December where through an extremist victory the regional strike policy was reaffirmed. The union still demands payment of the Central Labor Relation Committee's mediation award of 42½% which is contingent upon the amount of government subsidy and rate increase permitted, and increases in the year-end bonus and family allowances.

2. Coal Mining

Negotiations are currently underway after the suspension of piston strikes when the operators made a new offer for pit workers of ¥7,760 monthly including tax, based on 6.84 tons monthly production per man. The Union's willingness to negotiate is an advance over their previous refusal to discuss basic wages in conjunction with production. The Unions however, announced that local strikes might be undertaken without prior notice, but indications are that there will be no immediate strike action.

One-third of the miners stopped work during the second round of strikes from 30 November-2 December. Some 396 mines were involved resulting in a production loss estimated at 105,922 tons. Piston strikes beginning 23 November resulted in estimated coal losses of between 5% and 6% of production goals. November coal output totalled 2,955,000 metric tons or 95.5% of goal.

3. Metal Mining

The union's nationwide 48-hour strike of 2 December over an emergency allowance was settled 6 December. Wage negotiations are continuing but agreement hinges on a future coal settlement.

4. Seamen

The Seamen's Union in protest against the Civil Merchant Marine Committee's failure to adhere to that part of the Seamen's Labor Relations Committee's mediation award of last October which the union was willing to accept, went on a series of strikes affecting all non-occupation force vessels. The strikes were suspended 8 December. The award provided for a 30% wage increase from June through October which the union agreed to accept only through August and to negotiate for a subsequent increase. The Government on 7 December approved an additional increase over the 30% of 23.6% from 1 November to 31 March 1949 without, however, providing the ¥800 million additional funds. Budget action by the Diet is therefore necessary.

5. Shipyards

Spasmodic strikes are in process in five major shipyards affecting non-occupation vessels when the union rejected management's offer to pay half of its demand for increased year-end bonuses.

6. Private Railways

The union has rejected the original CLRC mediation proposal and proposes to resort to struggle tactics.

7. Other Disputes

The three-month minimum wage dispute in the Japan Steel Manufacturing Company's Yawata plant was settled 3 December by a wage increase of ¥1,500 to be paid on a merit basis. Threatened strikes over wages in the six divisions of the Japan Steel Tube Company were temporarily suspended.

The woolen textile and cotton spinning industries are negotiating for increased wages, the latter under negotiation by the CLRC.

8. Disputes Statistics

In October 212,526 workers were involved in 92 labor disputes accompanied by work stoppages or work disruptions compared with the September figure of 91,520 involved in 106 disputes. In addition 554,131 workers were involved in 147 other labor relations cases not accompanied by work stoppages but where negotiations broke down and a third party intervened to assist in settlement.

B. Labor Union Organizations

Conventions

The friction between NCIU Democratization League members and extremists resulted in a split at the Union's national convention held 19-22 November. The domination by extremists including election of party members and sympathizers to all top offices, resulted in an overwhelming vote that the League was "anti-labor" and consequently should be dissolved. The protesting League's delegates who advocated the removal of Communist factions thereupon walked out of the convention and subsequently conferred re the organizing of a new NCIU. The NCIU will possibly lose from 20% to 30% of its 1,100,000 membership but will at the same time eliminate practically all internal opposition.

The Convention resolved to: (1) establish a minimum wage system; (2) form a united labor front through rejection of "anti-laborites" and "diversionists" and struggle against "national and local powers" and (3) elect truly "democratic" people's representatives. It also decided unanimously to send delegates to

the World Trade Union Congress in February.

The All-Japan Electric Power Workers' Union's extremist faction overrode by a 5-4 vote the Democratization representatives by securing adoption of its "regional struggle" policy at an extraordinary national convention held 29 November-2 December to decide struggle policy with regard to the current dispute. The democratization League attempted without success to require regional struggles to occur only with approval of union headquarters and that such struggles be part of a collective dispute action. The extremists charged the League faction with being anti-labor and reactionary. At the same time the League was defeated on its motion to democratize the union by expelling all Communists. Motions were adopted to boycott in the coming general election all pro-National Public Service Law revision Diet members and to establish "union autonomy" provided that "this does not necessarily mean rejection of the Communist Party."

With an estimated two-thirds of the 145 delegates inclined to the extreme left, the third annual convention of the All-Japan Chemical Workers' Union held 14-17 November followed the Communist line in general, and elected top leaders believed to be Communists.

C. Labor Education

A 1949 labor education program for Japanese unions is being prepared by ESS, CI&E and the Labor Ministry. The first quarter program will concentrate on Democratic Trade Unionism and the second quarter on Good Labor Relations. A Command Letter providing for the inauguration of nationwide programs of labor information and education with increasing emphasis on projects to be carried out by the Japanese themselves was issued to the Eighth Army.

III. Operating Program Activities

A. Labor Bosses

Local PESOs are now concentrating on eliminating bosses from government projects involving construction, maintenance work, public works and snow removal projects where minimum compliance has been obtained. The Labor Minister notified other ministries that continuation of this illegal practice will result in publicity and prosecution of the responsible government officials. A joint directive from the Labor Ministry and the ESB ordered prefectural governors to eliminate bosses from all prefectural construction projects.

B. Manpower Freeze in Coal Mines

The six month employment "freeze" to limit total employment and increase the proportion of underground workers resulted in a decrease in total employment from 516,769 on 30 April to 510,325 on 30 September. Underground employment increased by 3,745 to reach 52.6% of total employment while surface employment declined by 10,189. The goal of 60% underground workers will be the primary objective of the next six months' employment stabilization program.

C. Labor Standards

A number of unions, notably Densan, incorrectly contend that non-payment of wages during strikes violated the Labor Standards Law and therefore wages should be paid during strikes. However, because one prefectural Labor Relations Committee acquiesced, ESS informed that Committee that interpretation of the Labor Standards Law is not within its purview. The Ministry of Labor will further publicize its interpretation of this point.

Enforcement of the Labor Standards Law against Chinese violators, heretofore weak because of their special extra-legal status, is being materially strengthened by the cooperation of MG in obtaining entry of premises for inspectors and facilitating the prosecution of violators in provost courts.

D. Workmen's Compensation Activities

During September both coverage (171,000 establishments) and the amount of premiums collected (¥262 million) were higher than in any previous month and exceeded benefit payments by ¥117 million. The number of benefit recipients (36,000) dropped slightly though payments (¥145 million) showed a slight increase.

E. Prison Labor

The government's policy that users of prison labor must reimburse the government at prevailing rates of pay has finally been implemented by the Attorney General's Office which provides that the middle of the range of the Labor Ministry's published list of prevailing wages be used as a basis for wage determination in prison labor contracts. Provisions have also been made for inclusion of escalator clauses in such contracts to recognize changes in subsequent revisions of the published prevailing wages.

F. School Work Shop Program

Extensive possibilities exist of using school workshops to: (a) undercut wages and working conditions, (b) permit unfair competition to legitimate employers, and (c) employ minor workers under harmful conditions. These possibilities have been stressed by ESS to CI&E in relation to the Education Ministry's proposals for expanding existing "welfare" school workshop programs (where students work after school to produce goods for themselves or to obtain wages and not for training purposes). Final policy by CI&E and ESS has awaited the completion of an Education Ministry survey to determine the nature and extent of such "welfare" programs. ESS insists that any standards to regulate this situation provide the following safeguards: (a) designation of legal responsibility for violations of the Labor Standards Law, and (b) the ensuring of adequate machinery for paying prevailing wages.

IV. Legislative and Administrative Proposals and Procedures

An Employment Security Interdepartmental Committee was established by a Cabinet Order of 19 November to implement provisions of the Employment Security Law which requires the Labor Minister to coordinate national employment policy matters. The Committee will meet formally at least once a quarter. Informal liaison will be maintained with pertinent Committee members on specific problems.

Labor Administration

Up to the present time the Labor Relations Committees have made awards in wage disputes beyond industry's capacity which has forced the industry to turn to the Japanese Government for supplementary financial assistance. These awards are substantially responsible for a large part of the present national inflation by pressure on prices and governmental deficit financing. The Committees nevertheless, have operated without recognition of any responsibility for the ultimate effect of their actions upon national economic stabilization policy.

ESS/LAB is meeting with the entire CLRC membership 14 December to present this problem and request the adoption and publicizing of a more realistic policy on economic issues.

V. Miscellaneous Economic Developments

A. Cost-of-Living

The Consumer Price Index for October shows a sharp decrease from 420.5 in August to 407.3 in October caused primarily by the drop in the price index for staple foods due to: (1) bumper sweet potato crop and advanced distribution, (2) larger amount of rice in the staple ration, (3) large increase in supplementary rations from imported foods, and (4) falling off of blackmarket purchases of staple foods.

B. Wages

The government has submitted to the fourth Diet session a bill which would provide government workers with a monthly average wage of about ¥5,300, the figure used in compiling the supplementary budget. The TMPC recommendation of ¥6,307 is being submitted as "information" to the Diet.

A survey of prevailing wages in the construction industry indicates a % increase between August and December 1948.

VI. General Conclusions

There are reliable indications that both labor and management are cooperating in certain industries to break down the "three principles" stabilization policy and force the Japanese Government to reinstate the system of subsidies, government loans and price increases. For its part, industry has refrained from discouraging labor's adoption of dispute tactics and has refrained from making reasonably conciliatory settlement offers. The budget inclusion of four billion yen for wage subsidies for Diet consideration has been greeted by industry and labor as the first crack in the ultimate breakdown of the stabilization policy. Both labor and management have been advised that they may expect no part of any proposed subsidy unless and until they have reached a concrete solution to their disputes.

The ability of the extremists to maintain control in major unions and press for positive dispute policies suggests a clear split with the moderate or democratization groups. This lack of unity may forecast the regrouping of union membership into a clearly marked moderate and extremist organizations.

The sharp drop in Consumer Price Index for October indicates a lowering of the cost-of-living. If there are no significant increases; union wage demands, which have heretofore been based on the rising cost of living, may be shifted to some other criterion, probably either the attainment of a theoretical standards of living or participation in the fruits of any general increase in national production.

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Economic and Scientific Section
Labor Division

LABOR DIVISION SEMI MONTHLY REPORT
(1 November — 15 November 1948)

NO. 2

I. Summary of Highlights

Although the electric power and coal disputes remained unsettled, the government submitted proposals to ESS to finance the electric power wage increase and in the coal dispute the operators made a counter-proposal.

The left-wing retained control of the All-Japan Communications Workers' Union as a result of the convention elections; however, the Democratization League showed marked increase in strength.

The coal mine employment freeze was extended through April 1949.

The Temporary National Personnel Commission's recommendation of a ¥6,307 average wage for government workers was opposed by the government and employers as too high.

Cabinet ~~Bureau~~ of Statistics survey reveals that selected city wage earners' incomes averaged ¥9,944 in September, of which only 77 percent was secured from the wages or salary of the principal wage earner.

II. Labor Relations Developments

A. Major Disputes

1. Electric Power Industry

The Central Labor Relations Committee's mediation award in the electric power dispute, announced 8 November, has since been considered by labor and management. Emergency strike orders calling for strengthening of disputes tactics were issued on 11 November and on 17 November it was reported that the union had rejected the CLRC award. The company claimed that its acceptance of the award is contingent solely upon new sources of revenue and the government's decision in the matter.

The government presented ESS with two proposals to finance a new wage level. The first would fully meet the CLRC award with the cost of the wage increase for the nine-month period from July 1948 to March 1949 estimated at ¥3,449,557,000, the financing of which provided that: (a) the company absorb 13% of the wage increase by reducing operating costs such as adjusting retirement allowances, reducing the number of full-time union officials and postponing the replacement of turnover; (b) the balance be met equally by a power rate increase for household and business users, exclusive of manufacturing, and a government subsidy.

The alternate proposal suggested a 15% increase over the March 1948 base wage which the government estimated would maintain the March wage level taking into consideration the tax reduction. The cost of this increase was estimated at ¥1,334,626,000 of which 28% would be absorbed by the company and the balance met entirely by power rate increases.

2. Coal Mining

Coal mine operators who originally insisted that they were unable to meet any wage increase without coal price increase or subsidy even with maximum production at present capacity, on 17 November made a counter-offer in the wage negotiations based on increased production per worker which proposed: (a) an increase of ¥1,200 monthly per worker for a 20% increase over the present average 5.98 ton production per man, per month; (b) for production over 5.98 tons but less than 20% an increase based on a sliding scale, and for production over 20% corresponding adjustments subject to negotiations.

Initial response of the workers to the proposal was negative; however, upon further consideration, the workers expressed that the offer did not give them full share of the benefits, and the proposal is still being discussed between management and labor with government attempting to mediate.

Between 12 and 17 November, groups of miners in 98 mines employing some 97,000 workers engaged in sporadic one and two-day strikes causing a drop in production estimated at 20,000 tons daily. Further strikes were postponed until 23 November.

3. Metal Mining

The settlement of the metal mine dispute hinges largely on the settlement of the coal dispute in which wage demands are similar. The operators notified the union they were unable to meet their demands for increased wages without an increase in prices of ore or government subsidy, and the union called a 24-hour nationwide strike on 15 November.

4. Imperial Oil

The Imperial Oil Company dispute was settled 17 November when both parties signed an agreement to withdraw the case from arbitration and reached a compromise on increased wages and discharge of workers. The final settlement will result in the discharge of some 2,330 surplus workers, including those over 55 who will be retired, with the company paying the dismissal and retirement allowances.

5. Private Railways

During mediation before the CLRC the operators indicated that they were financially able to pay the recommended wage increase without an increase in rates. Inquiry, however, revealed that in 1947 private railways received a subsidy of ¥156,000,000 and are currently asking for an additional ¥914,000,000. This was brought to the attention of the CLRC with the suggestion that their announced award be reconsidered.

B. Labor Union Organization

1. Communication Workers' Union Convention

The left wing-retained control of the All-Japan Communication Workers' Union as a result of the national convention elections 10 - 13 November, however the Democratization League showed marked increase in strength. Chairman Kazuyoshi Dobashi was reelected for the sixth consecutive time and Kanji Yanaguchi of the Democratization League was elected as one of the three vice-chairmen.

The motion for non-confidence in the Dobashi regime on charges of alleged irregularities in union finances raised by the League members, while defeated, received a vote of 260 to 190 and resulted in suspension of four union officials. Principal convention decisions were support of a ¥7,300 average wage for communication workers and opposition to the revision of the National Public Service Law.

2. Government Workers' Demonstration

Despite a warning of disciplinary action against demonstrations and rallies during office hours as violations of Government Ordinance 201, some 7,000 government workers and sympathizers held a rally in Tokyo 8 November between 1200 and 1500. Procuratorial authorities, however, were examining whether violations actually occurred and if participants were subject to disciplinary measures. A second rally was held 18 November.

III. Operating Program Activities

A. Coal Mine Employment

The six-month coal mine "freeze", successful in maintaining employment at the 30 April level, was extended on 28 October for another six months.

B. Vocational Training

In order to benefit from demonstratively effective Training-Within-Industry programs, $8,000 was requested through ESS to send two Japanese officials to England for a five-months course offered to foreign government representatives.

C. Unemployment Insurance

The Bureau of Employment Security is considering recommending raising average unemployment insurance benefit rates from 60% to 70% of the prior wages, as many unemployed do not bother to draw benefits because they are so small and because of the large accumulated reserve fund. The advisability of reducing premium rates is also being considered in this connection.

D. Workmen's Compensation

In order to collect delinquent premiums, large scale attachments of property in Hokkaido, the principal area of delinquency, was accomplished including a ¥15,000,000 attachment at the Hokkaido Coal Mine and Steamship Co.

E. Labor Standards Law

Vigorous enforcement of the Labor Standards Law is limited by the ineffectiveness of yen fines due to continued inflation. Employers seem more concerned over the loss of face resulting from prosecution and conviction, hence the few prison sentences imposed indicate that the law can be successfully enforced.

IV. Legislative and Administrative Proposals and Procedures

Ordinances implementing the Seamen's Employment Security Law were issued 10 November establishing immediately seamen's free public employment security offices in nineteen ports under the Maritime Bureau, Ministry of Transportation, and discontinuing the existing offices operated by the government-subsidized Seamen's Foundation.

V. Miscellaneous Labor Economic Developments

A. Wages

The Temporary National Personnel Committee's recommendation of a ¥6,307 monthly average wage level for government workers includes within it a ¥1,250 family allowance per dependent on the premise that the family allowance must be sufficient to maintain the dependent. If adopted, this principle may stimulate demands for higher family allowances in private industry inasmuch as family allowances in both government and private industry heretofore have been far below the actual cost of maintaining family members.

B. Cost of Living

The average city worker's family income as a result of a preliminary Cabinet Bureau of Statistics sample survey in twenty selected cities totalled ¥9,944 in September. The family head received 77% (¥7,637) of this total income directly as earnings from his job. The balance accrued through wage receipts of other family members, withdrawals from savings, property sales and borrowings.

VI. General Conclusions

The Diet may not accept the recommended ¥6,307 average wage level for government workers because it cannot be met from existing revenue sources. A recommendation of ¥5,300 by the Finance Ministry and opposition from employers who fear the pressure on private industry wages if the TNPC recommendation is adopted suggests that the Diet will establish a wage level somewhere closer to ¥5,300.

The stiffening attitude of ESS and the Japanese Government against subsidies, loans and price increases to finance wage increases appears to have some effect on negotiations between management and labor. Some consideration is being given to proposals for financing wage increases through increased efficiency as instanced by the coal operators' proposal to increase wages in relation to increased production and the agreement reached in the Imperial Oil Company dispute to shut down unprofitable operations. However, it is evident that both management and labor are holding out in the hope that the position of ESS and the government will revert to the old system of subsidies or price increases.

Oct

Economic and Scientific Section
Labor Division

LABOR DIVISION SEMI-MONTHLY REPORT
(15 October - 30 October)

I. Summary of Highlights

No significant changes occurred in labor relations during this period but the same major key industry problems continue in electric power and coal. Other disputes in progress include metal mining, textile, steel, private railroads and oil.

Organized labor expressed strong opposition to the Yoshida government and are preparing to resist changes in legislation detrimental to labor.

Administrative programs under the Labor Ministry Bureaus are becoming more effective as they gain experience. Intensive and generally highly successful drives to collect delinquent premiums in both unemployment insurance and workmen's compensation were undertaken in September and October.

Stabilization of wage-price relations by means of indirect controls as discussed within ESS and the Japanese Government is being considered as a possible general plan for economic stabilization through controls on subsidies, deficit financing and official price levels.

During September, wages in manufacturing exceeded a ¥6,000 average.

II. Labor Relations Developments

Electric Power Industry

The Central Labor Relations Committee finished mediation of the electric power workers' dispute but has not yet made the award public. It was determined that from July through September workers were entitled to an increase of approximately 32½% and from October through December an increase to 41.94% over the March rate. The base wage as of March was ¥5,358. The cost-of-living increase provided in the award will bring this wage for the former period to ¥7,099.35 and for the latter period to ¥7,605.15. The CLRC has not yet completed its investigation of the company's ability to pay and the method of financing the increase is still under consideration by the Committee. If the award is accepted by the workers, the cost of the increase will likely have to be met by a rate increase. In the meantime minor sporadic disputes are continuing with limited effect on production or on the safety, health or welfare of the public.

Coal Mining

Negotiations between the two coal mining unions and the operators are continuing. The Joint Struggle Committee submitted the following three-point demand and threatened to strike 10 November if no reply was received by 8 November:

(1) A counter proposal to the wage demand of 20 October which calls for a wage increase from the present ¥6,000 to ¥9,400 for surface workers and from ¥8,000 (present rate) to ¥12,000 for underground workers.

(2) The 5% Repercussion Allowance determination of the government be shelved and this issue negotiated under another clause of the contract which provides for wage increases due to extraordinary economic changes.

(3) A reply to the unions' suggested six-point revision of the operators' retirement allowance plan.

Metal Mining

The All-Japan Metal Mining Workers' Union seeking equal treatment with coal mine workers went on a series of two-hour strikes 29 October in protest against the Metal Mine Operators' Association failure to meet their demand for a 34% wage adjustment due to increases in official prices.

Imperial Oil

The Imperial Oil Company dispute over increased wages and opposition to the discharge of 2,800 surplus workers resulting from the closing down of certain unprofitable operations is now under voluntary arbitration by the CLRC. However, Dr. Ayuzawa, self-appointed neutral head of the tripartite arbitration committee, has refused to proceed unless permitted to make findings regarding the matters of surplus personnel, the closing down of unprofitable operations and the financial ability of the company to carry on such operations and other matters of normal managerial concern. He feels that the social and economic implications of curtailing such operations and resulting unemployment were of vital concern to the Japanese people under the present emergency and hence should not be decided by either management or labor independently or jointly. The decision should be made by an impartial third party more representative of the national interest.

The position taken by Dr. Ayuzawa raises fundamental issues concerning managerial prerogatives. Although management may negotiate on any matters it desires, his position is contrary to the generally accepted concept held among the U. S. Government labor agencies regarding matters subject to collective bargaining. In view of the importance of the principle enunciated by Dr. Ayuzawa, ESS/LAB decided that the discontinuance of operations on the determination that they are unprofitable rests solely with management and is so advising the CLRC. However, the workers to be dismissed as a result of the discontinuance shall not exceed the total number employed as of a specified date and those actually dismissed will not necessarily be those employed at the site of such operations but will be determined in accordance with procedures established by the arbitrators.

Labor Policies

Organized labor expressed strong opposition to the conservative Yoshida government and are preparing to resist changes in legislation detrimental to labor. However, the nature of the program to be outlined by the government will determine the extent to which unions will present a unified front or split into democratization or communist lines to combat the new governmental policies. On the other hand, financial and business leaders anticipate stronger government measures which will provide more effective controls over organized labor in political and economic affairs.

The new Labor Minister Kaneshisi Masuda appears to be taking a cautious course and has not as yet enunciated a policy detrimental to labor.

III. Operating Program Activities

Labor Bosses

In the past six months ending 30 September, approximately 600,000 Japanese workers, about 30% of the total estimated to be affected, were freed from labor boss control. Approximately one-half of this number were voluntarily released while the remainder secured their freedom from control as a result of their employers' projects being declared illegal. The first labor boss conviction was the Yabushita Gumi of Osaka which was fined ¥5,000 and ordered to stop its activities.

Insurance Premium Collection

Intensive and generally highly successful drives to collect delinquent
miums in both unemployment insurance and workmen's compensation were under-
en in September and October. The results were achieved by more stringent
hods of collection enforcement including property attachment for delin-
ncies. In the former program it is expected that the goal of 90% collection

etal assessments will be realized while in workmen's compensation over of the delinquent ¥353,000,000 owed by 30,000 employers had been collected the end of October.

Minor Workers

Preparations were completed for a nationwide November publicity campaign for the protection of minor workers. The program will call the attention of the public to Labor Standards Law provisions for minor workers, attempt to interest it in minor workers' problems, and suggest appropriate public action.

IV. Legislative and Administrative Proposals and Procedures

Labor Administration

Machinery for dealing with labor relations within the Japanese Government has been reorganized. The jurisdictional conflict between the Labor Policy Bureau of the Ministry of Labor and the Central Labor Relations Committee has been overcome. The former will advise labor and management on their labor relations problems but will refer parties in dispute to the CLRC for mediation, conciliation or arbitration. The Labor Ministry will exercise more administrative supervision over the CLRC and a closer liaison between the Central LRC and the Prefectural LRCs is being achieved. A like attention has been afforded the Maritime LRC. Administrative surveillance is being maintained over these agencies for the purpose of increasing their efficiency in handling labor relations matters.

The Cabinet on 2 November approved a revision of Article 36 of the regulations pertaining to the enforcement of the Trade Union Law which will give the CLRC authority over prefectural labor relations committees to direct, supervise and reverse the rulings of these committees.

V. Miscellaneous Labor Economic Developments

Wages in private industry continued to rise, topping a ¥6,000 average for manufacturing in September, with October estimated to reach ¥6,400 and November slightly over ¥6,800. However, resolution of current disputes in coal and electric power, with accompanying retroactive payments may boost this average and also stimulate wage demands in other industries.

Cost-of-living continued to rise with the Consumer Price Index reaching 420.2 in August, an increase of 47% over January 1948 levels as compared with an 87% increase in reported money wage payments. These percentages do not necessarily indicate that wage rates are rising faster than cost-of-living since a significant proportion of reported money payments represents retroactive wage adjustments.

A proposal by the Ministry of Commerce and Industry to turn over the operation of certain clinic and hospital facilities to the Coal Miners' Welfare Association and to finance these facilities by a levy on the price of coal was turned down by Public Health and Welfare as the association is a private organization and not organized under the National Health Insurance Act.

VI. General Conclusions

This is a period of general stability in industrial relations pending the outcome of major economic issues —principally wages— now in dispute. The agreements arrived at may stimulate wage demands in other industries and create unsettled labor conditions. The government's policy has not been clarified as yet with regard to government workers' wages or changes in the National Public Service Law, and labor is waiting for the new government to issue its policies on labor before taking specific action.

Major unions are holding national conventions within the next few weeks, and it is anticipated that these conventions will result in splits among the main unions between the followers of democratization principles and moderate action and those subscribing to the Communist Party line policies.

Govt Sec
Mr Hoover

LABOR DIVISION REPORT FOR THE MONTH OF SEPTEMBER 1948

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GENERAL

1. While there were no significant work stoppages or disruptions in private industry, negotiations in electric power and coal were stalemated. The first case of compulsory mediation in Japan's postwar labor relations was invoked by the Minister of Labor in the electric power industry dispute.

Progress in the development of Japanese labor programs was observed during the first week in September on the first anniversary of the establishment of the Ministry of Labor and the effectuation of the Labor Standards Law and the Workmen's Compensation Insurance Law. As part of the observance the first "Labor Education Week" established as a yearly event by the Ministry of Labor was celebrated throughout Japan.

LABOR AND EMPLOYER ORGANIZATIONS

2. The first national convention of the Japan Federation of Employers' Associations was held 9 September with some 400 delegates attending. The convention adopted a resolution that management should assume leadership in Japan's economic reconstruction and decided to:

(1) Present an Economic Rehabilitation Law and press for its enactment and enforcement.

(2) Promote the sound development of labor unions by cooperating with unions free from extreme leftist influence.

(3) Propose revision of labor laws to eliminate subversive influences from unions.

(4) Expand organization and activities of the Association by educating employers in labor-management relations.

The General Federation of Japanese Trade Unions presented a resolution to the Association stating it would oppose any attempt on the part of management to use the introduction of foreign capital or promotion of a sound labor movement as a pretext for revising labor legislation against the interests of workers.

Labor Union Statistics

3. Labor unions on 31 July numbered 34,082 with 6,687,659 members. New unions formed in July numbered 938 with 102,685 members while 369 unions with 42,140 members were dissolved. See following table for details.

LABOR UNIONS BY INDUSTRY AND SEX 1/
(31 July 1948)

INDUSTRY	NUMBER	MEMBERSHIP 2/		
		Men	Women	Total 3/
TOTAL	34,129	5,178,015	1,509,367	6,687,659
AGRICULTURE	142	6,335	1,911	8,246
FORESTRY	568	53,433	6,183	59,616
FISHING	104	16,443	1,293	17,736
MINING	1,382	491,175	75,578	566,943
Coal	1,041	425,877	64,390	490,457
Other	341	65,298	11,188	76,486
CONSTRUCTION	1,868	455,236	23,767	479,052
MANUFACTURING	13,247	1,549,029	653,615	2,202,644
Metal	1,403	247,210	40,991	288,201
Machinery	3,810	598,362	115,023	713,385
Chemicals	2,049	273,842	98,358	372,200
Ceramics	650	64,900	21,902	86,802
Textiles	1,385	105,299	299,190	404,489
Lumber and woodworking	1,948	90,546	22,422	112,968
Foodstuffs	910	59,950	28,126	88,076
Printing and bookbinding	380	31,453	13,693	45,146
Other	323	15,308	8,845	24,153
Repair Services	389	62,159	5,065	67,224
GAS, ELECTRICITY AND WATER SUPPLY	749	151,455	15,446	166,901
COMMERCE	1,317	144,165	45,775	189,940
Wholesale trades	413	35,365	10,834	46,199
Retail trades	544	62,129	21,243	83,372
Other	360	46,671	13,698	60,369
FINANCE	782	105,272	80,375	185,647
TRANSPORTATION AND COMMUNICATION	4,376	1,210,847	183,823	1,394,670
Land transportation	2,588	777,671	69,159	846,830
Seamen	48	141,157	-	141,157
Longshoremen	291	53,849	6,160	60,009
Communications	1,449	238,170	108,504	346,674
SERVICE PROFESSIONS	370	24,064	13,525	37,589
Amusement and recreation	189	12,582	6,930	19,512
Advertising and publicity	20	2,305	577	2,882
Other	161	9,177	6,018	15,195
GENERAL PROFESSIONS	2,893	391,363	244,668	636,031
Education	1,630	324,547	191,461	516,008
Other	1,263	66,816	53,207	120,023
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,967	474,896	142,578	617,512
NOT ELSEWHERE CLASSIFIED	364	104,302	20,830	125,132
Occupation force workers	294	89,868	19,095	108,963
Other	70	14,434	1,735	16,169

1/ Unions reported registered exclusive of unions reported discontinued.
2/ June 1948 figures adjusted on basis of 30 June 1948 survey.
3/ Totals include following figures for which no sex breakdown was available: TOTAL 277; MINING, Coal Mining 190; CONSTRUCTION 49; GOVERNMENT AND PUBLIC ORGANIZATIONS 38.

SOURCE: Ministry of Labor

LABOR EDUCATION

4. While there were no significant work stoppages or disruptions in private industry negotiations in electric power and coal were stalemated. The first case of compulsory mediation in Japan's postwar labor relations was invoked by the Minister of Labor in the electric power industry dispute.

Coal Industry

5. In accordance with contract provisions for wage adjustments to absorb the rise in cost-of-living resulting from official price increases, both coal miners' unions late in August asked for a 34 percent wage increase. The Government's decision was that miners were entitled only to the difference between the increase in their cost-of-living and that of workers in general caused by higher official prices of goods purchased through official channels. Since miners purchased larger portions at official prices than other workers, the Government estimated that the increase in miners' cost-of-living was 5 percent higher. Accordingly, they were offered a 5 percent wage increase which both unions refused.

Metal Mining

6. The All-Japan Metal Mining Workers' Union, contending that they should be treated equally with coal mine workers, also demanded a 34 percent wage adjustment due to increases in official prices.

Electric Power Industry

7. In the electric power dispute over the company's refusal to adhere to contract provisions of a sliding scale wage adjustment, the Minister of Labor on 17 September invoked compulsory mediation under the Labor Relations Adjustment Act after both the union and the operators had not submitted the case to the CLRC and the union engaged in sporadic black-outs. The union opposed compulsory mediation, arguing that the dispute was only an outgrowth of the one mediated in March, and if newly submitted, the union would be subject to the 30-day prohibition against acts of dispute. Pending final agreement the Government recommended a five percent provisional wage increase on account which the employers accepted 28 September.

Disputes Statistics

8. In July 82,918 workers were involved in 106 labor disputes accompanied by work stoppages and work disruptions, compared with the June figure of 308,836 persons involved in 106 cases. In addition, 158,182 workers were involved in 104 other labor relations cases not accompanied by work stoppages but where negotiations broke down and a third party intervened to assist in settlement. The 126,806 man-days of idleness represented less than one-tenth of one percent of total available man-days of work. See following table for details.

DISPUTES OCCURRING DURING JULY 1948 AND MAN-DAYS IDLE

ITEM	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
DISPUTES						
TOTAL	**105**	**61,935**	**105**	**179,165**	**210**	**241,100**
ACCOMPANIED BY ACT OF DISPUTE	77	49,755	29	33,163	106	82,918
Strikes	52	34,252	20	28,181	72	62,433
Lock-outs	2	30	2	77	4	107
Slow-downs	21	15,369	4	3,393	25	18,762
Production control	2	104	3	1,512	5	1,616
NOT ACCOMPANIED BY ACT OF DISPUTE 1/	28	13,180	76	146,002	104	158,182
MAN-DAYS						
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS 2/	—	—	—	—	126,806	62,540

1/ Includes disputes where negotiations have broken down and a third party has intervened to assist in adjustment.
2/ Assumes a 6-day work-week.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING JULY 1948 BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	**77**	**49,755**	**28**	**12,180**	**105**	**61,935**
MINING	2	9,630	1	52	3	9,682
CONSTRUCTION	2	165	-	-	2	165
MANUFACTURING	43	13,249	21	1,845	64	15,094
GAS, ELECTRICITY AND WATER SUPPLY	-	-	-	-	-	-
TRANSPORTATION & COMMUNICATION	5	10,596	3	3,815	8	14,411
EDUCATION	9	6,136	1	44	10	6,180
OTHER 1/	16	9,979	2	6,424	18	16,403

1/ Includes AGRICULTURE, FORESTRY, FISHING, COMMERCE, FINANCE, SERVICE PROFESSIONS, OTHER LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

SOURCE: Ministry of Labor

LABOR EDUCATION

Festivals and Rallies

9. The first "Labor Education Week" established as a yearly event by the Ministry of Labor, was observed 1-7 September throughout Japan to commemorate the first anniversary of the establishment of the Ministry of Labor and the effectuation of the Labor Standards Law and the Workmen's Compensation Insurance Law. In Tokyo as part of the observance, a two-week Labor Education Exhibit was held at one of the department stores and was attended by some 6,000 persons during the first two days. The exhibit featured educational movies, film strips and visual aids on labor subjects, posters explaining provisions of labor legislation in effect and services rendered by labor agencies. The exhibit on employment of handicapped persons showed rehabilitation facilities and products produced by them. Labor books and pamphlets were on sale. In conjunction with the celebration there were sport events by union members, a musical festival and other entertainment. Other prefectures held similar programs.

10. A number of labor education festivals featuring labor exhibits, educational movies, rallies and sport events was staged in the Miyagi Prefecture during July and August under the auspices of the prefectural labor administration section in which some 100,000 trade unionists participated. Preceding the festival on 19 July thousands of leaflets announcing the event were dropped from the air at Sendai, capital city of the prefecture.

11. The Osaka and Hyogo Prefectures, covering the second largest industrial area in Japan and where radical left-wing elements were most active, launched an extensive labor education program in September. The major events of the program were a labor festival in Osaka on 19 September under the sponsorship of both prefectures which featured events similar to those in the Miyagi Prefecture, and an exhibition sponsored by the Hyogo Prefectural Government in Kobe 14 September which showed posters depicting labor demonstrations in Japan and foreign countries, explanations of labor terms and a diagram outlining the organizational structure of the American Federation of Labor and Congress of Industrial Organizations.

Schools and Institutes

12. The Central Labor College in Tokyo reported its activities for the period from April 1947 through March 1948 which showed that:

(1) Ten Labor Education Institutes were held, lasting a total of 38 days with 1,841 persons attending.

(2) Attendance at the school included 200 students in the one-year term day school and 35 the graduate school, 161 students mostly union members in the three-year evening courses and 81 students mostly non-union members in the three-year day school.

(3) A total of 67 lecturers were loaned to unions, 22 to employers and 35 to government labor conferences.

(4) Publications issued included the Central Labor Report (Chuo Rodo Jiho) published every ten days, Labor Problem Review (Rodo Mondai Kenkyo) published monthly and 16 books and pamphlets. Bookstore sales totaled ¥7,550,000.

(5) The library, containing 60,512 items, was used by 5,740 persons and the auditorium was rented out for 1,196 meetings, mostly by unions.

13. Some 350 representatives of labor unions, recommended by various prefectural authorities attended a five-day summer lecture course August 28-1 September under the joint sponsorship of the Saitama Prefectural Government and the Education Ministry. Lectures were given by authorities in their respective fields on various subjects ranging from political, economic and cultural and a series of debates was conducted by the students. During the course, the sponsors also tried out various labor recreation programs with a view towards educating the group on methods of developing a healthy labor union movement.

14. The Fuso City Labor Administration Section in Osaka Prefecture established a Labor Problems Research Institute in August to hold monthly lecture meetings for employers and trade unionists on current labor problems, labor law study meetings and to issue publications on labor.

15. The Ministry of Labor, observing that local labor libraries were not utilized by workers, issued instructions 25 August to all Labor Administration Sections to publicize the location and nature of local libraries and create a system for lending books and pamphlets to workers on a short-term basis.

16. The third two-month term of the Kobe Labor School conducted by the Hyogo Prefecture Labor Administration Section opened 20 September.

17. The third and last series of the ten regional one-week summer schools sponsored jointly by the Ministry of Labor and prefectural governments was held in two prefectures with some 400 students attending.

Radio and Films

18. Broadcasts made over the workers' weekly radio program from 13 July through 21 September covered:

(1) Can Members of Unions be Punished Under the Criminal Law for Certain Violations in Conjunction With Union Activity?

(2) What is Labor Education and How is it Conducted?

(3) Are Youth Sections Really Necessary?

(4) Does Grievance Machinery Oppress the Right to Strike?

(5) What is The So-Called "Theoretical" Living Cost?

(6) What Kind of Movement is the Democratization League?

(7) Is Production Control Legal?

(8) What are the Functions of the Ministry of Labor?

(9) Can the Physically Handicapped Be Employed?

(10) On Recent Labor Disputes.

19. A compilation of newsreels entitled "March of Labor" covering outstanding events in the labor field during the first half of 1948 was produced in September under the sponsorship of the Ministry of Labor.

Libraries and Publications

20. Faced with the complications in Labor-management relations, the Government and employers' organizations concentrated on dissemination of information on proper collective bargaining and grievance machinery procedures. Among the more extensive items were a pamphlet comprehensively covering the grievance machinery functions and procedures in the United Kingdom and United States published by the Japan Federation of Employers' Associations, an article on proper grievance machinery procedures in the Kanto Employers' Association official publication "The Employer", and two film strips, one entitled "Collective Agreement" and one "Grievance Machinery" produced by the Ministry of Labor and distributed to all prefectural labor administration sections.

21. The first issue of "The Japan Federation of Employers' Association Times" a weekly magazine was published by the Federation in September.

22. Among the most outstanding items which appeared during September were two General Federation of Japanese Trade Union pamphlets on how to run a labor school and conduct labor lectures; a booklet entitled "Two Years of Workers' Education in Japan" published by the Ministry of Labor giving an historical account of activities

of the national and local labor governments, unions, employers and private agencies concerned with labor affairs; and Walter Reuther's article on "How to Beat the Communists" in the September issue of the Central Review (Chuo Koron), Japan's leading magazine.

PUBLICATIONS ON LABOR 1/

	No. of Publications	No. of Copies
Government	14	38,000
Unions	2	2,000
Employers	2	10,000
Private	6	33,000
TOTAL	24	83,000

1/ Compiled from information obtained from Ministry of Labor, Labor Unions, Organizations and Private Organizations.

WAGES AND WORKING CONDITIONS

Labor Standards

23. The first anniversary of the effectuation of the Labor Standards Law and the Workmen's Compensation Insurance Law was observed on 1 September. In Tokyo and Osaka widespread publicity was given to the event through newspapers, radio and large public meetings. Significant interest by the public was demonstrated at the Osaka meetings, where the audience included families who had received death benefits under the Workmen's Compensation Insurance program.

24. Six regional meetings of the Chiefs of the Inspection Sections of the prefectural labor standards offices were held during the month to discuss: (1) unification of inspection activities, (2) effect of the Ordinance, which prohibits collective bargaining, strikes and other disputes among Government workers on the Labor Standards Law, (3) inspection statistics, and (4) budget.

25. A study of the effect of the Daylight Savings Law made by the Labor Standards Bureau showed that the 212 employers and the 1,712 workers who replied did not indicate any definite effects derived from the Law. About one-third of the employers reported that the Law was beneficial, about one-half that it made no difference and the remainder were against the Law. Among the workers, 43 percent reported that they favored the Law, 35 percent that it made no difference and the remainder were against it. The effect of the Law on workers' efficiency showed some variation of opinion with respect to different shifts. However, in general, approximately two-thirds of the employers reported no change in workers' efficiency, but a large proportion of the remaining number reported increased efficiency. On the other hand, many workers on the second and third shifts reported added fatigue attributed in most part to the shortening of the sleeping hours. No marked changes were found with regard to production as almost two-thirds of the employers in one-shift factories and three-fourths in multiple-shift factories reported no change in production. Insofar as the use of electric power was concerned, workers reported no change in domestic consumption and employers indicated no marked change in industrial consumption. The influence of the Law on the worker's private life showed an increase in leisure time which was spent in sports, reading, movie-going and gardening.

26. After the Labor Standards Bureau investigation to ascertain the proper industry classification for salt workers, the Labor Standards Advisory Committee recommended and the Ministry of Labor approved that the drying of salt be included as a marine industry under Item 7 of Article 8 of the Labor Standards Law and that workers engaged in processing salt or in both drying and processing operations be included under manufacturing. The inclusion of salt-drying workers in the marine industry exempts them from certain provisions of the Labor Standards Law including working hours, recess periods and rest days.

Workmen's Compensation Insurance

27. Preliminary statistics on the operation of the Workmen's Compensation Insurance program for July showed:

Number of Employers Covered	149,096
Number of Workers Covered	5,625,038
Premium Payments	¥ 166,450,246
Number of New Benefit Cases	44,402
Number of Workers Drawing Benefits	56,746
Benefit Payments	¥ 176,088,396
Number of Appeals	6

28. The Workmen's Compensation Section issued instructions to the prefectural offices that the prevailing practice of paying benefits through the employer as the worker's "agent" was to be discontinued and that benefits were to be paid directly to the worker or to his family. Emphasis was also placed on paying benefits by checks mailed to the worker instead of paying them over the counter of the insurance office. Letters were dispatched to covered employers requesting them to cooperate with this new plan.

29. Instructions were issued to the prefectural offices to set up administrative machinery for preventing fraudulent benefit claims.

30. According to Cabinet Bureau of Statistics' Monthly Wage Survey average total monthly money wages in all manufacturing for July increased nearly 11 percent over June. This increase dropped back to the rate of increase that prevailed during the year following the 17 percent increase in June which was due to the semi-annual payment of bonuses. See following chart for details.

AVERAGE MONTHLY MONEY PAYMENTS 1/ BY INDUSTRY
July 1948

INDUSTRY	TOTAL WAGES 2/	MALE 3/	FEMALE 3/
ALL MANUFACTURING	¥ 4,760	¥ 5,629	¥ 2,478
Metallurgy	5,882	6,185	3,166
Machines and tools	5,123	5,452	2,992
Chemicals	4,993	5,878	2,662
Ceramics	5,459	6,191	2,989
Textiles	2,668	5,175	2,062
Lumbering and woodworking	3,474	3,799	1,931
Foodstuffs	4,896	6,025	2,616
Printing and bookbinding	5,269	6,207	3,220
Other	3,526	4,192	2,343
GAS, ELECTRICITY AND WATER SUPPLY	6,059	6,303	3,213
COAL MINING	7,276	7,828	3,300
METAL MINING	4,436	4,824	2,195
TRANSPORTATION	6,228	6,604	3,864
COMMERCE	5,564	7,732	3,153

1/ Includes all cash money payments prior to tax and social security deductions and consist of base pay, overtime, night differentials, piece rates, production bonuses, family and dependency allowances, all cost-of living allowances and all periodic or special bonuses paid during the month.
2/ Includes staff and labor, male and female.
3/ Includes staff and labor.

SOURCE: Cabinet Bureau of Statistics

WOMEN AND MINOR WORKERS

Women's and Minors' Bureau

31. The first issue of the "Women's and Minors' Bureau Monthly Bulletin", published on 1 September, included information on Women's and Minors' Bureau organization and functions; enforcement cases of the equal pay for equal work requirement; number of women labor standards inspectors; graphs showing the high proportion of young workers who have received injury as railroad couplers, an occupation now prohibited for minors by the Labor Standards Law, and statistics on employment, union membership and wages.

32. To improve enforcement of the employment certificate system for young workers instructions were issued to all Women's and Minors' Bureau field representatives in late August to obtain the following items from the prefectural labor standards office and report the information to the Bureau: (a) number of minors under full 15 years in the area and number of employment certificates issued (b) the method whereby inspectors check on age certificates and employment certificates, (c) problems of certificate issuance, and (d) age and employment certificate violations found by inspectors.

33. The second of a series of regional conferences for Women's and Minors' Bureau field representatives was held in Tokyo on 20-21 September for field representatives from the seven Kanto prefectures to give them detailed advice concerning their activities.

Women Workers' Activities

34. As the first part of a wage investigation to obtain equal pay for equal work, the Women's Section of the Government Railway Workers' Union completed an investigation of wage rates for railroad workers in Tokyo. Investigation covered base pay and area allowances with emphasis on comparison of beginning and promotion rates for men and women.

35. A two-day conference for women union leaders from the seven Kinki region prefectures was held in September under the combined auspices of local labor administration, Labor Standards and Women's and Minors' Bureau officials. Delegates discussed and made specific plans aimed at increasing the participation by women in union affairs and at solving other problems of working women. At subsequent meetings of the delegates by prefecture, current activities of the various women's sections were described and suggestions for improvement exchanged.

EMPLOYMENT AND UNEMPLOYMENT

Employment Security System

36. The Kandabashi Public Employment Security Office in Tokyo was formally reopened 1 September as an experimental office to test new procedures under national government guidance and for training prefectural and national officials in the proper methods of operating an employment office. The publicity given to the reopening ceremony resulted in a three-fold increase in job orders and job applicants.

37. The second meeting of the National Employment Security Advisory Committee held 20 September discussed the Employment Security Bureau's proposals for readjustment of Public Employment Security Offices with regard to status and size of local Employment Security Offices, made recommendations on applications for licenses to conduct private placement services and approved a readjustment license fee and the amount of bond and fees which private placement agencies will charge job seekers.

Coal Mine Employment

38. Coal mine employment decreased from 513,377 at the end of June to 509,942 at the end of July of which 263,591 were underground and 246,351 were surface workers. Although the July figure was below the 30 April figures of 516,769, the maximum permitted under the Cabinet freeze order of 22 May, the decrease did not interfere with production.

Prison Labor

39. To increase employment opportunities for free labor and prevent lowly-paid prison labor from undercutting the labor market, the Cabinet on 20 August adopted general policies regarding use of prison labor in private industry which states that prison labor should be removed from private industry and that prison facilities should be expanded to make this possible. Since a large number of prisoners are now housed by private industry (shipbuilding, charcoal making, etc.) in premises particularly constructed for this purpose, whereas the prisons have neither adequate housing for prisoners nor sufficient employment opportunities on public projects, full implementation of this policy will require adjustment over a considerable period of time. The first step in implementing this policy was an order issued by the Minister of Labor requiring the elimination of prison labor from coal mines by 30 September because of the past history of abuses in conjunction with the use of forced labor and the abundance of free labor for this purpose.

Handicapped Workers

40. In conjunction with Miss Helen Keller's visit to Japan, the Ministry of Labor publicized its first "Employ the Physically Handicapped Week", held 1-7 September, with posters, newspaper articles and radio programs. As a result of this publicity, preliminary reports indicate that for the first time many handicapped persons applied for jobs at local Public Employment Security Offices and some of them were placed in normal jobs. This represented a new trend as handicapped persons were traditionally regarded as unfit for normal employment.

Occupation Force Workers

41. The Government announced 31 August that Occupation Force workers directly employed by the Government were included under the ordinance which prohibits collective bargaining, strikes and other disputes tactics by Government workers and that all collective bargaining contracts were cancelled. This order does not apply to workers employed by contractors on Occupation Force projects.

Occupational Information

42. Four industry job studies on printing and bookbinding, metal casting, chemical fertilizer and silk spinning were completed in September.

Unemployment Insurance

43. To further improve collection of unemployment insurance premiums the Employment Security Bureau developed a program to enforce premium collection of employers legally liable under the program but who had been delinquent in premium payments. Principle responsibility for effectuating this program was given to the six supervisory auditors, each of whom has been given an assigned area of seven or eight prefectures. Field auditors will check employers' books to determine coverage liability and accuracy of premium payment reports.

44. Preliminary figures from 46 prefectures on the operation of the Unemployment Insurance program showed that 7,037 persons applied for benefits in July of which 6,106 were eligible to receive benefits. During July an average of 8,430 persons drew benefits.

Aug

LABOR DIVISION REPORT FOR MONTH OF AUGUST 1948

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GENERAL

1. While negotiations for wage adjustments were in progress in almost every industry during August there were no significant work stoppages and the time lost due to strikes and lock-outs was negligible.

The Government continued expansion of its nationwide network of various types of labor schools, rounding out the standard curricula on practical subjects with special features to attract greater participation by rank and file.

The Inspection program for compliance with the Labor Standards Law was in full swing. Reports indicated that in June 15,454 inspections were made in establishments employing 1,068,791 workers and that restitution of back wages amounting to ¥24,174,301 was made in 805 cases.

LABOR AND EMPLOYER ORGANIZATIONS

2. The All-Japan Federation of Coal Miner's Unions and the All-Japan Council of Labor Unions issued a joint statement formally notifying the Japan Labor Union Liaison Council that they were opposed to the rally, held on 15 August under sponsorship of the Liaison Council. The rally, one of a number staged in Tokyo by various groups of workers, attended by some 60,000 workers of the NCIU-affiliated unions and government and public workers unions, adopted a resolution criticizing the Ashida Cabinet and approved a letter requesting "consideration by the Far Eastern Commission for protection of Japan's democracy," and a message to the World Federation of Trade Unions regarding labor's reaction to the proposed revision of the National Public Service Law.

The two organizations denounced the rally as a scheme to incite labor against the Government and stated that such action was not within the purview of proper union activity and that unreasonable opposition to the revision of the National Public Service Law would result in more limitations being placed on labor.

3. Majority of representatives of the All-Japan Federation of Employers' Associations at an executive committee meeting 18 August expressed that they were hesitant to press for revision of labor legislation but favored strengthening of management's position.

4. The inaugural convention of the National Newspaper and Press Workers' Union (Zen Nihon Shimbun Rodo Kumiai) including all major newspaper workers' unions except the Mainichi which decided not to participate at this time was held 29 July-1 August. The convention centered around the issue whether political party newspapers should be permitted to affiliate with the new union. The question arose when the Yomiuri Chapter threatened to resign from the union if such newspapers were admitted. The Akahata Chapter, representing the Communist Party publications, withdrew from the Union on the condition that the Union's charter "recognize free political action" which was accepted by the Union. The Yomiuri Chapter interpreting the provision to mean protection of basic human rights and not toleration of Communist fraction activities remained in the Union.

The Convention elected the following executive members of the new union: Shonosuke Suenaga, of the Asahi union as chairman, Rokuro Motosugi, of the Yomiuri union, and Norio Yamazaki of the Kyodo union as vice-chairmen, and Keiji Ono of the Chugoku union as chief-secretary.

5. One of the few all-women's unions in Japan was organized by 240 girls of the Takarazuka Opera Company who formed a closed shop. One of the main objectives of this union was to obtain more time for study and self-improvement.

Labor Union Statistics

6. Labor unions on 30 June numbered 33,940 with 6,636,710 members. New unions formed in June numbered 1,483 with 157,314 members while 237 unions with 53,237 members were dissolved. See following table for details.

LABOR UNIONS BY INDUSTRY AND SEX 1/
(30 June 1948)

INDUSTRY	NUMBER 2/	MEMBERSHIP		
		Men	Women	Total
TOTAL	33,940	5,129,693	1,507,017	6,636,710
AGRICULTURE	143	6,370	1,922	8,292
FORESTRY	566	53,146	6,104	59,250
FISHING	105	16,427	1,304	17,731
MINING	1,376	491,059	75,528	566,587
Coal	1,035	425,761	64,340	490,101
Other	341	65,298	11,188	76,486
CONSTRUCTION	1,854	450,326	23,534	473,860
MANUFACTURING	13,190	1,547,583	652,195	2,199,778
Metal	1,401	247,013	40,968	287,981
Machinery	3,802	598,068	114,885	712,953
Chemicals	2,042	273,578	98,254	371,832
Ceramics	651	64,965	21,913	86,878
Textiles	1,368	104,873	298,208	403,081
Lumber and woodworking	1,928	90,154	22,316	112,470
Foodstuffs	907	60,021	28,114	88,135
Printing and bookbinding	380	31,454	13,692	45,146
Other	322	15,298	8,780	24,078
Repair services	389	62,159	5,065	67,224
GAS, ELECTRICITY AND WATER SUPPLY	747	151,319	15,429	166,748
COMMERCE	1,293	144,095	45,720	189,815
Wholesale trades	408	35,315	10,806	46,121
Retail trades	527	62,115	21,336	83,351
Other	358	46,665	13,678	60,343
FINANCE	779	105,225	80,344	185,569
TRANSPORTATION AND COMMUNICATION	4,352	1,170,264	183,701	1,353,965
Land transportation	2,575	775,881	69,057	844,938
Seamen	40	102,756	—	102,756
Longshoremen	288	53,439	6,128	59,567
Communications	1,449	238,188	108,516	346,704
SERVICE PROFESSIONS	358	23,791	13,311	37,102
Amusement and recreation	182	12,473	6,818	19,291
Advertising and publicity	20	2,305	577	2,882
Other	156	9,013	5,916	14,929
LIBERAL PROFESSIONS	2,882	391,179	244,684	635,863
Education	1,623	324,422	191,441	515,863
Other	1,259	66,757	53,243	120,000
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,928	473,792	142,330	616,122
NOT ELSEWHERE CLASSIFIED	367	105,117	20,911	126,028
Occupation force workers	298	90,700	19,177	109,877
Other	69	14,417	1,734	16,151

1/ Unions reported registered exclusive of unions reported discontinued.
2/ June 1948 figures adjusted on basis of 30 June 1948 survey.

SOURCE: Ministry of Labor

LABOR RELATIONS

7. While negotiations for wage adjustments were in progress in almost every industry during August there were no significant work stoppages and the time lost due to strikes and lock-outs was negligible.

Coal Industry

8. Hokkaido locals and the coal operators agreed 11 August on wage differentials for Hokkaido and reduction of overtime rates, two of three issues left unsettled in the national agreement concluded in May. The agreement provided for a monthly allowance of ¥580 and a reduction of the overtime rate from the 70 percent above regular rates in Hokkaido to the national rate of 37 percent. During the period when negotiations became deadlocked, the miners refused to work overtime.

9. National wage contracts of both coal mine workers' unions provided that in the event of increases in cost-of-living due to upward revision of official prices, wages would be relatively adjusted. Accordingly, the miners sought such adjustments but immediate decision was delayed awaiting information from the government on cost-of-living increases.

10. Explosions in coal mines which during July and August caused the death of more than 100 miners brought to the fore the unsafe conditions in the mines. The two coal mine workers' unions pressed for (1) the establishment of revised safety codes and (2) that they be administered under the Ministry of Labor. In the meantime miners refused to permit workers to enter mines deemed unsafe.

Electric Power Industry

11. A dispute arose in the electric power industry over the company's refusal to increase wages in accordance with contract provisions that wages would be adjusted on a sliding-scale basis in January, April, July and October. The management claimed financial inability and that the power rates did not provide any margin to increase wages as agreed. The dispute was further complicated because although the CLRC's March award specified that wage adjustment be based on the Consumers' Price Index, the union wanted to apply its own formula.

Because of failure to reach agreement at the national level on the enforcement of the contract, the Union authorized acts of dispute on regional basis to press for its demands. On 23 August, SCAP Headquarters advised the union that any disputes tactics which would interrupt supply of electric power to industrial establishments would be considered inimical to Occupation Force objectives. Accordingly, on 24 August the union's central executive committee rescinded its instructions authorizing regional disputes.

Other Disputes and Negotiations

12. In the dispute at the Imperial Oil Company over increased wages and opposition to the discharge of surplus workers, the CLRC rendered a mediation proposal on 10 August which provided that:

(1) Wages be increased to ¥4,322 including tax retroactively from March through June and to ¥5,094 beginning with July.

(2) Retirement and dismissal allowances be granted in amounts agreed upon by the union and management.

(3) A committee, composed of the union, company and impartial representatives recommended by the CLRC be set up to study the proposed five-year plan for development of the petroleum industry and that the committee make its recommendations within five weeks after its establishment.

Both parties accepted the mediation proposal on 20 August but attached certain conditions which resulted in further disagreement. The union, however, on 24 August called off the strike started 26 July and negotiations were resumed

with the understanding that if full agreement was not reached after one month the dispute would be submitted to an arbitrator whose ruling would be final and binding.

13. In the Toho Studio dispute the Tokyo District Court issued a court order at the request of the company authorizing Japanese police to evict the striking union members who had barricaded themselves in the studio. Action on the court order was delayed until after the company rejected a compromise mediation plan proposed by Dr. Itsutaro Suehiro of the CLRC. Accordingly, on 18 August Japanese police surrounded the barricaded studio to execute the court order and succeeded in getting the strikers and their sympathizers to withdraw without incident. Some Occupation Force troops were alerted to provide protection for Occupation personnel residing in the vicinity of the studio. Management later agreed to allow the strikers access to union offices and other buildings within the studios.

Disputes Statistics

14. In June 308,836 workers were involved in 106 labor disputes accompanied by work stoppages and work disruptions, compared with the May figure of 290,962 persons involved in 80 cases. In addition 181,483 workers were involved in 104 other labor relations cases not accompanied by work stoppages but where negotiations broke down and a third party intervened to assist in settlement. The 504,986 man-days of idleness representing less than one-fifth of one percent of total available man-days of work were primarily due to 24-hour work stoppages in private railways, government railways, teachers and the chemical industry. See following table for details.

DISPUTES OCCURRING DURING JUNE 1948 AND MAN-DAYS IDLE

ITEM	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
DISPUTES						
TOTAL	**102**	**348,140**	**108**	**142,179**	**210**	**490,319**
ACCOMPANIED BY ACT OF DISPUTE	67	302,909	39	5,927	106	308,836
Strikes	49	289,777	11	1,954	60	291,731
Lock-outs	6	180	6	560	12	740
Slow-downs	10	12,844	5	1,585	15	14,429
Production control	2	108	17	1,828	19	1,936
NOT ACCOMPANIED BY ACT OF DISPUTE 1/	35	45,231	69	136,252	104	181,483
MAN-DAYS						
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS 2/	—	—	—	—	504,986	292,471

1/ Includes disputes where negotiations have broken down and a third party has intervened to assist in adjustment.

2/ Assumes a 6-day work-week.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING MAY 1948 BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	**106**	**308,836**	**104**	**181,483**	**210**	**490,319**
MANUFACTURING	75	41,874	67	77,756	142	119,630
MINING	4	9,394	8	6,388	12	15,782
TRANSPORTATION AND COMMUNICATION	12	244,495	4	82,867	16	327,362
EDUCATION AND LIBERAL PROFESSIONS	7	11,853	9	4,148	16	16,001
ALL OTHER 1/	8	1,220	16	10,324	24	11,544

1/ Includes AGRICULTURE, MARINE PRODUCTS, COMMERCE and OTHER.

SOURCE: Ministry of Labor

LABOR EDUCATION

15. The Government continued expansion of its nationwide network of various types of labor schools, rounding out the standard curricula on practical labor subjects with special features to attract greater participation by rank and file. At the end of August permanent labor schools were operated in more than 30 prefectures. The second series of the ten regional one-week summer schools sponsored jointly by the Ministry of Labor and prefectural governments were held in four prefectures with some 600 students attending. The first six-week term of the Kobe Labor School conducted by the Hyogo Prefecture Labor Research Institute opened 20 July.

A labor study group was organized by the Kishiwada Labor Administration Section of Osaka prefectural government to hold study meetings and discussions with unions and small groups of workers. The Hachinohe Labor School administered by Aomori prefectural government gave students considerable voice in the selection of instructors while the Ikaho Hot Springs Labor School in Gumma Prefecture featured a model union club room with a labor library, music records and paintings.

16. To enable workers to attend lectures at universities and other higher institutions of learning, the Ministry of Education Advisory Committee on Adult Education for Workers recommended that special courses be scheduled at such schools; scholarships be provided for worker-students; students for the special courses and scholarships be selected jointly by education authorities and labor, farmer and fishermen's unions and that workers be given free access to libraries, research institutions and laboratories.

17. The General Federation of Japanese Trade Unions held its first summer labor school 17-22 August in Kanagawa Prefecture, with some 55 students attending. Expenses of ¥1,200 per student were paid by the workers' respective unions.

18. To reach a larger audience, the weekly one-half hour radio broadcast on labor based on answers to questions submitted by listeners was changed to two 15-minute programs per week.

19. The Government Railway Workers' Union contending that previous newsreel coverages of union affairs produced by commercial companies were biased in favor of left-wing elements, produced its own newsreel of the Union's 1948 national convention in Nara.

20. To forewarn labor unions of the tactics employed by the Communist Party to infiltrate the labor movement, officials of the General Federation of Japanese Trade Unions, members of the Osaka Prefecture Labor Relations Committee and labor scholars set up in Osaka City an Information Committee to disseminate information on Communist Party tactics.

21. Two of the leading labor organizations took steps to bolster their publications and to set them up as channel for constructive labor education. The General Federation of Japanese Trade Unions in an editorial in its official organ "Labor" of 16 July, indulged in self-criticism of its educational inactivity, stating that the Federation's officials had not exerted sufficient effort to expand labor publications and that member unions were slow or entirely inactive in disseminating headquarters information on local level. The editorial pledged the Federation to an invigorated educational program in cooperation with member unions. The Government Railway Workers' Union newspaper "Forward" published every three days, reporting primarily strike and struggle news was replaced by the weekly "Government Railway Workers' Union News" which is to report the Union's activity and serve as an education medium.

22. From January through August over 1,163,000 copies of 205 different one-time publications on labor were published. National and prefectural government agencies published over 771,000 copies of 110 different publications covering specifically labor laws and their interpretation, labor union activity and labor relations. Labor organizations published during the same period 162,000 copies of 42 different one-time labor publications most of which were general in content. Employer publications on labor numbered 35,000 copies and 14 publications and those of private organizations and persons 195,000 copies and 39 publications. See following table for details.

PUBLICATIONS ON LABOR 1/
(January - August 1948)

MONTH	TOTAL		GOVERNMENT		UNION		EMPLOYER		PRIVATE	
	No. of Publications	No. of Copies	No. of Publications	No. of Copies	No. of Publications	No. of Copies	No. of Publications	No. of Copies	No. of Publications	No. of Copies
TOTAL	205	1,163,000	110	771,000	42	162,000	14	35,000	39	195,000
January	8	59,500	2	8,000	1	5,000	2	3,500	3	43,000
February	24	179,500	11	125,000	2	6,000	2	3,500	9	45,000
March	17	141,000	9	106,000	3	14,000	1	5,000	4	16,000
April	23	130,000	12	84,000	2	13,000	4	9,000	5	24,000
May	36	177,500	25	94,000	7	57,000	3	6,500	1	20,000
June	36	189,700	7	71,000	23	76,700	-	-	6	42,000
July	46	280,800	33	208,000	4	27,800	2	8,000	7	37,000
August	15	88,000	11	77,000	-	-	-	-	4	11,000

1/ Compiled from information obtained from Ministry of Labor, Labor Unions, Employer Organizations and Private Organizations.

WAGES AND WORKING CONDITIONS

23. Average money wage payments for June reached an all-time high following the accelerated rate of increase which started in April, the upward revision of official price-wage levels in June and payment of the customary semi-annual bonuses. According to Cabinet Bureau of Statistics Monthly Wage Survey, wages in all manufacturing, including special bonuses increased nearly 17 percent over May and regular wages, including base pay and regular monthly allowances, by nearly 14 percent. See following table for details.

AVERAGE MONTHLY MONEY PAYMENTS[1] BY INDUSTRY
June 1943

INDUSTRY	TOTAL WAGES 2/	MALE 3/	FEMALE 3/
ALL MANUFACTURING	¥ 4,397	¥ 5,087	¥ 2,288
Metallurgy	5,421	5,741	2,756
Machines and tools	4,596	4,907	2,627
Chemicals	4,308	5,053	2,341
Ceramics	4,576	5,228	2,399
Textiles	2,487	4,785	1,941
Lumbering and woodworking	3,011	3,294	1,660
Foodstuffs	4,558	5,477	2,678
Printing and bookbinding	6,566	7,477	4,613
Other	3,511	4,210	2,261
GAS, ELECTRICITY AND WATER SUPPLY	6,150	6,413	3,097
COAL MINING	6,479	6,992	2,858
METAL MINING	3,626	3,916	1,808
TRANSPORTATION	4,954	5,245	3,102
COMMERCE	5,005	6,931	3,841

1/ Includes all cash money payments which consist of base pay, production bonuses, overtime, differentials, piece rates, family and dependency allowances, all cost-of-living allowances and all periodic or special bonuses paid during the month.
2/ Includes staff and labor, male and female.
3/ Includes staff and labor.

SOURCE: Cabinet Bureau of Statistics

Occupation Force Workers' Wages

24. In accordance with the established policy that Occupation Force workers receive wage increases similar to those obtained by government workers, on 19 August, Occupation Force Workers in professional, clerical and domestic categories were given a 27 percent increase in base pay retroactive to 1 June or an increase to the ¥3,791 level. The family allowance was also raised in line with that for government workers to ¥250 monthly per dependent. To adjust the disparity between wages of top level specialists employed for the occupation forces and similar government employees, the classification of "advisor" was split into two categories. Top monthly base pay for positions requiring normal amount of training and experience was set at ¥6,426 and for positions of special importance at ¥8,600.

25. To reduce one of the main causes for the excessive turnover among English-speaking occupation force workers whose work required use of the English language, the Special Procurement Board instructed prefectural governments to pay retroactively to 1 January a language differential which would bring wages of such workers in line with wages for similar jobs in private industry.

26. Revised regional wage rates for key occupations in the construction and transportation industries were approved by the Minister of Labor 18 August for use in conjunction with the enforcement of the "Law to Protect the Government from Unjust Claims" requiring that prevailing prices and wages be paid on occupation force projects. The new rates include for the first time family allowance set at ¥250, the same as for government workers, and represent an overall increase of 34 percent above prevailing wage rates listed in April 1948. Highest rates were ¥355 per 8-hour day for plasterers and pipe fitters in the Osaka-Kyoto-Kobe area, while lowest rates were ¥120 for light unskilled laborers in southern Honshu, Shikoku and all of Kyushu except Fukuoka.

Labor Standards

27. Preliminary reports from all prefectural labor standards offices on inspections for compliance with the Labor Standards Law showed that in June 15,454 inspections in establishments employing 1,068,791 were made of which 14,687 were routine and 767 complaint inspections. Eighty-nine percent of the inspections were in establishments employing fewer than 100 workers. Violations of one or more articles of the Law were found in 14,393 establishments inspected. Of 44,938 violations of various types found more than half involved non-compliance with provisions for keeping records and reporting regulations, 9,595 involved provisions relating to working hours, overtime, rest days and other working time provisions. A total of 5,157 were violations of provisions dealing with employment of women and minors of which more than half involved failure to keep age certificates on file for minors under 18 years. Violation of safety and sanitation provisions totaled 6,277. Restitution of back wages amounting to ¥24,174,301 was made in 805 cases.

Seamen's Law

28. The first report on inspections made under the Seamen's Law covering the period July 21-31 showed that 164 vessels had been inspected employing 3,428 seamen. In addition, inspections were made of records of 10 shipowners. Violations were found on 142 of the vessels inspected. Of the 384 violations of various types found, 85 percent involved failure to maintain required records and certificates. The remaining involved non-compliance with regulations relating to wage payments, overtime, dismissal allowances, paid holidays, etc. Thirteen vessels were found employing minors under the minimum age set by the law. In one case where method of wage payment was incorrect restitution of ¥40,613 was paid to seamen.

29. Examinations for appointment of health supervisors in establishments employing more than 50 workers were completed by the prefectural labor standards offices. In connection with the issuance of certificates to successful examinees, the Hyogo Prefectural Labor Standards Office held a one-day educational meeting for approximately 2,000 health supervisors in Osaka.

30. A General Affairs Section was established in the Labor Standards Bureau to relieve the Inspection Section of administrative and housekeeping responsibilities which the Section performed for the Bureau as a whole. Functions of the other Bureau and prefectural labor standards offices sections were also restated in the ordinance establishing the new section and responsibility for all inspections was centralized in the Inspection Section.

31. A Cabinet order was issued 13 August authorizing appointment of section chiefs or chiefs of prefectural labor standards offices without examination for a period of six months or until the effectuation of the National Public Service Law provisions relating to examination and appointment.

32. A Cabinet Order was issued permitting workers in establishments where the shift will extend from the second Saturday in September to the following day because of the change from Daylight Saving Time to Standard Time to work an extra hour, irrespective of the provisions of the Labor Standards Law, provided that overtime is paid for the additional hour.

Workmen's Compensation Insurance

33. Following are preliminary figures on the operation of the Workmen's Compensation Insurance program from September 1947 when it was introduced, through June 1948:

Date	No. of Employers Covered During the Month	Premium Payments	No. of New Benefit Cases	Benefit Payments
1947				
September	36,523	¥ 28,768,160	7	¥ 92,638
October	57,648	128,334,729	3,120	9,782,504
November	70,374	66,680,921	6,763	16,737,408
December	82,604	62,035,226	12,060	35,763,709
1948				
January	94,863	55,649,328	14,249	35,073,445
February	105,551	43,737,928	12,512	33,269,571
March	115,332	33,034,408	20,644	61,926,064
April	121,259	86,438,408	30,453	92,696,501
May	127,547	135,492,908	32,374	120,062,411
June	139,069	152,153,986	32,797	141,867,715

SOURCE: Ministry of Labor

WOMEN AND MINOR WORKERS

Advisory Committee

34. The two subcommittees of the Women's and Minors' Advisory Committee, concerned with women workers and minor workers met in late July. The former advised the Bureau regarding the interpretation of the maternity leave provisions of the Labor Standards Law and how to increase employment opportunities for women. The latter made recommendations for improvement of the vocational training and vocational guidance programs and that action be taken to ensure that prefectural officials enforce the relief provisions of the Livelihood Protection Law to minimize hardship caused by young workers' change of jobs as required by the Labor Standards Law.

Women's and Minors' Bureau

35. With a meeting for 14 Tohoku Region and Hokkaido field representatives on 4-5 August, the Women's and Minors' Bureau began monthly regional conferences to give field representatives detailed advice concerning their activities.

36. A visit by officials of the Minor Workers' Section to the Iwate Prefecture field representatives and labor standards officials began the Section's program to secure increased action on minor workers' problems. Immediate and

specific action to improve enforcement of the employment certificate system for young workers was requested of all officials as of top importance at the present time.

37. The Women's and Minors' Bureau published 1,000 copies of a translation of the U. S. Women's Bureau publication on heavy weight lifting by women and how to avoid personal injury in such lifting. Distribution was made to Women and Minor field representatives and local labor officials.

38. To determine the effectiveness of Bureau publications, field representatives in seven prefectures were instructed to investigate local opinion concerning and use made of two Bureau pamphlets.

Women Workers' Activities

39. Two two-day conferences for women union members in the Chugoku region were held by local labor administration, Labor Standards and Women's and Minors' Bureau officials on 16-17 and 21-22 August respectively. Methods whereby women workers could increase their part in general union activities, improve working conditions and solve other problems of working women were outlined and delegates were assisted in drawing up simple programs.

EMPLOYMENT AND UNEMPLOYMENT

Employment Security System

40. The National Employment Security Advisory Committee, at present consisting of seven employer representatives, five labor representatives and seven public representatives, was formally appointed 13 August by the Minister of Labor. Two vacancies exist in the labor representatives group as the NCIU refused to submit its nominations in accordance with the required procedures of four nominees for the two vacancies. If the Congress does not conform shortly, these vacancies will be filled from nominations of other groups. The first meeting of the Committee was held 20 August to select officers, appoint subcommittees, adopt rules of procedures and make recommendations on applications for licenses to conduct private placement services.

41. The Employment Security Bureau decided 12 August that upon completion of plans and procedures, local liaison agents for recruitment in areas where no Public Employment Security Offices were accessible, would be replaced with itinerant representatives. While some of these agents had been on the payroll of both private industry and Employment Security Offices the itinerant representatives will be paid solely by the Public Employment Security Offices.

42. A new method of determining location and size of Employment Security Offices by establishing ratings for each office's area was announced by the Employment Security Bureau 12 August. Ratings will be based on the following criteria: (1) industrial labor force, (2) estimated school graduates, (3) number of establishments and employees covered under unemployment insurance, and (4) activity of employment exchanges, including number of job openings filed, number of job applicants, and number of placements for a given period. In addition, to determine boundaries of areas and location of offices, spot maps showing labor market areas will be used.

43. The Saitama Prefecture demonstration project of developing procedures for supervision of local Employment Security Offices, continued during August with key prefectural officials receiving an intensive training course from Employment Security Bureau officials. On the basis of the experience of this project the main line of action adopted to improve Public Employment Security Office operations was to: (1) provide specific information to workers and employers in the local office area of the location and services offered by the office, (2) encourage the largest number of employers and applicants to use the placement services, (3) fill job openings promptly with the best available candidate, and (4) refer job applicants promptly to suitable jobs.

Coal Mine Employment

44. The Coal Board's investigation to determine whether the increase in coal mine employment was justified, revealed that part of the apparent increase resulted from lack of standardization in reporting procedures and part occurred before the coal mines received the freeze order on 20 June.

Revised reports of coal mine employment presented by the Coal Board are as follows:

Date	Total	Surface	Underground	Underground Workers as Percent of Total
April	516,769	251,998	264,771	51.2
May	520,207	252,996	267,211	51.3
June	518,377	249,469	269,377	51.9

Vocational Training

45. During May 12,903 persons attended 427 vocational training centers. Of these 9,901 were men and 3,002 were women.

Unemployment and Unemployment Insurance

46. Although the unemployment figure remained low, an increase in discharges in several industries was noted. This tendency was partly attributed to shortages of materials and the tight credit situation.

47. Preliminary figures from 45 prefectures on the operation of the Unemployment Insurance Program showed that 6,794 persons applied for benefits in May and 5,738 in June of which 5,493 and 4,710 respectively, were eligible to receive benefits. During May an average of 3,604 persons drew benefits and during June 5,625.

48. To further improve collection of unemployment insurance premiums, instructions from the Ministry of Labor permitted 22 medium-sized prefectures to set up independent Unemployment Insurance Premium Collection Sections in their Labor Departments separate from the Employment Security Section, the same as in the 12 large prefectures.

49. Due to prefectural employment security sections using the recently appointed field auditors to collect monthly reports and premium payments instead of auditing employer liability and accuracy of premium reports the Ministry of Labor issued new instructions restating the proper function of these field auditors. However, field auditors will be permitted to continue collections through September since employers still require education in mailing reports and payments instead of waiting for them to be collected.

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LABOR DEVELOPMENTS - THIRD YEAR OF OCCUPATION

Legislation and Administration

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

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

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

Labor and Employer Organizations

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

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

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

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FIRST ANNIVERSARY

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

OTHER ANNIVERSARIES

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

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

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

Labor Relations

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

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

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

Labor and Employer Education

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

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

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

Wages

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

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

Employment and Unemployment

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

LABOR DEVELOPMENTS (CONTD)

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

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

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

IMPERIAL OIL COMPANY DISPUTE

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

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

ELECTRIC POWER DISPUTE

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

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

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

SURVEILLANCE REPORTS

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

COAL LABOR RELATIONS

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

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

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

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

WOMEN'S AND MINORS' BUREAU

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

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

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

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

WORKMEN'S COMPENSATION

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

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

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

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

LABOR EDUCATION MONTHLY

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

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

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TOHO STUDIOS DISPUTE

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

EMPLOYMENT SECURITY PROJECTS

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

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

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

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

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

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

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

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

OCCUPATION FORCE WORKERS

In accordance with the recent raise of government employees' wages from ¥2,920 to ¥3,791 per month, the average wages of clerical, professional, and domestic Occupation Force workers were similarly raised on 19 Aug. This increase will be effected by a 27% increase in base pay accross-the-board (retroactive to 1 June), and an increase of family allowance to ¥250 per dependent. Area allowances will remain unchanged.

Wages of advisors were increased to ¥5,029 to ¥6,426 for those holding jobs requiring a normal amount of training and experience, and to ¥6,426 to ¥8,600 for those filling especially important jobs. Advisors in the former category may be granted this wage upon the recommendation of the local MG Labor Office, whereas advisors in the latter category will have to be approved by both the local MG Labor Office and the Special Procurement Board.

On 17 August the SPB ordered all prefectural governors to pay an additional wage to English-speaking Occupation Force workers whose jobs require the use of English language. The purpose of this language differential is to bring the pay of such bilingual workers more nearly up to that offered by private trade and industry and thus reduce one of the main causes of excessive turnover in this category of workers. The allowance is retroactive to 1 January 1948.

The Japanese Government has established two new occupational classes for domestic employees: "Furnace Tender" and "Yardman". These two classes will be used in domestic employment to replace the present classes of "Stoker" and "Gardener" which are currently being improperly applied to domestic employees. The SPB has prepared simple job descriptions for these two new classes and new wages. Details of this and the other changes mentioned above are being disseminated to each prefecture.

UNEMPLOYMENT INSURANCE

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

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

EMPLOYMENT SECURITY ADVISORY COMMITTEE

The Central Employment Security Advisory Committee was formally appointed by the Labor Minister on 13 August 1948. The committee at present consists of seven representatives of employers, five of labor, and six of the public. Two vacancies remain in the labor group because Sanbetsu (NCIU) refused to submit its nominations in accordance with the usual procedures, i. e., four nominees for the two vacancies. If Sanbetsu does not conform shortly, other groups will be asked to name representatives to fill these vacancies. The first meeting of the Committee was scheduled for 20 August in order to select officers, appoint subcommittees, and adopt rules of procedure.

PREVAILING WAGES

The Labor Ministry has completed a new survey showing that prevailing rates for construction and transportation occupations have sharply risen. These findings, along with new data on family allowances, will be published in the Japanese Government's Official Gazette in a few days and will be effective upon date of publication.

WORKERS' HOUR

The Workers' Hour, formerly carried by the Japanese Broadcasting System from 2030 to 2100 on Tuesdays, is being broken up into two 15-minute programs, one on Tuesdays at 2030 and the other on Saturdays at 2130. This program is based on answers to questions submitted by listeners, beginning next month. The volume of mail received has fallen off sharply in recent weeks. The change is being made in the hope of reaching a wider audience.

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LABOR DIVISION REPORT FOR THE MONTH OF JULY 1948

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GENERAL

1. The Seamen's Employment Security Law was passed 3 July extending protective legislation and providing for certain services and regulations to two groups of workers not covered by the Employment Security Law, namely: seamen as defined by the Seamen's Law of 1947 and persons who work on vessels of foreign registry.

While labor relations in private industry were calm, relations between government workers and the Government were delicate as the workers demanded further wage increases and certain groups started to press for the downfall of the Ashida Cabinet, culminating in the issuance of the SCAP letter which closed all negotiations in progress.

Labor's first reaction to the SCAP letter to Prime Minister Ashida, dated 22 July, recommending certain revisions of the National Public Service Law and to the subsequent interpretation of it banning immediately collectively bargaining, strikes, and other acts of dispute by government workers, was to blame the Government, charging it with incompetence, which thereby necessitated such SCAP action. Labor on the whole, was not particularly vociferous in expressing its attitude.

LABOR LEGISLATION

Seamen's Employment Security Law

2. The Seamen's Employment Security Law passed by the Diet 3 July extended protective legislation and provided services and regulations to two groups of workers not covered by the Employment Security Law, seamen as defined by the Seamen's Law of 1947 and persons who work on vessels of foreign registry.

The law, to be administered by the Maritime Bureau of the Ministry of Transportation, seeks to ensure freedom of choice of suitable jobs by seamen and free choice of employees by shipowners, contains an antidiscrimination clause and requires the Government to:

(1) Supervise demand and supply of maritime labor.

(2) Establish and operate separate seamen's public employment security offices and where necessary provide employment services for seamen through Public Employment Security Offices.

(3) Supervise maritime labor recruiting by private agencies or persons.

(4) Provide for vocational guidance or vocational training for seamen.

Under the law all maritime labor suppliers are banned, with the exception of licensed and regulated nonprofit agencies operated either by shipowners' or

seamen's associations, by persons associated for public interest, or by labor unions. Recruitment activities of shipowners are supervised and regulated by the Ministry of Transportation.

The law specifies penalties for violations, authorizes the Ministry of Transportation to request reports, examine books, make inspections and cancel licenses with reference to employment and discharge of workers. The law also calls for the establishment of a tripartite national advisory committee on seamen's affairs and for seven district committees consisting of representatives of seamen, shipowners and the public.

LABOR AND EMPLOYER ORGANIZATIONS

Demonstrations and Rallies

3. Workers held a number of demonstrations, rallies, meetings and strikes to protest the upward revision of prices. In Tokyo labor unions and women's and students' organizations adopted a three-point resolution calling for (1) opposition to price increases, (2) establishment of a minimum wage and (3) a united labor front. In Osaka some 60 unions participated in a demonstration sponsored by the National Congress of Industrial Unions and the government workers' unions.

One-hour work stoppages were staged by iron and steel workers in Tokyo, Chiba, Saitama and Gumma Prefectures 9 July in opposition to price increases. Workers affiliated with the Osaka chapter of the All-Japan Machine Workers' Union and the office employees of the Osaka chapter of the Electric Power Industry Workers' Union went out on a 24-hour strike.

Democratization League

4. The Democratization League, although hampered by lack of educational media, was gaining influence within the NCIU metal industry unions. League councils were established in four major industrial areas. The league estimated its budget requirement to be approximately ¥2,500,000 for the period from May to October. One million yen of the total was to come from the sale of pamphlets and newspaper articles written by league members and the remainder by contributions from supporting unions.

Labor Organizational Activity

5. The General Federation of Japanese Trade Unions formally announced its withdrawal from the All-Japan Labor Union Liaison Council, charging that the council was a tool of the Communist Party. The council issued a statement denying the charges. After the federation's withdrawal the council altered its procedure to accept decisions by a majority agreement instead of by unanimous agreement as previously.

6. The NCIU Central Executive Committee at its 7-8 July meeting decided to open campaigns to (1) establish closer cooperation between congress affiliates; (2) establish regional wage councils to adjust government workers' wages in line with those in private industry; and (3) act in concert with government workers' unions to obtain minimum wages.

International Labor Organizations

7. Japan and Japanese labor organizations received several invitations for participation in international labor organizations. Mr. Abid Ali of the Indian Federation of Labor, representing the newly formed Asian Federation of Labor, visited Japan to discuss the possibility of liaison with an eventual affiliation of Japanese labor. The All-Japan Teachers' Union received an invitation from the International Federation of Teachers' Associations to attend a world-wide conference to be held in Switzerland in August. The International Transport Workers' Federation expressed interest in maintaining liaison with Japanese unions in the transportation field with a view toward ultimate affiliation.

Union Conventions

8. At its fifth national convention 22-25 June the All-Japan Communication

Workers' Union discussed tactics to win the union's demand of ¥5,200 monthly average wage retroactive to April as against the Government's proposal of ¥3,791. The convention approved by a majority vote the following:

(1) A vigorous campaign against the Government's 1948-49 national budget plan. The question of whether the union should seek officially to overthrow the Cabinet was left to a convention subcommittee for decision.

(2) A series of local struggles which might develop into a nation-wide struggle.

(3) Opposition to increases in commodity prices and in railway and postal rates, discharge of workers due to administrative reorganization, revision of existing labor legislation in any way that would be detrimental to labor, illegal suppression of labor activities, the government-proposed grievance machinery and the job classification system.

The program was referred for final action to a convention subcommittee.

9. Debate over Communist fraction activities within the union in the last wage dispute ended in a compromise. While the conferees berated the "anti-labor" activities of the Democratization League, they also admitted that the Communist fraction elements had gone "too far" in the dispute.

10. Top leadership of the union remained unchanged, with the re-election of Kazuyoshi Dobashi as chairman, Shinichi Takahara, Tsukuro Hoshino and Tetsu Ebihara as vice-chairmen and Koji Nagaoka as secretary-general.

Employer Organizations

11. The Japan Federation of Employers' Associations published a pamphlet on production control. The federation claimed that production control was illegal because the accompanying acts infringed upon property and management rights, hampered continued production and promoted insecurity to the enterprises, and that unless it were eliminated there would be no chance for healthy labor-management relations or for rehabilitation of economy. The federation asked the Diet, the Government and the Supreme Court to outlaw production control.

Labor Union Statistics

12. Labor unions on 31 May numbered 31,915 with 6,629,222 members. New unions formed in May numbered 1,098 with 112,977 members while 258 unions with 37,571 members were dissolved. See following table for details.

LABOR UNIONS BY INDUSTRY AND SEX 1/
(31 May 1948)

INDUSTRY	NUMBER	MEMBERSHIP 2/		
		Men	Women	Total 3/
TOTAL	31,915	5,039,673	1,471,080	6,629,222
AGRICULTURE	140	6,644	1,487	8,131
FORESTRY	483	53,769	5,800	59,569
FISHING	158	24,927	2,020	26,947
MINING	1,272	474,378	75,882	550,260
Coal	959	414,032	64,687	478,719
Other	313	60,346	11,195	71,541
CONSTRUCTION	1,482	394,768	20,252	415,020
MANUFACTURING	12,754	1,542,001	633,426	2,175,427
Metal	1,333	237,488	39,242	276,730
Machinery	3,762	618,087	124,238	742,325
Chemicals	2,019	268,819	97,933	366,752
Ceramics	538	56,707	20,181	76,888
Textiles	1,284	100,879	266,710	367,589
Lumber and woodworking	1,859	101,623	25,504	127,127
Foodstuffs	942	64,623	29,967	94,590
Printing and bookbinding	349	27,435	12,338	39,773
Other	383	21,893	13,831	35,724
Repair services	285	44,447	3,482	47,929
GAS, ELECTRICITY AND WATER SUPPLY	648	120,729	13,141	134,309
COMMERCE	910	125,557	38,490	164,047
Wholesale trades	202	19,826	5,651	25,477
Retail trades	320	30,853	17,480	48,333
Other	388	74,878	15,359	90,237
FINANCE	664	105,435	77,725	183,160
TRANSPORTATION AND COMMUNICATION	4,534	1,172,460	196,087	1,483,943
Land transportation	2,723	789,837	73,926	959,694
Seamen	40	102,756	—	102,756
Longshoremen	260	40,047	5,039	45,086
Communications	1,511	239,820	117,122	376,407
SERVICE PROFESSIONS	328	25,827	15,122	40,949
Amusement and recreation	165	9,206	7,010	16,216
Advertising and publicity	9	3,505	939	4,444
Other	154	13,116	7,173	20,289
LIBERAL PROFESSIONS	2,886	357,713	228,179	588,449
Education	1,508	296,367	180,968	479,882
Other	1,378	61,346	47,211	108,567
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,235	460,646	134,011	594,734
NOT ELSEWHERE CLASSIFIED	421	174,819	29,458	204,277
Occupation force workers	291	98,336	18,457	116,793
Other	130	76,483	11,001	87,484

1/ Unions reported registered exclusive of unions reported discontinued.
2/ May 1948 figures adjusted on basis of 31 December 1947 survey and membership of All-Japan Seamen's Union with 40 locals and 102,756 members added.
3/ Totals include following figures for which no sex breakdown was available: TOTAL 118,469; GAS, ELECTRICITY AND WATER SUPPLY 439; TRANSPORTATION AND COMMUNICATION 115,396, Land transportation 95,931, Communications 19,465; LIBERAL PROFESSIONS 2,557, Education 2,547, Other 10; GOVERNMENT AND PUBLIC ORGANIZATIONS 77.

SOURCE: Ministry of Labor

LABOR RELATIONS

13. While labor relations in private industry were calm, relations between the government workers and the Government were delicate as workers demanded further wage increases. After publication of the Supreme Commander's letter to Prime Minister Ashida all negotiations were closed and collective bargaining, strikes and other dispute tactics by government workers were prohibited.

Government Workers Dispute

14. After nearly a month of negotiations over the demand for a ¥5,200 average monthly wage, the government workers' unions, acting together in the name of the National Liaison Council of Government and Public Workers Unions, appealed to the CLRC for mediation 7 July. The unions demanded that the new wage level be retroactive to 1 April and declared they would not accept any grievance machinery, stabilization of wages, increased prices, revision of labor legislation or cuts in government personnel, but agreed that the Government should take action to reduce taxes.

15. The Government prepared to pay government workers retroactively to 1 June at the ¥3,791 level established by the Diet, but objected to mediation on further wage increases. The Government contended that increasing of government workers' wages required Diet action and that demands concerning wage stabilization, prices and taxes were beyond labor affairs and were not within the purview of the CLRC but of the Diet.

Under concerted pressure and in view of the general acknowledgement that the ¥3,791 wage base was less than wages in private industry, the Government reluctantly agreed to the CLRC mediation. The committee said that it would consider demands with respect to wage stabilization, prices and taxes only as they affected the government workers' dispute.

Negotiations were suspended following receipt by the Prime Minister of the letter from the Supreme Commander concerning the responsibilities of public service workers to the general community.

Government Railway Workers

16. In opposition to the Ministry of Transportation's plan to change the train time schedules on 1 July, the Government Railway Workers' Union issued orders to its locals 27 June to ignore the new schedules. The union's decision, reached by the Central Disputes Committee, was based on the grounds that the ministry had not formally consulted the union and that the new schedule would entail more work. After the Ministry of Transportation insisted that the union's directive encroached upon the rights of management and that no attempt to interfere with the train schedules would be tolerated, the Disputes Committee rescinded its directive.

17. Following authorization by the Central Disputes Committee of the Government Railway Workers' Union for locals to engage in independent dispute tactics on local or national issues, railway workers in several areas staged minor work disruptions. The Nagano, Aomori, Morioka and other locals suspended movement of several freight trains and refused to work overtime or to accept reduction in the number of firemen on certain trains. In the Moji area some assistant locomotive engineers and mechanics practiced mass absenteeism. In view of the Supreme Commander's letter the national union headquarters on 23 July ordered cessation of all such tactics.

Metal Mining

18. The All-Japan Metal Mine Workers' Union and the Metal Mine Operators' Association accepted the grievance machinery clause included in the national wage agreement of 28 April. The grievance machinery provisions were in line with the structure of the coal miners' contracts and will remain in operation for six months beginning 1 June.

Textile Industry

19. The National Federation of Raw Silk Workers' Unions, representing a total of 80,000 workers in 108 unions, appealed to the CLRC for mediation 9 July in their negotiations for a minimum wage of ¥2,026. Management had proposed ¥1,600.

Production Control

20. In the Aikodo Printing Company case 10 union leaders, convicted in June on charges of violating property rights while engaging in production control tactics, appealed to the Tokyo Higher Court on the grounds that the ruling limited the right to strike. Convicted labor leaders had been put on parole for two years. During the month the police evacuated the remaining workers living in the plant, arrested 13 on 7 July and placed guards at the plant entrances. Most of the workers originally involved in the production control found jobs with other employers and contributed 10 percent of their earnings to the convicted workers. The company had previously removed important machinery, preventing further use of the plant.

Other Disputes

21. Two directors of the Kawanami Shipbuilding Company were found guilty by the Nagasaki District Court and were sentenced to two months in jail for violation of the Trade Union Law and the Labor Relations Adjustment Act in connection with a dispute which started in September 1947 over the discharge of 209 employees of the company.

22. The Toho Studio dispute remained unsettled. Some workers in the Kinuta Studio formed an independent union 3 July to eliminate Communist elements and signed a collective bargaining agreement with the company. The original Kinuta union local thereupon expelled the dissidents from its membership.

23. A dispute broke out at the Imperial Oil Company when the company announced its intention to discharge some 3,400 of its 9,400 employees. The company claimed that the discharges were necessary to cover operational deficits and to meet the union's demand for a ¥6,000 monthly average wage. The CLRC proposed that the union postpone the threatened strike and temporarily accept minor concessions until a settlement could be effected.

24. In May 290,962 workers were involved in 80 labor disputes accompanied by work stoppages and work disruptions, compared with the April figure of 221,396 persons involved in 79 cases. In addition 71,171 workers were involved in 82 other labor relations cases not accompanied by work stoppages, where negotiations broke down and a third party intervened to assist in settlement. This decrease in disputes not involving work stoppages from April's 2,062,887 workers involved in 84 cases was due primarily to the settlement of the government workers dispute. Almost all of the 291,647 man-days of idleness were due to 24-hour work stoppages in private railway and coal mines. See following table for details.

DISPUTES OCCURRING DURING MAY 1948 AND MAN-DAYS IDLE

	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
DISPUTES						
TOTAL	**90**	**298,449**	**72**	**63,684**	**162**	**362,133**
ACCOMPANIED BY ACT OF DISPUTE	51	286,017	29	4,945	80	290,962
Strikes	35	189,033	6	1,209	41	190,242
Lock-outs	4	122	3	214	7	336
Slow-downs	9	96,716	5	1,611	14	98,327
Production control	3	146	15	1,911	18	2,057
NOT ACCOMPANIED BY ACT OF DISPUTE 1/	39	12,432	43	58,739	82	71,171
MAN-DAYS						
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS 2/	—	—	—	—	291,647	190,578

1/ Includes disputes where negotiations have broken down and a third party has intervened to assist in adjustment.

2/ Assumes a 6-day work-week.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING MAY 1948 BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	**80**	**290,962**	**82**	**71,171**	**162**	**362,133**
MANUFACTURING	58	28,635	51	50,198	109	78,833
MINING	10	38,160	9	6,802	19	44,962
TRANSPORTATION AND COMMUNICATIONS	5	222,305	3	1,256	8	223,561
EDUCATION AND LIBERAL PROFESSIONS	3	1,508	4	1,537	7	3,045
ALL OTHER 1/	4	354	15	11,378	19	11,732

1/ Includes AGRICULTURE, MARINE PRODUCTS. COMMERCE and OTHER.

SOURCE: Ministry of Labor

LABOR EDUCATION

25. The Industrial Safety Research Institute completed 24 new film strips, mostly reproductions of U. S. Department of Labor material, on industrial safety and safety campaigns and distributed 30 copies of each through the Labor Standards Office. Two of these film strips, cartoon type and entirely Japanese, were for sale to unions and employers alike.

26. The workers' weekly radio hour continued to interest the public as reflected by the receipt of some 800 to 1,000 letters weekly. The program was further streamlined during July by answering questions through short dramatic skits. Some of the subjects covered in broadcasts were:

(1) Child labor and Labor Standards Act.

(2) Women and the Labor Standards Act.

(3) Why is production recovery important to the trade union movement?

(4) Who pays full-time union officials; Are too many full-time officials dangerous?

(5) Relation of the management conference to grievance machinery.

(6) To whom does the basic right of personnel management and decision belong?

(7) Why is it better to combine many local unions into a national union?

(8) Can the police bring pressure upon labor unions, especially during disputes?

(9) What is the objective of National Safety Week?

(10) Does grievance machinery suspend the laborers' right to strike?

27. A labor education festival staged in Osaka 16 July under the auspices of the prefectural labor administration section features three documentary films, a skit on how to run a union meeting and a speech on grievance machinery.

28. To educate coal mine operators and rank-and-file union members on labor contracts and the use of grievance machinery, a three-day school session was held in Sapporo, Hokkaido, 22-24 June.

29. To enable employed students to attend classes at night the Kyoto Labor College instituted a night school 2 July with three classes a week. Only trade-unionists were admitted and school rules required that trade unions pay the students' tuition fees. The curriculums included labor education, grievance machinery, contracts, collective bargaining, labor law, structure of the major federations and political action.

The Kyoto Labor College began its fifth regular term 7 July with an enrollment of some 100 trade union members.

30. The first five of the one-week summer labor schools scheduled on a regional basis in 10 prefectures during the next three months under the joint auspices of the Ministry of Labor and the respective prefectures were held during July. The number of applicants exceeded the number admitted as student attendance was kept small.

Prefectural labor administration sections of Saitama and Chiba Prefectures held one-week labor schools in July.

Publications

31. The first issue of a new Ministry of Labor monthly publication entitled "Labor Education Bulletin" giving aid and practical advice to education directors of Japanese trade unions, was published in July. The feature of the first edition dealt with the use of film strips.

The Kanto Employers' Association published the first of a projected series of information pamphlets covering production control and summarizing the results of various legal actions against cases of production control.

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PUBLICATIONS ON LABOR
July

Title	Author or Issuing Organization	Copies
Government		
The Struggle for Trade Union Democracy	Ministry of Communications	20,000
Democratic Trade Unionism	Ministry of Communications	20,000
Principles of Collective Bargaining	Ministry of Communications	20,000
The Structure and Management of Your Local Union	Ministry of Communications	20,000
Top Union Organization and Structure	Ministry of Communications	20,000
Building Industrial Democracy Through Sound Labor Contracts	Ministry of Communications	20,000
Employment Conditions in Foreign Countries	Ministry of Labor	3,000
Monthly and Real Weekly Earnings During Defense, War, and Reconversion Periods in U.S.; Price-Wage Policy of the Soviet Union	Ministry of Labor	3,000
Labor Participation in Industrial Management in European Countries; Labor Legislation Enacted in U. S. in 1947	Ministry of Labor	3,000
Contract Provisions Relating to Discharge, Dismissal and Retirement of Workers	Ministry of Labor	5,000
Collective Bargaining and Grievance Machinery and Six Other Lectures on Labor Problems	Ministry of Labor	2,000
Job Analysis; Tobacco and Cigar Manufacturing Industries	Ministry of Labor	1,000
Job Analysis; Electric Tube Manufacturing Industry	Ministry of Labor	1,000
Discharge, Dismissal and Retirement Clauses in Contracts	Ministry of Labor	3,000

Employment Security Administration Business	Osaka Prefectural Labor Administration Section	1,000
Collection of Laws on Vocational Guidance	Osaka Prefectural Labor Administration Section	1,000
The Working Rules of Johnson and Johnson, an American Company	Osaka Prefectural Labor Administration Section	3,000
Proper Labor Agreement	Osaka Prefectural Labor Administration Section	3,000
Enforcement Ordinance of the Trade Union Act	Osaka Prefectural Labor Administration Section	5,000
Labor Standards Law	Osaka Prefectural Labor Administration Section	20,000
Enforcement Ordinance of the Labor Relations Adjustment Act	Osaka Prefectural Labor Administration Section	3,000
On the Labor Agreement	Osaka Prefectural Labor Administration Section	5,000
Trade Union Meeting	Osaka Prefectural Labor Administration Section	1,000
Spirit of the Seamen's Law	Ministry of Transportation	3,000
Organization and Management of Free Trade Unions	Aichi Prefectural Labor Administration Section	1,000
Labor Education in Your Local Union	Yamagata Prefectural Labor Administration Section	2,000
20 Posters on Trade Union Practices	Yamagata Prefectural Labor Administration Section	1,000
Operations and Structure of the Labor Relations Committee	Hyogo Prefectural Labor Relations Committee	1,000
International Bill of Human Rights	Chiba Prefectural Labor Administration Section	5,000
Grievance Machinery and the Shop Steward System	Ishikawa Prefectural Labor Administration Section	3,000
Radio Questions and Answers; No. 2	Central Labor College	10,000
Research Survey of the Postwar Japanese Textile Industry	Central Labor College	3,000
Investigation of Status of Unfair and Unjust Labor Activities as Handled by Local Labor Relations Committees	Central Labor Relations Committee	3,000

Practical Aspects of the Closed Shop and Its Applied Examples	Central Labor Relations Committee	3,000
Proceedings of the Second National Labor Relations Committee Liaison Conferences	Central Labor Relations Committee	3,000

Unions

Government Railway Workers' Union Labor Handbook	Government Railway Workers' Union	15,000
The New Wage Agreement and Grievance Machinery	All-Japan Federation of Coal Miners' Unions	-
Agenda of the Third National Convention; Report of the Third National Convention	Japan Miner's Union affiliated with General Federation of Japanese Trade Unions	-
Organization and Structure of Trade Union Movement	General Federation of Japanese Trade Unions	-

Employers

On Unlawful Aspects of Production Control	Kanto Employers' Association	5,000
The Truth About the Toho Case	Japan Federation of Employers' Associations	3,000

Private

GHQ's Guiding Principles for Trade Unions	Itagaki Publishing Company	6,000
The Reality of Trade Unionism	Matsuta Hosoya	10,000
Labor-Management Dispute Concerning Improvement of Labor Laws	Hagizawa Kimihiko; National Congress of Industrial Unions' Democratization League	5,000
Taft Hartley Law; Will It Destroy Labor?	J. MacSwizard	-
Collective Bargaining in American Labor-Management Relations	Kiyotaka Yoneda	3,000

WAGES AND WORKING CONDITIONS

Wages

32. According to the Cabinet Bureau of Statistics' monthly wage survey, average monthly cash wages in May were as shown in the following table.

AVERAGE MONTHLY MONEY PAYMENTS 1/ BY INDUSTRY
May 1948

INDUSTRY	TOTAL WAGES 2/	MALE 3/	FEMALE 3/
ALL MANUFACTURING	¥ 3,667	¥ 4,311	¥ 2,047
Metallurgy	4,530	4,760	2,505
Machines and tools	3,925	4,187	2,273
Chemicals	3,662	4,293	2,016
Ceramics	3,828	4,358	2,073
Textiles	2,438	4,732	1,901
Lumbering and woodworking	2,774	3,029	1,561
Foodstuffs	3,661	4,304	1,983
Printing and bookbinding	4,397	5,209	2,753
Other	2,736	3,227	1,858
GAS, ELECTRICITY AND WATER SUPPLY	5,108	5,322	2,691
COAL MINING	5,290	5,693	2,360
METAL MINING	3,193	3,456	1,554
TRANSPORTATION	4,979	5,230	3,430
COMMERCE	4,136	5,670	2,407

1/ Includes all cash money payments which consist of base pay, production bonuses, overtime, differentials, piece rates, family and dependency allowances, all cost-of-living allowances and all periodic or special bonuses paid during the month.
2/ Includes staff and labor, male and female.
3/ Includes staff and labor.

SOURCE: Cabinet Bureau of Statistics

Labor Standards

33. Preliminary reports from 45 labor standards offices on inspections made in May in compliance with the Labor Standards Law noted 15,322 inspections in establishments employing 1,021,336 workers. Of these 14,592 were routine and 730 complaint inspections. Most of the inspections were in establishments employing fewer than 100 workers. Of 42,399 violations of various types found, more than half involved non-compliance with provisions for keeping records and reporting regulations, 10,278 involved provisions relating to working hours, overtime, recess, rest days and other working time provisions. A total of 5,119 were violations of Chapter VI of the law dealing with employment provisions for women and minors. More than half of these violations involved failure to keep age certificates on file for minors under 18 years. Violations of safety and sanitation provisions totaled 4,362.

Restitution of back wages amounting to ¥31,519,259 was made in 712 cases. A total of ¥22,059,844 was paid for overtime and night work differentials, ¥6,319,424 was paid for wages withheld and ¥921,064 was paid in lieu of dismissal notices. In nine cases restitution of ¥920,730 was made for violation of the regulations dealing with equal wages to men and women for equal work.

In a number of cases involving safety and sanitation regulations employers were granted additional time to comply with the law if they were unable to obtain materials to make the required changes. Twelve cases in six prefectures were referred to the procurators' offices for judicial action.

34. The Labor Standards Law's apprenticeship ordinance of October 1947 was amended 30 June to: (1) broaden the list of apprenticeable occupations and (2) permit minors between the ages of 15 and 18 and women who are subject to the provisions of certain hazardous occupation regulations to be employed as apprentices under specified safeguards. A ministerial regulation was also issued outlining study courses for apprentices in 12 occupations.

35. To clarify enforcement procedures relating to Article 2 of the Labor Standards Law, inspectors were instructed 6 July that it was not their duty to enforce collective bargaining agreements except where failure to comply with the agreement constituted a violation of other provisions of the Law.

National Safety Week

36. The period of 1-7 July was proclaimed by the Ministry of Labor as National Safety Week during which the Japanese Government was permitted to fly the national flag together with the special safety flag. The week was publicized by newspaper editorials, radio programs, lectures and by special inspections urging employers and workers to safeguard workers' lives and health and to increase production.

37. A cabinet order was issued 10 July empowering local labor standards offices to administer matters pertaining to insurance benefit payments under the Workmen's Compensation Law.

Workmen's Compensation Insurance

38. Revised cumulative reports on the operation of the Workmen's Compensation Insurance Law showed that by 30 April 121,259 employers had applied for coverage and paid ¥504,419,719 in premiums. Of this number 7,202 applications were made in April and ¥86,439,408 were paid in premiums.

Since the program began benefits amounting to ¥244,613,206 have been paid to 85,759 workers. The number of persons to whom benefits were paid for the first time totaled 30,453 in April.

The largest benefit payments since the workmen's compensation program began, totaling ¥15,598,580 in death benefits and ¥3,935,915 in funeral expenses, were made to families of 62 miners killed in an explosion at the Mitsubishi Coal Mine in Fukuoka Prefecture. The payments were completed five days after the accidents occurred.

Seamen's Bureau

39. A cabinet order was issued 16 July setting forth the authority of the Ministry of Transportation to establish port areas different from those specified in the Port Area Law for the purpose of administering the Seamen's Law. After consultation with the Seamen's Labor Standards Advisory Committee, required by the order, 23 port areas were designated.

EMPLOYMENT AND UNEMPLOYMENT

Employment Security System

40. Day labor offices were discontinued as of 1 July. Their recruitment and referral functions and some personnel were transferred to the nearest public employment security offices and the remainder of the personnel was transferred to the Special Procurement Board which on 1 April had assumed functions of paying and issuing rations to Occupation Forces workers.

41. In line with cabinet action to reduce the number of branch and local offices of national administrative agencies, the Employment Security Bureau postponed indefinitely plans to establish branch offices of the Employment Security Bureau.

42. To eliminate the traditional practice of local government agencies' accepting contributions from employers or private organizations for construction and maintenance of buildings for government operations, the Employment Security Bureau directed discontinuance of such contributions. If capital is required for constructing a new building, private sources will be permitted to finance the building with the stipulation that the Employment Security Bureau will amortize the cost by monthly payments over a 10-year period. At the end of this time title will be transferred to the Government.

43. The Employment Security Bureau sent two officials to Fukui Prefecture after the earthquake to set up temporary quarters to pay unemployment compensation to workers whose unemployment was a result of damaged work facilities.

Labor Supply Projects

44. The Diet on 29 June passed an amendment to the Employment Security Law providing for prosecution of enterprisers or persons using labor obtained from illegal labor suppliers and giving the Ministry of Labor the right to inspect establishments for enforcement of this provision.

Coal Mine Employment

45. Despite the cabinet ordinance of 22 May freezing coal mine employment at the 30 April level for six months, employment increased from 470,263 at the end of April to 476,326 at the end of May. Of these 249,391 were underground workers and 226,935 were surface workers. Women workers in coal mines numbered 63,954. The Coal Board, responsible for enforcing the Cabinet ordinance, began investigations to determine whether this increase was justified and, if not justified, to determine how employment could be reduced to the authorized figure.

Textile Employment

46. Employment in the major spinning and weaving mills increased from 648,477 in April to 649,205 in May. Of this number 494,120 were women. Employment in the silk reeling industry at the end of May decreased to 87,856 persons of whom 75,944 were women.

The use of private recruiting agents by textile companies was greatly curtailed 1 July as the result of an order from the Ministry of Labor implementing Article 39 of the Employment Security Law, requiring full use of available local labor before recruiting further afield.

Vocational Training

47. Under the new program operated by prefectural governments from subsidies provided by the national government, 12,660 persons attended 407 vocational training centers during April. Total trainee capacity of the training centers was 20,755.

Unemployment Insurance

48. The Employment Security Bureau issued instructions to prefectural offices governing policy and procedure for attachment of property and for prosecution of employers delinquent in payment of unemployment insurance premiums. The first prosecution occurred in Yamanashi Prefecture when an employer refused to pay the government premiums already deducted from the workers' pay.

49. A cabinet order issued in July stated procedures under which workers could appeal for hearings concerning unemployment compensation benefits. Another cabinet order transferred 859 authorized positions from local to prefectural offices. This action was taken because premium collection required more personnel than anticipated while benefit payment operations required less.

50. Six auditors appointed to the Unemployment Insurance Section of the Employment Security Bureau to supervise the prefectural offices in the collection of unemployment insurance premiums were given additional training in July. Field auditors were selected and appointed in most prefectures to check on employer liability and determine coverage and accuracy of premium payment reports.

PUBLIC WORKS

51. The annual budget for public works passed by the Diet for the fiscal year 1948-49 totaled ¥43,500,000,000 and was distributed among the various projects as follows:

	Yen
River improvement (flood control and irrigation)	10,415,079,000
Agriculture (land reclamation, drainage, settlers' housing, etc.)	10,144,569,000
School construction and rehabilitation	5,748,230,000
Ports (improvement of commercial harbors, piers, breakwaters, unloading facilities, etc.)	3,198,132,000
Housing construction	3,095,850,000
Roads	1,955,058,000
Forestry (access roads, reforestation, afforestation, etc.)	1,916,322,000
City planning (reconstruction of war-damaged cities)	1,378,696,000
Reserve (to be used in case of disaster or applied to the program as a whole in the event of future cost increases)	1,373,294,000
Government office construction	1,158,172,000
Court and prison construction	866,483,000
Employment programs (unemployment counter-measures and industrial cooperatives)	592,464,000

Fishery (fishing harbor improvement, warehousing and unloading facilities, etc.)	565,551,000
Erosion control, rivers	530,733,000
Administrative expenses	458,579,000
Welfare facilities construction	89,114,000
Industrial construction (water supply in joban coal mine area)	13,674,000

Expenditures appropriated and expended for public works projects in the interim budgets for April, May and June are included in the above figures.

Approximately ¥700,000,000 was allocated from public works funds for the second quarter to rebuild public facilities in Fukui Prefecture damaged by the earthquake.

ADMINISTRATION

Personnel Changes

52. Keiichi Yoshitake, Vice-minister of Labor and former chief of the Labor Administration Bureau under the Ministry of Welfare, resigned 10 July to run for election to the Diet. Mitoru Eguchi, director of the Labor Standards Bureau, was tentatively appointed as Vice-minister and Hirosaku Teramoto, chief of the Inspection Section of the Labor Standards Bureau, replaced him as director.

Yoshio Kaneko, chief of the Wage Section of the Labor Standards Bureau, was appointed director of the Bureau of Labor Statistics and Research after serving as the bureau's acting chief since January 1948.

Women's and Minors' Bureau

53. Instructions were issued to field representatives of the Women's and Minors' Bureau clarifying the difference between their organizational functions and those of the Labor Standards Office inspectors. The instructions restated that the Women's and Minors' Bureau was not a law-enforcing agency while the Labor Standards Bureau did enforce law. Duties of field representatives with regard to the Labor Standards Law consisted of:

(1) Dissemination of information about the Law.

(2) Review of Labor Standards Office inspectors' resports to determine extent of enforcement of the Law.

(3) Referral to the Labor Standards Bureau of violations reported to the field representatives. In such cases the representatives may request immediate action by the labor standards offices. Representatives have the responsibility of checking inspectors' reports to ascertain that proper corrective steps have been taken.

54. The first meeting of the Advisory Committee to the Women's and Minors' Bureau, held 21 June, was largely procedural. The Advisory Committee divided itself into three subcommittees on problems of women workers, minor workers, and women in general.

55. Instructions were issued to the field representatives of the Women's and Minors' Bureau to submit a monthly report, beginning in July, with the first reports consisting of simple descriptions of their activities.

LABOR DIVISION REPORT FOR MONTH OF JUNE 1948

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GENERAL

1. Activities of labor organizations during the month reflected growing struggle for balance of power between the right and left wings of the labor movement and a move towards strengthening of top control in the unions.

Labor relations continued calm during June as unions negotiated for increased wages and discussed grievance machinery which had become a major issue in labor relations in the recent months. Unions viewed inclusion of grievance machinery in collective bargaining agreements with skepticism, major employer organizations expressed themselves in favor of it, and members of labor relations committees while considering it desirable deemed it unnecessary under existing labor relations machinery.

Organization of new labor unions continued to be very low as most major industries were already organized and a large number of small unions were dissolving and reorganizing or affiliating with larger and more definite groups. At the end of April labor unions numbered 31,075 with 6,553,816 members. New unions formed in April numbered 1,088 with 109,655 members while 252 unions with 48,822 members dissolved.

While the Government discussed wage stabilization and set the new wage level of ¥3,700 on which the 23 June price revisions were based, government workers presented demands for a net monthly average wage of ¥5,200 and wage settlements in leading industries reached through collective bargaining were substantially higher.

LABOR AND EMPLOYER ORGANIZATIONS

2. Activities of labor organizations during the month reflected a growing struggle for power between the right and left wings of the labor movement and a move towards strengthening top control in the unions.

Organizational Activity

3. The Labor-Farmer Liaison Council, proposed to serve as a coordinating body between labor and farmer groups and the Diet, was inaugurated 9 June by some 50 representatives of 23 unions, including the NCIU Liaison Council of National and Local Government Workers' Unions, All-Japan Communications Workers' Union and the Government Railway Workers' Union, and some 40 Diet members belonging to various political parties.

The General Federation of Japanese Trade Unions and the Social Democratic Party, viewing the formation of the Council with disfavor from the beginning on grounds of disagreement over Diet representation, did not join, although Social Democratic Party members were permitted to participate as individuals. Later the Federation and the Party formed a liaison committee of their own.

4. The "Tokyo Council of Independent Labor Unions" was inaugurated 12 June to unite independent labor unions in the Tokyo area and

to keep them free from influence of political parties and the major federations. The council represented some 125,000 members of 67 varied independent labor unions in department stores, private railways, construction firms, other industries and newspapers including the Yomiuri and Mainichi. The objectives of the new organization are to advise its members on labor matters; to help unions from becoming company dominated; to extend labor education to unorganized groups; and to collect information on labor.

Anti-Communist and Democratization Movement

5. The first national convention of the NCIU Democratization League was held 12-13 June. Approximately 400 delegates from various NCIU affiliated unions and 100 observers from the General Federation of Japanese Trade Unions, Government Railway Workers' Union and other labor organizations attended. Jinsuke Mitsumura, central committee member of the All-Japan Communication Workers' Union, acted as chairman.

The convention centered around development of a program for democratization of the NCIU from within. To achieve this it was decided to establish League offices in conjunction with offices of the various participating unions and to concentrate on educational programs at working places. Communist fraction activities were opposed by the convention but the principle of free political affiliation of union members was recognized.

Union Conventions

6. The Government Railway Workers' Union's Central Executive Committee elections, held prior to the union's regular national convention, reflected a shift to the left. Etsuo Kato, leader of the right-wing faction, was re-elected chairman by the slight margin of 63-62. Ichizo Suzuki, Communist and left-wing leader of the Shimbashi local, was elected vice-chairman and Daikiichiro Kanamasa, Reformist, formerly referred to as a middle-of-the-road group, Kakushin Doshi-kai, became secretary-general. Yoshiro Iyi, leader of the 1 February 1947 abortive general strike, defeated in the preceding election, was again elected to the committee.

Left-wing influence was also reflected in the 1-4 June national convention's wage decisions. The convention voted in favor of a ¥5,100 new monthly average wage and cooperation with the Liaison Council of National and Local Government Workers' Union to establish minimum wages. The decisions opposed the right-wing proposals of a ¥4,400 monthly average wage and maintenance of real wages rather than minimum wages. The right wing, however, won a point when the convention upheld the principle of job classification introduced in conjunction with the ¥2,920 wage scale. The convention also backed the right wing in supporting the policy against regional or local strikes without headquarters sanction. Other major decisions were:

(1) To raise retirement allowances by a formula which would give a worker of 55, retiring after 35 years of service, ¥300,000 exclusive of taxes.

(2) To oppose grievance machinery and increase in rail fares.

(3) To cooperate with the Liaison Council of National and Local Government Workers' Unions on demands for marriage allowances.

(4) To increase dues from ¥20 per month to ¥40.

The convention also approved establishment of a Central Strife Committee to conduct collective bargaining negotiations in place of the

retiring Central Struggle and Strife Committee. The new committee, formed 15 June, was composed of 50 members of whom 40 were central committee members and 10 were elected from the regional chapters. The political lineup of the committee was 24 Democratization Leaguers and 26 Communists and Reformists, thereby giving the latter group a small balance of power.

7. The All-Japan Electric Power Workers' Union in its second national convention held 27-30 May elected a new Central Executive Committee and planned its reorganization. The new committee took over the functions of the Central Strike Committee which negotiated and directed disputes activities. Under the new setup the Central Executive Committee will make basic decisions with regard to disputes and the actual negotiations will be carried out by a subcommittee of 33 members. Politically the Executive Committee, despite the minority status of Communists in the union, was composed of 45 Communists and seven sympathizers, 17 neutrals who more frequently sided with the left wing, and 58 anti-Communists. Three of the five top officials elected were Communists or sympathetic to their cause.

The union program adopted by the convention called for:

(1) Establishment of a minimum wage based on a sliding scale.

(2) Unification of the electric power industry.

(3) Opposition to increases of electric power rates and the establishment of a consumers' tax on electricity.

(4) Removal of officials in the industry who have attempted to abolish management-labor agreements under the pretext of enforcement of the Economic Decentralization Law.

8. The All-Japan Teachers' Union at its national convention 31 May - 1 June adopted a resolution calling for establishment of a minimum wage system but failed to agree whether to support the proposed ¥5,200 wage standard as adopted by the Liaison Council of National and Local Government Workers' Unions or the ¥4,400 proposed at the convention. The union referred the issue to the central committee for further study.

9. The fourth general conference of the Women's Section of the All-Japan Communications Workers' Union was held 3-4 June and attended by approximately 150 representatives from the Women's Sections of the local communication workers' unions. The conference agreed on a policy which included the following points: (1) establishment of a minimum wage with classification of job not considered; (2) immediate establishment of marriage allowances; (3) opposition to high prices, taxes and the present government; and (4) unification of the labor movement.

Employer Organizations

10. The Japan Federation of Employers' Associations decided to work in cooperation with other employer organizations on recommendations for revision of labor laws and a concrete plan for wage stabilization under discussion in government circles. Supporting the Toho Studio in its right to discharge surplus workers, the Federation submitted a resolution to the Government upholding managerial rights of employers along with labor's rights. The federation also suggested certain revisions in the proposed Enterprisers' Associations Bill, pending before the Diet, in order to keep industry and labor at equal bargaining strength.

11. Employer associations also discussed formulation of a policy on grievance machinery and advocated arbitration of wage disputes and other issues. Unions expressed opposition to arbitration of wage disputes.

Membership in the ILO

12. In response to the petition from the Government to SCAP 26 May to permit Japanese observers to attend the ILO conference in the United States and possible early reaffiliation of Japan with the ILO, SCAP made no objection to the Government's taking such steps at the earliest possible time consistent with existing circumstances. However, since the conference had already convened there was not sufficient time to clarify the attitude of the ILO and arrange for travel of the Japanese technical advisers.

Labor Lawyer Associations

13. A Labor Law Institute (Rodo Ho Kenkyo Kai) was inaugurated 29 May to study labor laws and to make analyses of judicial precedents regarding labor problems. The institute was organized by young lawyers, jurists and professors of Tokyo, Keio, Waseda, Meiji and St. Paul's universities. The institute, a nonpartisan group, is the third group of labor lawyers organized during recent months. Of the other groups the Labor Lawyers' Association is primarily interested in management problems and the Liberal Lawyers' Association sides with the leftist unions.

Labor Union Statistics

14. Organization of new labor unions continued at a low rate. Most major industries were already organized and a large number of small unions were dissolving and reorganizing or affiliating with larger groups. On 31 April labor unions numbered 31,075 with 6,553,816 members, including 40 seamen's unions with 102,756 members. New unions formed in April numbered 1,088 with 109,655 members while 252 unions with 48,822 members dissolved. See following table for details.

LABOR UNIONS BY INDUSTRY AND SI[illegible] 1/
(30 April 1948)

INDUSTRY	NUMBER	MEMBERSHIP 3/ Men	Women	Total 2/
TOTAL	31,075	4,981,490	1,453,857	6,553,816
AGRICULTURE	131	6,378	1,454	7,832
FORESTRY	471	50,722	5,422	56,144
FISHING	151	24,907	2,052	26,959
MINING	1,247	469,646	75,218	544,864
Coal	945	409,563	64,156	473,719
Other	302	60,083	11,062	71,145
CONSTRUCTION	1,464	395,466	20,350	415,816
MANUFACTURING	12,455	1,529,431	629,025	2,158,456
Metal	1,293	232,329	38,861	271,190
Machinery	3,697	615,477	123,910	739,387
Chemicals	1,986	267,470	97,253	364,723
Ceramics	515	56,015	19,692	75,707
Textiles	1,246	99,944	264,626	364,570
Lumber and woodworking	1,809	100,653	25,370	126,023
Foodstuffs	914	64,135	29,698	93,833
Printing and bookbinding	335	27,303	12,457	39,760
Other	379	21,787	13,705	35,492
Repair services	281	44,318	3,453	47,771
GAS, ELECTRICITY AND WATER SUPPLY	637	118,702	13,044	132,185
COMMERCE	889	125,131	38,384	163,515
Wholesale trades	192	19,462	5,565	25,027
Retail trades	305	30,643	17,374	48,017
Other	392	75,026	15,445	90,471
FINANCE	651	105,162	77,403	182,565
TRANSPORTATION AND COMMUNICATION	4,465	1,162,422	194,418	1,472,236
Land transportation	2,676	780,812	73,165	949,908
Longshoremen	251	39,622	4,975	44,597
Communications	1,498	239,232	116,278	374,975
Seamen	40	102,756		102,756
SERVICE PROFESSIONS	316	24,858	14,605	39,463
Amusement and recreation	161	8,947	6,867	15,814
Advertising and publicity	9	3,505	939	4,444
Other	146	12,406	6,799	19,205
LIBERAL PROFESSIONS	2,816	348,726	221,983	573,266
Education	1,493	287,425	175,702	465,674
Other	1,323	61,301	46,281	107,592
GOVERNMENT AND PUBLIC ORGANIZATIONS	4,977	447,904	131,303	579,284
NOT ELSEWHERE CLASSIFIED	405	172,035	29,196	201,231
Occupation force workers	280	96,340	18,274	114,614
Other	125	75,695	10,922	86,617

1/ Unions reported registered exclusive of unions reported discontinued.

2/ Totals include following figures for which no sex breakdown was available: TOTAL 118,469; GAS, ELECTRICITY AND WATER SUPPLY 439; TRANSPORTATION AND COMMUNICATION 115,396, Land transportation 95,931, Communications 19,465; LIBERAL PROFESSIONS 2,567, Education 2,547, Other 10; GOVERNMENT AND PUBLIC ORGANIZATIONS 77.

3/ April 1948 figures adjusted on basis of 31 December 1947 survey and membership of the All-Japan Seamen's Union with 40 locals and 102,756 members added.

SOURCE: Ministry of Labor

LABOR RELATIONS

15. Labor relations remained calm during June as unions negotiated for increased wages and discussed grievance machinery which was a major issue in labor relations in previous months. Unions viewed inclusion of grievance machinery in collective bargaining agreements with skepticism while major employer organizations expressed themselves in favor of it. Members of labor relations committees, while considering grievance machinery desirable, deemed it unnecessary under existing labor relations procedure.

Coal Industry

16. The two coal miners' union organizations at their national conventions ratified the grievance machinery clauses included in the national wage agreement. The All-Japan Coal Industry Labor Union accepted the clause by a vote of 73-40 and the All-Japan Federation of Coal Miners' Unions accepted it unanimously.

Government Railways

17. Several Government Railway Workers' Union locals in the Tokyo-Yokohama area went on 24-hour strikes at the beginning of the month following a breakdown in negotiations over payment of special area allowances. The strikes were in defiance of the national leadership in the union and contrary to the national convention's opposition to local disputes without headquarters sanction. A strike scheduled for 11 June was called off when the Kanagawa Prefectural Labor Relations Committee rendered a provisional ruling that area allowances be granted. Since there were special conditions bearing on other locals, the case was entrusted to the Central Labor Relations Committee for final settlement.

Private Railways

18. The mediation award rendered by the Central Labor Relations Committee 8 June in the wage dispute between the Federation of Private Railway Workers' Unions and the Private Railway Employers' Association provided for a monthly base wage of ¥ 3,923 for railway workers in small cities and towns with adjustments by local bargaining for other areas. Agreements were reached by most companies at the end of the month on the area differentials based on the new wage scale. Pending the award by the CLRC only a few 24-hour work stoppages were carried on although many were threatened.

19. The dispute over wages and reorganization plan at the All-Japan Express Company was settled 18 June through conciliation by the CLRC. The union accepted a plan providing for a base wage of ¥ 4,854 retroactive to 1 April, an efficiency allowance of ¥ 600 and doubled supervisory allowances. It was agreed that the question of the company's reorganization plan be submitted directly to the Holding Company Liquidation Commission for decision. During June the union had engaged in one nation-wide 24-hour strike and in two 24-hour regional strikes.

Production Control

20. The 10 union leaders tried on charges of violating property rights while engaging in production control tactics at the Aikodo Printing Company were convicted in June and put on two years' probation for infliction of injuries, trespassing, obstruction of business and interference with property rights. During the trial the defense claimed that production control was a legal dispute tactic under Article I of the Trade Union Law and Article 35 of the Criminal Law, but the court ruled that dispute tactics infringing on private property rights constituted a violation of the Constitution. Upon release they returned to the plant and resumed production control.

Other Disputes and Negotiations

21. The Toho Studio continued its program of discharging employees and on 5 June, announced that its personnel was reduced by a total of 1,019 employees, including those who voluntarily resigned. On 1 June the company completely closed down its Kinuta studio where the main dispute with workers was going on but the workers continued to occupy the premises with no police interference until the Tokyo District Court issued an order for which the company had filed. Negotiations between management and the union were resumed later.

Members of the union continued to conduct a vigorous and extensive publicity campaign to enlist public support through "publicity action units" while money was contributed by sympathizing organizations. On the other side, some 30 leading shareholders of the company requested that Toho stop film production and close down the studios to improve the company's financial status.

Strikes were staged by five of the company's movie houses in Tokyo in protest against the refusal to meet in full the demands that wage allowances be paid for cost-of-living and that the Kinuta studio be reopened. The Chubu chapter went on strike demanding joint conferences on discharges and reshuffles.

22. In the case of Buddhism versus unionism, the Kyoto Labor Relations Committee ruled that the transfer of seven priests of the Nishi Honganji Temple to branch temples because of their attempt to organize a priests' union constituted a violation of Article 11 of the Trade Union Law.

Disputes Statistics

23. In April 221,396 workers were involved in 79 labor disputes accompanied by work stoppages and work disruptions, compared with the March figure of 937,171 persons involved in 98 cases. In addition 2,062,887 workers were involved in 84 other labor relations cases not accompanied by work stoppages, where negotiations broke down and a third party intervened to assist in settlement. This increase over March's 1,439,254 workers involved in 96 cases was due primarily to local disputes in government and private railways.

Almost all of the 285,669 man-days of idleness were due to one-day work stoppages by the All-Japan Coal Industry Workers' Union, by government employees and by workers in the Tokyo express and electric power companies in Kanagawa Prefecture. See following table for details.

DISPUTES OCCURRING DURING APRIL 1948 AND MAN-DAYS IDLE

ITEM	BEGINNING DURING THE MONTH		CARRIED OVER FROM THE PRECEDING MONTH		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
DISPUTES						
TOTAL	**80**	**428,083**	**83**	**1,856,200**	**163**	**2,284,283**
ACCOMPANIED BY ACT OF DISPUTE	47	212,925	32	8,471	79	221,396
Strikes	35	203,123	5	540	40	203,663
Lock-outs	5	352	4	127	9	479
Slow-downs	5	7,449	8	6,126	13	13,575
Production control	2	2.001	15	1,678	17	3,679
NOT ACCOMPANIED BY ACT OF DISPUTE 1/	33	215,158	51	1,847,729	84	2,062,887
MAN-DAYS						
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS 2/	—	--	—	--	285,669	204,142

1/ Includes disputes where negotiations have broken down and a third party has intervened to assist in adjustment.
2/ Assumes a 6-day work-week.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING APRIL 1948 BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY ACT OF DISPUTE		TOTAL	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	**79**	**221,396**	**84**	**2,062,887**	**163**	**2,284,283**
MANUFACTURING	56	64,633	51	43,871	107	108,504
MINING	12	134,689	8	183,121	20	317,810
TRANSPORTATION AND COMMUNICATION	4	20,622	6	1,008,308	10	1,028,930
EDUCATION AND LIBERAL PROFESSIONS	2	1,200	8	817,695	10	818,895
ALL OTHER 1/	5	252	11	9,892	16	10,144

1/ Includes AGRICULTURE, MANUFACTURED PRODUCTS, COMMERCE and OTHER.

SOURCE: Ministry of Labor