DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

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THE LABOR LETTER
OF
LABOR DIVISION
ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 12 31 AUGUST 1949

SCHOOL WORKSHOPS

It is the practice of many secondary schools, colleges and universities to operate workshops during school hours as part of their vocational training curriculum, and outside of school hours as a means of financial aid to students as well as to supplement their vocational education.

To prevent the exploitation of students participating in workshops outside of school hours, the responsible Bureaus of the Education Ministry and the Labor Standards Bureau of the Labor Ministry have issued instructions dated 11 August 1949 to the heads of secondary schools, colleges and universities, prefectural governors and prefectural Boards of Education advising them of the application of the Labor Standards Law and the Workmen's Accident Compensation Insurance Law to such workshops.

The instructions define the terms "extra-curriculum production school workshop" and "extra-curriculum time" and designate the heads of schools as employers having the same responsibilities as other employers in the observance of applicable laws. The instructions include some of the most pertinent provisions of the Labor Standards Law and the Workmen's Accident Compensation Insurance Law with regard to hours of work, minimum age, midnight labor, accident compensation, etc. Criteria are outlined in administering payment to students and distribution of profit, with the provision that students shall be paid on the basis of prevailing rates for similar types of work in the area.

NEGOTIATIONS IN THE COAL INDUSTRY

Negotiations for a new labor agreement in the coal industry are now proceeding at both the national and local levels.

On the national level the negotiations are between Tanro, the Coal Miners' Federation, and Remmei, the Coal Operators League; at the local level between the individual unions of Tanro and either the individual mine or the mine company.

The negotiations at the national level are concerned with the broad terms of a working agreement; at the local level they are concerned primarily with wages.

The recent meeting of the Central Executive Committee of Tanro voted heavily in favor of local negotiations on wages. On the recommendation of ESS/LAB, however, the national body decided that no agreement on wages reached locally shall be valid unless approved by the national union and countersigned by the national chairman. The operators are at present opposed to such an arrangement, but inasmuch as this is a matter of internal union policy, the employers objections to it should not be considered as valid.

The negotiations, insofar as wages are concerned, are to set a standard of efficiency and an average standard wage at each mine or mine company, effective as of 1 July 1949. The wages for April, May and June have been largely settled through the application of a conciliation plan proposed by the Central Labor Relations Committee and accepted by both sides. By this plan, the wage issue was transferred to the local level. Wherever direct negotiations failed, the question of wages, according to the plan was to be submitted to a tripartite committee consisting of one representative each of labor, the employer and the

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Labor Relations Committee, with a representative of the Coal Board acting in a consultant capacity. Accurate statistics are not available concerning the settlement of the April to June wage, but it is known that this issue has been settled in the great majority of mines and that the tripartite committee arbitrated in a number of them.

The most important issues in the national negotiations is Tanro's demand for sole recognition and the union shop. The union is considered justified in both these demands. The inclusion of sole bargaining rights and the union shop in a national agreement would strengthen the hands of the present union leadership in its struggle against the Communists. At the present time, however, Rommei, though acknowledging this fact, opposes both clauses. The League, beset by many internal dissensions and conflicts has found it difficult to adopt a long range policy despite the known progressive beliefs of some of its officers. In its struggle against the union, the League in April demanded an end to national bargaining and a transfer of the wage question to the local level. Now that certain operators find themselves liable to pay higher wages, as a result of local bargaining, than would have prevailed had they agreed to a national average wage and standard of efficiency, they are again leaning toward national bargaining. The union, however, themselves adopted local or regional bargaining as a policy under the pressure of the operators and is not expected to change its position.

VIEWS OF DENSAN'S RANK AND FILE

At meetings held recently throughout the Tohoku and Kanto regions by an ESS/LAB representative, the rank and file members of local Densan unions expressed the following views and attitudes:

a. Settlement of the retirement allowance issue was their most immediate concern. Members are somewhat uncertain as to the desirability of their demand for a one-time lump sum retirement allowance and repeatedly requested information on the kind of retirement pay workers receive in other countries, particularly the United States.

b. Local unions will probably accept whatever settlement on the retirement allowance is agreed upon by the National Union's Central Executive Committee as well as any settlement on the demand for a ¥2,000 monthly wage increase and ¥500 family allowance per dependent (the two latter demands are now under consideration by the Central Labor Relations Board).

c. Rejuvenation of electric industry equipment is of prime importance with emphasis on safer equipment, and the Labor Standards Law cannot be fully enforced, as it relates to them, until better equipment is secured.

d. Opposition to any break-down of the electric industry into independent regional companies, because of the union reorganizational problems it would create.

e. Power rates are too low and should be increased to allow for increased wages and new equipment.

Communist influence and membership varies from union to union but is generally strongest in the local unions somewhat distant from Civil Affairs Teams and Local Japanese Government Labor Policy offices. The heaviest Communist influence was evident in Fukushima Prefecture (almost 100% of membership in the Lake Inawashiro area where 27 hydro-electric generating stations produce 7% of the power produced in Japan). Kanagawa and Gumma prefectures also showed heavy Communist influence. In the other prefectures visited most of the union officials were Communist but it is believed they were elected simply because of the pressure tactics of an aggressive minority. Densan office workers are responsible for most of the recent anti-communist activity in the union.

PROJECTED REORGANIZATION OF CONSTRUCTION INDUSTRY UNIONS

Construction industry workers are making progress in their plans to reorganize their entire union structure along craft lines similar to the structure of the American Federation of Labor. The plan presently provides for:

a. A national council resembling the American Federation of Labor Building Trades Council and composed of representatives from national craft union

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affiliates, to act as a policy making body.

b. A national union for each craft which will grant charters to local unions upon their compliance with previously established constitutional requirements of the national union.

c. Local Construction Trades Councils, composed of local unions, which will act as negotiating bodies in establishing labor agreements on a closed shop basis..

d. A uniform wage structure for each craft.

e. The setting up of uniform craftsmanship standards and an apprenticeship system.

It is expected that these craft unions will constitutionally forswear official union political activity and affiliation, make no political donations from union funds and prohibit the acceptance of any funds from political party sources for union activities.

KANDABASHI TRAINING SESSIONS

The Labor Ministry has set up a ten-day training course for PESO managers and supervisors in detailed operational procedures at the Kandabashi Public Employment Security Office which, since its establishment a year ago, has been a testing ground for developing new policies and procedures for PESOs. The first group of ten managers and supervisors from adjacent prefectures began a 10-day training session on 22 August and it is planned that 53 office managers and 48 supervisors will be trained in the ensuing seven months. Each group often will be divided into five two-man teams and will actually work a full day in each unit of Kandabashi making employer visits, interviewing applicants, receiving job applications and unemployment insurance claims and making job placements. It is felt that through this method of on-the-job work, study and observation, rather than through lectures to the entire group, PESO managers and supervisors will obtain more valuable training and a clearer picture of the minute operations on which the overall success of Kandabashi as a public employment office is based.

WORKMEN'S ACCIDENT INSURANCE

Of the total 235,000 contributing employers as of 30 June, 8,000 had joined voluntarily. The June increase in covered employers was 2,600 (of whom 400 joined voluntarily) compared with a previous average monthly increase of 10,000. The current slower rate of increase is due to the fact that most employers who are liable under the law have already been covered. Most of the newly covered employers own small enterprises each of which employs ten or fewer workers. The inclusion of these newly covered workers has apparently been more than offset by recent layoffs as evidenced by the almost stationary total of 6,447,000 workers now covered by the accident insurance fund.

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DISPUTES OCCURRING DURING JULY 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved
TOTAL	49	32,413	199	314,477
Strikes	13	27,690	29	49,709
Other Work Disruptions	7	670	16	3,129
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT	29	4,053	154	261,639
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS			120,933	50,988

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTE TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	45	52,838	154	261,639	199	314,477
MINING	8	19,148	10	1,703	18	20,851
CONSTRUCTION	1	37	1	100	2	137
MANUFACTURING	33	33,275	112	66,047	145	99,322
GAS, ELECTRICITY AND WATER SUPPLY	—	—	1	146,027	1	146,027
TRANSPORTATION AND COMMUNICATION	2	298	14	37,742	16	38,040
EDUCATION	—	—	2	24	2	24
ALL OTHER 3/	1	80	14	9,996	15	10,076

1/ Includes disputes beginning during the month and those carried over from the preceding month.
2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.
3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, COMMERCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS AND NOT ELSEWHERE CLASSIFIED.

Ministry of Labor.

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WAGES IN JULY 1949

INDUSTRY	ALL EMPLOYEES		MALE	FEMALE
	Yen	Percent Change April over March		
ALL MANUFACTURING	8,270	5%	9,690	4,230

(Figures for COAL MINING and METAL MINING not available)

SOURCE: Cabinet Bureau of Statistics

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AVERAGE FAMILY EXPENDITURES IN JULY 1949

	Yen Per Family Per Month
TOTAL	11,826
Food	7,461
Clothing	1,367
Other	2,087

WORKMEN'S COMPENSATION INSURANCE
June 1949

Total number receiving benefits	46,816
Number receiving benefits for first time	32,700
Amount of benefits	¥ 246,451,591
Number of appeals	28
Employers covered (May 232,720)	235,336
Employees covered	6,598,013
Premium payments	¥ 453,239,183
Number of attachments due to premium delinquency	36

UNEMPLOYMENT INSURANCE
June 1949

Average weekly number of persons drawing benefits (May 85,811)	121,140
Applications for benefits (May 38,548)	50,178
Initial claims allowed	47,961
Waiting period claims	39,238
Claimants paid for first time	35,704
Number of employers who paid premiums (May 100,021)	91,579
Premiums collected (May ¥602,060,216)	¥ 565,671,125
Cumulative delinquency from November 1947 to June 1949 (an increase of ¥199,354,432 in June)	¥1,242,462,447
Number of attachments due to premium delinquency	263

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The LABOR LETTER

OF

LABOR DIVISION

ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 11 31 JULY 1949

PESO ITINERANT SERVICES

Public Employment Security Offices are now instituting an itinerant system offering PESO services in towns and areas from which established PESOs are not easily accessible. An experienced PESO interviewer will visit (usually bi-monthly) designated towns distant from established PESOs to transact PESO business for one day. Great care should be exercised by local PESOs and prefectural officials in selecting the towns to receive itinerant service so that only those with a continuing need therefor are chosen. Experience indicates the danger that such points may be designated merely on the basis of short-term conditions.

It is very important that the time of the itinerant interviewer's visit become widely known and that people have confidence that they will unfailingly be able to find the itinerant interviewers at the appointed place. This is possible only if the schedule is so well made initially that it can remain the same for a long period of time.

UNEMPLOYMENT TRENDS AS REFLECTED IN UNEMPLOYMENT INSURANCE BENEFIT PAYMENTS

The continuing impact of rationalization resulting from the economic stabilization policies is being reflected in a rising trend of unemployment. This is particularly noticeable in relation to unemployment insurance. Claims volume has risen sharply in each month since the beginning of the year. In June initial claims increased by 30% over May, while the total weeks of unemployment for which compensation was paid increased by 40%, to total 399,002. The corresponding January total was 124,425 unemployment weeks compensated. The seven major prefectures account for more than 43% of the initial claims in June but only 34% of the total weeks compensated, indicating that new claimants are appearing in relatively larger numbers in the larger metropolitan areas. The 137,138 weeks compensated in the seven major prefectures in June represent a 350% increase over the corresponding figure for January 1949.

The Women's and Minors' Bureau has been working with the Employment Security Bureau's Unemployment Policy Section and the Economic Stabilization Board to ensure proper consideration of unemployed women workers in the administration of the Emergency Unemployment Counter-Measures Law. The Law provides that work relief projects to be established should be of the nature "which can absorb as many as possible of particular types of workers who become unemployed." The Women's and Minors' Bureau is recommending for consideration by the above agencies projects of economic value which are suitable for the employment of women.

PRISON LABOR

The Attorney General's Office and the Labor Ministry have completed preparation of an interim program which will permit some limited use of prison labor by private establishments. This is a necessary temporary expedient pending full implementation of Cabinet Order No. 21, dated 20 August 1948, which provides that prison labor shall not be used in private industry in competition with free workers. The lack of prison facilities and the

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present impossibility of using prisoners on government-use projects only make advisable this interim program until such time as government projects can be developed to utilize all employable prisoners. The Labor Ministry has agreed to this program with the proviso that the Attorney General's office shall ensure satisfactory progress toward the ultimate objective of the use of prisoners solely on government-use projects.

Necessary instructions will shortly be issued to the Prefectural Governors, Chiefs of Labor Standards Offices and Regional Prison Administration Offices by the Directors of the Employment Security and the Labor Standards Bureaus of the Labor Ministry and the Director of General Reform Bureau of the Board of Justice (Attorney General's Office). They will incorporate the following procedures and criteria in the use of prison labor by private and governmental agencies in activities outside the prison:

1. No prisoners are to be employed in any private establishment except where those jobs cannot be filled with unemployed workers. Prison labor may be employed in coal mines only when the government or a local public body is operating the mine.

2. Prison authorities shall secure verification from PESOs that the employment of prison labor in private establishments will not result in obstacles to the placement of unemployed workers.

3. Wage payments, working hours and other working conditions for prison labor shall be the same as those for private industry workers.

4. Any private enterprise desiring to employ prisoners shall submit for the approval of the Chief of the Labor Standards Inspection Office a written statement of the proposed wage rates for prisoners. The Chief will base his approval on the following standards:

a. Where wage rates have been officially published by the Labor Ministry, prisoners' wages shall be not less than such published wage rates for similar work in the area.

b. Where there are no officially published prevailing wage rates for jobs on which prisoners are to be employed, the Chief of the Labor Standards Inspection Office shall determine an appropriate wage for the particular jobs under consideration based on prevailing wage rates for similar or comparable work in the area.

(Prison authorities will report semi-annually to the government agencies concerned to insure that payments are being made to the Treasury (General Account) in conformity with approved wage rates. Where official prevailing wage rates have been revised or changes have occurred in general wage levels subsequent to the wage rates last approved for specified prison labor, the Chief of the Labor Standards Inspection Office shall inform the employer and prison concerned of such changes in order that the employer may apply to him for revision of the last approved wage rate.)

5. If PESO investigation reveals that job applicants can be employed in an establishment already employing prisoners, the PESO and the company shall replace those prisoners with job applicants before the expiration of any contract which may have been entered into between prison authorities and the particular employer. Such prisoners should be withdrawn systematically (taking into account the number of current unemployed) by fixing a target date for the withdrawals and avoiding wholesale withdrawal at one time.

6. When prisoners are to be employed on work not administered by the prison itself, it shall be the policy to place them on projects conducted by the Government or public bodies in preference to private industry. The Labor Ministry shall coordinate the employment of prisoners in such projects or enterprises.

7. Employment of prisoners in private or governmental establishments shall be carried out in close cooperation with the PESOs, Labor Standards Inspection Offices and prison authorities.

8. When deemed necessary, PESO and Labor Standard Inspection Offices shall, after making arrangements with the prison authorities, inspect the actual labor conditions of the employed prisoners.

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EMPLOY THE PHYSICALLY HANDICAPPED WEEK

September 1 - 7 will be observed as "Employ the Physically Handicapped Week." The Labor Ministry is preparing special publicity and has requested prefectures to cooperate in local programs. The program for the week will include radio talks on the "Labor Hour," human interest stories in newspapers, conferences of employees, union and women groups, and distribution of appropriate pamphlets, posters, etc.

DISPUTES OCCURRING DURING JUNE 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved
TOTAL	80	54,318	232	815,457
Strikes	31	25,918	53	56,214
Other Work Disruptions	8	5,440	23	10,717
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT	41	22,960	156	748,526
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS			374,447	60,008

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTE TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	76	66,931	156	748,526	232	815,457
MINING	6	16,378	9	475,155	15	491,533
CONSTRUCTION	-	--	4	230	4	230
MANUFACTURING	59	45,120	113	86,720	172	131,840
GAS, ELECTRICITY AND WATER SUPPLY	-	--	1	146,027	1	146,027
TRANSPORTATION AND COMMUNICATION	8	4,387	12	31,034	20	35,421
EDUCATION	-	--	3	57	3	57
ALL OTHER 3/	3	1,046	14	9,303	17	10,349

1/ Includes disputes beginning during the month and those carried over from the preceding month.
2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.
3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, COMMERCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

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WAGES IN JUNE 1949

INDUSTRY	ALL EMPLOYEES: Yen	ALL EMPLOYEES: Percent Change April Over March	MALE	FEMALE
ALL MANUFACTURING				
Monthly	7,892	-	9,280	3,959
Daily	317	-	375	165
COAL MINING				
Monthly	7,861	-	8,371	3,840
Daily	343	-	368	161
METAL MINING 1/				
Monthly	7,250	-	7,805	3,549
Daily	257	-	278	128

SOURCE: Cabinet Bureau of Statistics

AVERAGE FAMILY EXPENDITURES IN JUNE 1949

	Yen Per Family Per Month
TOTAL	11,096
Food	7,138
Clothing	1,232
Other	1,892

AVERAGE WORKERS' FAMILY INCOME IN JUNE 1949

(Includes only workers' families with average size of the family in the survey consisting of 4.5 members)

	Yen Per Family Per Month
TOTAL	12,585
Income for Work of Head of Household	10,663
Income for Work of Other Members	1,695
Other Income	227
Cash Receipts Supplementary to Income	639

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THE LABOR LETTER
OF
LABOR DIVISION
ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 10 30 JUNE 1949

INFORMATION PLAN ON UNEMPLOYMENT

As part of the information program on the nine-point Economic Stabilization Program, CIE and ESS/LAB are assisting the Japanese Government with an information plan on unemployment. Its objective is to fully inform the public and those unemployed or about to become unemployed of the "Job Readjustment Program of the Japanese Government" and how it will operate to cushion the impact of unemployment by providing new jobs for those temporarily out of work due to current readjustments in the Japanese economy. Unless workers scheduled to be discharged in the coming months are adequately informed of what is being done to help them find jobs or to cushion their temporary unemployment, disturbances, unrest and possible sabotage may result. All workers, whether or not they will be affected, need reassurance of the probable number involved and the measures planned by the government to cushion the period of readjustment. A recent public opinion survey by the Asahi Press reveals that approximately 35% of all employees in Japan fear that they may be discharged as a result of the nine-point Economic Stabilization Program. This feeling of fear and uncertainty appears to be founded on exaggerated estimates of probable unemployment, misunderstanding and rumor, and should be corrected.

Civil Affairs Teams will be further advised through Eighth Army of this information program to enable them to supervise its functioning at the prefectural level. The following points will be emphasized in the plan:

1. Compared with Japanese Government estimates as recently as two or three months ago of anticipated unemployment of from 400,000 to 600,000 government workers, approximately 165,000 government workers, including 95,000 railway workers, are scheduled to be laid off within the next four months. Recently completed Japanese Government statistics show that total unemployment is not as yet significant although some slight increase is evident. Present indications are that there will be temporary unemployment during the period in which Japanese economy is oriented to a primary emphasis on export industries, and while estimates vary on the peaks to which unemployment will rise as a result of consequent readjustment, it is not expected that total employment will change substantially. Some industries will contract, others will expand providing additional jobs. Production prospects indicate that the majority of those displaced will be reabsorbed into new jobs. The Counterpart Fund will also act to stabilize employment and in some cases create new jobs by making additional funds available for public and private capital investment.

2. A Job Readjustment Program to be administered primarily through the 415 Public Employment Security Offices has been set up by the Japanese Government to assist the unemployed. This program includes: (a) a New Job Securing Plan under which PESOs will register workers prior to their discharge, and endeavor to find jobs for them, if possible, before their dismissal; (b) assistance to unemployed workers in applying for unemployment insurance which will tide them over for a period of time while they endeavor to obtain new jobs; (c) a work relief program which will be set up if and when the number of unemployed justifies such projects in specific areas; (d) provision for employment of a limited number of unemployed under the regular Public Works Program; and (e) information on the direct relief afforded under the Livelihood Protection Law which is administered by the Welfare Ministry.

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WORK RELIEF LAW

Joint ESB and Labor Ministry Ordinances implementing the Emergency Unemployment Counter-measures Law were recently completed by the Employment Security Bureau of the Labor Ministry. They specifically provide that:

a. The Labor Ministry may at any time suspend or discontinue projects (1) when unemployment lessens in areas where projects are in operation, so that the projects become unnecessary in the absorptive of surplus manpower, or, (2) when agencies operating the projects violate the manpower stipulations enunciated in the law.

b. Wages on work relief projects shall range from 80% to 90% of the actual wages being paid in the same community at the same time for work of similar nature.

c. Laborers on work relief projects shall work no more than eight hours a day and 48 hours a week.

LABOR EDUCATION

A technical letter was issued 1 July by ESS/LAB to Civil Affairs Labor Officers entitled "Educational Program on Trade Union Organization and Structure." The letter outlines a six-month program, from July to December, under which trade unions will be encouraged to improve their organizational structure and operations. Execution of this program requires a combination of organizational work, union education and law enforcement, and Civil Affairs Labor Officers are urged to stimulate, assist and supervise the Japanese agencies and unions in taking vigorous action to achieve its objectives.

STUDENTS IN NURSES' TRAINING SCHOOLS

Pending full application on 31 March 1951 of Law No. 203, 1948 (The Public Health, Midwife and Nurse Law) at which time all nurses' training schools must be fully accredited and operating thereunder, the Women's and Minors' Bureau has issued an interpretation distinguishing between bona fide student nurses and so-called "students" who are in effect workers covered by the Labor Standards Law. In nurses' training schools already operating under Law No. 203 its students will not be subject to provisions of the Labor Standards Law, but where schools fail to observe the following requirements for their student nurses, such "students" will be considered workers and covered by the Labor Standards Law:

1. School hours must not exceed 9 hours daily or 54 hours weekly, including both formal class work and clinical practice.

2. Students must not be required, either during or outside of hours of practical training, to engage in work or miscellaneous duties unrelated to their regular training.

3. No contracts are to be concluded to fix in advance either the sum payable for breach of labor contract after graduation, or the amount of indemnity for damage.

4. Responsible persons shall be in charge of the administration of the students' program, and the training of students shall be clearly distinguishable from general nursing work.

WOMEN'S AND MINORS' BUREAU

In order to effectively coordinate the activities of its three Sections (Women's, Minor Workers' and Women Workers'), the Women's and Minors' Bureau has developed a six month overall program to be carried out by field representatives from July to December. During July and August, emphasis will be given to the following phases of the program by the respective sections:

Minor Workers' Section - Enforcement of Labor Standards Law provisions which pertain to minors.

Women's Section - Publicity and enlightenment concerning the problem of prostitution.

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Women Workers' Protection - Preparatory work for and implementation of the Campaign for the Promotion of the Welfare of Women Workers scheduled for 1-7 August, with emphasis on the following objectives: greater participation by women union members in union activities; improvement in working conditions and occupational skills; extension of employment opportunities for women; and promotion of women's health, welfare, educational and cultural facilities. The Bureau is serving primarily in a liaison and advisory capacity for the cooperating groups to assist them in initiating their own programs in conducting meetings and discussion groups, and in planning publicity. Appropriate material for use during the campaign will be published by the Bureau.

WORKMEN'S COMPENSATION

Workmen's Compensation premium collections were very heavy during April. Collection was effected from 21,000 previously delinquent employers, and the number of attachments rose to almost 600. Outstanding delinquency was reduced from ¥342,000,000 to ¥132,000,000. The number of covered employers increased by about 4,000, the smallest monthly increase in over a year, attributed to the staff's preoccupation with fiscal year-end premium collections.

A slight gain was registered in the drive to audit premium reports and benefit claims. During April, there were checks made of 600 employers suspected of being liable for coverage, and audits of 1400 premium reports. This is a very small proportion compared with the 228,000 employers covered. Shortage of personnel accounts for a considerable part of the limited auditing, but not entirely. There were more than 8,000 visits to employers to request payment of delinquent premiums, which in many cases should be handled by mail to conserve travel funds and staff time for more urgent functions.

During April 3600 benefit claims were checked compared with 63,000 claims received and paid. It would not be economical to check all claims, nevertheless a much larger number should be examined especially those for large amounts. Some claims involve payment of several hundred thousand yen.

The figures for Workmen's Compensation Insurance for April, 1949 are:

Total number receiving benefits	45,958
Number receiving benefits for first time	33,168
Amount of benefits	¥228,105,685
Number of appeals	9
Employers covered (March 224,249)	228,022
Premium Payments	¥478,120,616
Number of attachments due to premium delinquency	598

UNEMPLOYMENT INSURANCE

The number of persons applying for and starting to draw unemployment insurance benefits increased by 50% in April compared to March. (See Table below). The significance of this increase as an index of unemployment is discounted by the fact that the total average number drawing benefits was less than 45,000, an inconsequential number out of a total industrial labor force of 18 million.

Unemployment Insurance Activities - April 1949

Average weekly number of persons drawing benefits (March - 39,210)	44,463
Applications for benefits (March - 19,442)	29,739
Initial claims allowed	27,957
Waiting period claims	21,832
Claimants paid for first time	20,308
Number of employers who paid premiums (March - 105,522)	98,553
Premiums collected	¥687,756,326
Cumulative deliquency from Nov. 1947 to April 1949 (An increase of ¥31,781,952 in April)	¥961,201,173
Number of attachments due to premium delinquency	533

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LABOR'S POLITICAL ATTITUDES AND ACTIONS

Japan's post-war labor movement has consistently exhibited close connection with political parties and problems. Contrary to the experience in Occidental countries, in which the labor unions first struggled to establish themselves and later sought political outlets, many of the Japanese labor unions were organized under the direct inspiration of, or simultaneously with, the organization or re-establishment of Japanese political parties. Following Japan's surrender, the Communist Party, which for some 25 years had been subjected to varying degrees of interference and finally outright suppression by the Japanese government, re-assembled its scattered adherents, and at the same time began actively assisting the organization of some of the labor unions which later federated into the National Congress of Industrial Unions (Sanbetsu). In very similar fashion, the remnants of several non-Communist "proletarian" or "socialist" parties hastily united themselves into the present Social Democratic Party, and likewise assisted the organization of many of the unions which later collected into the General Federation of Japanese Trade Unions (Sodomei).

Somewhat later in point of time, other unions were organized without as much influence by political parties. Most of these have remained unaffiliated with either of the two big national federations, although many of them have tended to lean toward one or the other. However, for the first year and a half of the Occupation, Sodomei and Sanbetsu were relatively equal in number and influence, and together comprised the majority in terms of number of organized workers. Nevertheless, although predominant in the field of labor organization, each and both of these federations were subservient to the political personages and parties which had sponsored and aided their growth. The relatively tight disciplinary and policy control exerted by the Communist Party has led a number of Sanbetsu-affiliated unions, and several unaffiliated unions under strong Communist party pressure, into several struggles, ostensibly for economic ends, which included the basic political purpose of overthrowing whatever government was then in power. On the other hand, the control of Sodomei by several Social Democratic Party political "bosses," and the restraint on "struggle" activities by this group, has served the political purpose of helping preserve the Socialist-led coalition governments which have proceeded the present Yoshida regime. Coupled with the naiveté and inexperience of both union leaders and rank and file union members, the influence of political parties was reasonably successful for the first three years of the post-war period.

During the year and a half immediately past, smouldering resentment against political domination has developed into active and organized resistance in both of the two big federations. This rebellion has been accelerated by the rapid growth of unions not affiliated with either federation. In Sanbetsu, the trend has been one of bitter arguments and splits in local, regional, and national levels, and in some cases of actual secession from the parent bodies. The struggle by a portion of Sodomei to reject political domination is of more recent origin and less spectacular execution, and has not yet resulted in any physical separations among Sodomei affiliates.

Out of this background of experimentation, four fairly distinct attitudes toward political activities and considerations have emerged among organized labor groups.

(1) A major portion of both Sanbetsu and Sodomei leaders and leaders of some unaffiliated unions, are still willing to accept the role assigned them by their respective political party "sponsors" - - i.e., that of being a sort of operating agent of the political party. Control is exercised on the unions through politically-packed executive committees or individual "bosses," and primary emphasis is placed upon the political aims of the political parties, rather than upon the economic welfare of the rank and file union members. Public acknowledgment of political domination was made at the 1948 Sanbetsu convention which stated the pro-Communist sentiment and aggressive radicalism of the federation.

Similar evidence of strong political influence was manifest during Sodomei's 1948 convention at which the "right wing" vigorously fought the efforts of the

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"left wing" to unseat the Social Democratic Party officials who were simultaneously serving as officials in the labor federation. The effort was only partially successful, and the "right wing" of Sodomei remains dominated by the conservative "right wing" political bosses of the party who border on a reactionary anti-Communist position.

(2) A numerical minority of present and former members and leaders of Sanbetsu affiliates, now grouped loosely around the Minshuka Domei (Democratization League or "Mindo"), and a minority of present members of Sodomei generally referred to as "left wing," plus several unaffiliated national unions, favor the creation of a political party whose function would be to espouse and seek to carry out the political aims of the rank and file union members. For this purpose, members of these groups have recently entered into the Social Democratic Party in an attempt to convert it into an operating agent for the labor unions in the political field. This groups rejects Communist domination, but will not refuse voting support of any political office holders in furtherance of anything they regard as legitimate political programs.

(3) A third groups of unions have sought to adopt a position of political neutrality. This group seeks to avoid direct participation and maintain relatively complete separation from the machinations of political parties of any kind. Although more conservative then the Sanbetsu "Mindo" and Sodomei "left wing" groups mentioned above, these unions are basically anti-Communist and still less conservative than portions of the so-called "right wing" Sodomei groups. The focal point of this group of unions is the Tokyo Council of Independent Unions, which on 3-4 July led the inaugural meeting to create a National Council of Independent Workers Unions out of several prefectural councils of independent unions and the small group of unions formerly known as the Japan Congress of Trade Unions (Nichiro), also unaffiliated with Sodomei or Sanbetsu.

(4) The position described above was adopted by the Central Committee of Tanro at the recent meeting. This policy envisages organizational and functional separation of political parties and labor unions, and at the same time recognizes the imperative need for some coordination and parallel development between the two. Although substantially similar to the efforts of the Sanbetsu Mindo and the "left wing" Sodomei, described above, it differs in emphasis in that a somewhat greater degree of autonomy is permitted and recommended to both the labor organization and to the political organization.

The soundness, or lack of it, of these various approaches remains to be finally proved. Judged by the rejection which has already occurred of complete domination of labor groups by political parties, it may be assumed that some Japanese workers are hoping to find a solution which allows them more freedom in determining their own political attitudes and actions. The fact that the presently existing political parties in Japan are in a state of flux and uncertainty adds to the complexity of the problem of workers in deciding how best to promote their legitimate political aims and opinions. At the present time, the only political party which is internally unified and presenting a consistent policy with the intent of attracting labor support is the Communist Party. The demoralization and internal disunity among Social Democrats since the last election hinders the Party's efforts to adopt and promote a constructive labor program and discourages the vigorous support which it would otherwise get from labor groups. The recent tendency of local union groups to question the dictates of their Tokyo headquarters, and to seek or suggest alternative programs and plans, is a most encouraging trend in the development of labor unions and of political thinking among them in Japan.

Political activity by labor unions has in the past largely taken the form of opposition to existing governments and programs. It will probably continue in this form until the political parties become more stable in organizational structure and policy.

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LABOR UNIONS BY INDUSTRY AND SEX 1/
May 1949

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	36,230	5,261,295	1,538,898	6,796,498
AGRICULTURE	136	5,301	1,698	6,999
FORESTRY	579	52,262	6,203	58,465
FISHING	140	19,449	1,472	20,921
MINING	1,489	420,977	65,975	487,142
CONSTRUCTION	2,010	463,287	23,514	486,850
MANUFACTURING	14,352	1,582,706	667,495	2,250,201
GAS, ELECTRICITY AND WATER SUPPLY	791	160,021	16,227	176,248
COMMERCE	1,563	164,538	52,907	217,445
FINANCE	868	107,585	81,683	189,268
TRANSPORTATION	3,095	1,038,783	79,532	1,118,315
COMMUNICATION	1,502	240,825	109,136	350,989
SERVICE PROFESSIONS	454	28,757	16,239	44,996
LIBERAL PROFESSIONS	3,039	405,417	250,785	656,202
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,860	469,403	141,022	610,463
NOT ELSEWHERE CLASSIFIED	352	101,984	20,010	121,994

1/ Unions reported registered exclusive of unions reported discontinued.
2/ Totals include 1,305 for which no sex breakdown was available.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING MAY 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved
TOTAL	99	64,702	245	996,376
Strikes	34	51,937	51	529,025
Other Work Disruptions	11	1,623	20	10,379
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT	54	11,142	174	456,963
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS (equal .7% of total available working time)			2,344,884	529,332

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTES TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	71	539,404	174	456,963	245	996,367
MINING	6	484,651	7	358	13	485,009
CONSTRUCTION	1	286	4	817	5	1,103
MANUFACTURING	55	53,516	128	168,399	183	221,915
GAS, ELECTRICITY AND WATER SUPPLY	--	--	2	146,801	2	146,801
TRANSPORTATION AND COMMUNICATION	4	447	17	136,097	21	136,544
EDUCATION	--	--	4	86	4	86
ALL OTHER 3/	5	504	12	4,405	17	4,909

1/ Includes disputes beginning during the month and those carried over from the preceding month.
2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.
3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, COMMERCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

SOURCE: Ministry of Labor

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WAGES IN APRIL 1949

INDUSTRY	ALL EMPLOYEES: Yen	ALL EMPLOYEES: Percent Change April over March	MALE	FEMALE
ALL MANUFACTURING				
Monthly	8,147	1%	¥ 9,580	¥ 4,123
Daily	306	-	361	160
COAL MINING				
Monthly	8,906	-	9,489	4,305
Daily	338	-	363	156
METAL MINING 1/				
Monthly	8,817	16	9,531	4,295
Daily	255	1	277	124

1/ Increase in April wages over March due to payment of one-time allowance agreed upon in February.

SOURCE: Cabinet Bureau of Statistics

AVERAGE FAMILY EXPENDITURES IN APRIL AND MAY 1949

(For population as a whole with average size of the family in the survey consisting of 4.7 members)

	Yen Per Family Per Month: April	May
TOTAL	11,583	11,939
Food	7,360	7,496
Clothing	1,182	1,285
Other	2,072	2,140

AVERAGE WORKERS' FAMILY INCOME IN APRIL AND MAY 1949

(Includes only workers' families with average size of the family in the survey consisting of 4.5 members)

	Yen Per Family Per Month: April	May
TOTAL	11,865	12,064
Income from Work of Head of Household	9,947	10,143
Income for Work of Other Members	1,675	1,675
Other Income	243	246
Cash Receipts Supplementary to Income	701	701

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The LABOR LETTER OF LABOR DIVISION ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 9 31 MAY 1949

LEGISLATIVE AND ADMINISTRATIVE PROPOSALS AND PROCEDURES

Discontinuation of Statistical Surveys by Labor Standards Agencies

The Bureau of Labor Statistics and Research in conjunction with the Labor Standards Bureau issued instructions 31 May 1949 to prefactural Labor Standards offices to discontinue immediately all surveys (except those on wages) initiated and conducted by them or the local inspection offices. Wage surveys may be continued until further instructions but procedures for such surveys and plans for new ones are to be submitted for information and review to the Bureau of Labor Statistics and Research.

In the past the prefectural Labor Standards offices and local inspection offices collected information on cost of living, income and prices, using and publishing such data as criteria for official statements and decisions. In most instances such data was inadequate and not useful for comparative purposes because of the limitations of the samples, poor technical methods and diversity of standards and scope. Moreover, much of the information duplicated data available from official surveys conducted according to international standards by the Bureau of Labor Statistics and Research and by the Bureau of Statistics, Office of the Prime Minister.

Thus the intent of the above instructions issued 31 May to eliminate duplication of data, relieve the labor standards officials of activities other than those which are their proper responsibility, and utilize the Bureau of Labor Statistics and Research staff stationed in the prefectural labor standards offices, and local inspection offices to conduct studies specifically directed by the national office.

Revision of Monthly Labor Statistics Bulletin

The Japanese-English Monthly Labor Statistics and Research Bulletin, published by the Bureau of Labor Statistics and Research and distributed to MG teams was revised beginning with the February 1949 issue. The Bulletin which previously contained only statistical data now contains in addition, articles on labor economic subjects, foreign affairs, and special projects and surveys conducted by the Bureau. The statistical data covers: (1) composition of labor force, (2) activities of the public employment security system, (3) unemployment insurance, (4) wages by industries and areas, (5) consumers' price index and family expenditures covering 28 cities with detailed distribution of the expenditures, (6) family incomes in 20 cities giving details of source and distribution, (7) organization of labor unions, (8) labor disputes, (9) workmen's compensation insurance.

About 8,000 copies of the Bulletin are distributed free of charge to all prefectural and local labor agencies and other key government agencies, major unions, employer organizations, schools, libraries, etc. It is available for sale by subscription from Japan Labor Administration Association, 2, 1-chome Surugadai, Kanda, Tokyo or in large bookstores at ¥90 per copy.

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The Table of Personnel Organization Law

This Law enacted by the Diet 30 May provides for the following estimated reduction in government personnel:

	Present	New	Cut in Authorized No.	Actual Cut
National	1,650,000	1,410,000	240,000	174,628
Railroads	620,000	500,000	120,000	100,000
Communications	440,000	400,000	40,000	35,000
Kodans	120,000	100,000	20,000	Unknown

The reduction for Kodans is in addition to the national total. Railroads and communication are listed as they represent the major industries affected.

This readjustment is scheduled to occur in June, July and August. The Employment Security Bureau is already making plans for handling the resultant unemployed on an area by area basis.

Labor Standards Bureau - Administrative Readjustments

In spite of the efforts of the Labor Ministry urging a less drastic reduction in its personnel, the Table of Personnel Organization Law enacted by the Diet 30 May provided for an 18% decrease in the number of Labor Standards inspectors and a 30% decrease in all other Labor Standards Bureau personnel except those employed in administration of the Workmen's Compensation Insurance Law. (The Workmen's Compensation Section staff was recently increased by 210 employees to make it possible for each local Labor Standards office to establish a Workmen's Compensation Insurance unit.) The Labor Standards Bureau is presently engaged in re-evaluating its inspection and administrative procedures and in making adjustments in staff so as to permit maximum effective utilization of the limited staff necessitated by the curtailment. It is planned to effect most of the cuts on the national and prefectural levels and to maintain, with only minor reductions, the present staffs of the 336 local inspection offices. The Labor Standards Bureau convened a meeting of Inspection Section Chiefs of the 46 prefectural Labor Standards offices on 2-3 June to consider the many problems facing the Bureau.

Unemployment Insurance Law

The most important of the Unemployment Insurance Law Amendments enacted 12 May provides for the extension of coverage to day workers in such industries as construction and stevedoring. The basic feature of the special system to be used for these workers (modeled after one used in England) is the stamp book carried by workers which serves both as evidence of premium payment by the employer and as the basis for determination of a worker's eligibility for benefits. An employer makes premium payments by buying stamps and then placing a stamp in each worker's book for every day worked. When a worker becomes unemployed he brings his book to the PESO where a simple count makes it possible for the PESO to determine eligibility. The effective date of this system will be delayed until November 1949 because of the time needed to prepare administrative instructions. Inauguration of the plan will bring unemployment insurance protection to a class of workers most urgently in need of it and will facilitate their release from labor boss domination.

Enforcement of the Trade Union Law

Present indications are that most unions throughout Japan will be in compliance with Trade Union Law, Article 2, Paragraph 2 before 9 June 1949. The unions which will probably be last to comply are those whose structure and operations stem from Tokyo, such as Densan (All Japan Electric Power Industry Workers' Union) which plans to start payment of its full-time officials on 6 June 1949.

Employment Security System Priorities

The Employment Security Bureau's July program priorities will emphasize the following for development in prefectural offices and PESOs:

a. PESOs should initiate measures in their public relations and placement operations which will lead to attainment of previously established activity goals (covering the period July to December).

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b. National supervisors will train prefectural and PESO officials to utilize efficiently the Manual on Regular Statistics and to emphasize quality of statistics instead of quantity.

c. Prefectural and PESO officials will be trained on the revisions (effective 1 April) to the National Finance Law and Accounts Law which tightened control on government expenditure.

d. PESOs should conduct field surveys of public works projects and emphasize the placement of unemployed workers on such projects.

e. The prefectural Unemployment Insurance Section will make preparation for reviewing premium collection procedures and informing employers of new procedures under the amended Law. The new procedure departs from former Japanese social insurance practices but resembles the practice of payroll deduction taxes, in that the employer is under legal obligation to report both his payroll and premium and to include the premium payment with the report. Under the old procedure the employer first reported his payroll, the office then computed the premium and informed the employer of the amount and the employer made payment at a later date.

f. The prefecture will make preparation for extending unemployment insurance coverage under the amended Law to employers engaged in the cinema, entertainment, and other industries previously not covered.

EMPLOYMENT SECURITY BUREAU CONFERENCE

The Employment Security Bureau held a conference with chiefs of the Prefectural Labor Bureau (Employment Security Section) and Prefectural Supervisors from 23 to 25 May. The general agenda included amendments to the Employment Security Law, Unemployment Insurance Law, and the new Emergency Work Relief Law, personnel reduction, Employment Security budget and goals for the month of June.

ITINERANT EMPLOYMENT SECURITY OPERATIONS

The Employment Security Bureau is issuing a revised and expanded chapter in the Manual of Procedures covering itinerant employment security operations. Under the new system small towns and villages surrounding the major towns where PESOs are located will be served by the PESO on a part-time basis. Circuits will be set up whereby regular PESO personnel will visit certain towns on a fixed schedule, usually twice a month. Workers needing employment and employers needing workers can see the itinerant representative in their home towns. During the next few months such itinerant circuits will be established in about half the PESOs throughout Japan.

SURVEY OF LABOR ORGANIZATIONS

A survey will be made of the structure and affiliation of all local, regional, prefectural and national labor unions and federations as of 30 June by the Bureau of Labor Statistics and Research in cooperation with the Labor Policy Bureau. Data will be collected by local labor policy administration personnel. The primary purposes of this survey are to enable government labor policy agencies to plan educational programs and assist labor organizations to comply with labor laws.

WOMEN'S ACTIVITIES

The Women's and Minor's Bureau has completed preliminary plans for "A Nation-Wide Movement for Promotion of Welfare of Women Workers" to be held 1-7 August, and is holding preparatory conferences with the cooperating groups which include labor unions, employers' associations, women's associations, government ministries and research institutes. The purpose of the campaign, which includes provision for exhibits, central meetings, discussion groups, and publication of pamphlets, posters and leaflets is to promote better understanding of working women's problems, emphasize the need for enlargement of employment opportunities for women, and encourage women to take an active interest in the improvement of their welfare through participation in union activities and promotion of health, culture and welfare facilities. The Women's and Minors' Bureau field representatives will work with cooperating groups in the prefectures to carry out the objectives of the campaign on the prefectural and local levels.

MINOR WORKERS

Completed data from an investigation conducted by the Ministry of Transportation in December 1948 indicates that since the passage of the Labor Standards Law minors have been transferred from hazardous and heavy weight-lifting jobs in the

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transportation industry. Following are occupations considered safe and suitable for workers under 18 years of age and the number employed in each; station hands 3,729; assistant station hands 696; telephone operators 1,364; miscellaneous workers 132. In addition, operating units employ minors in safe and suitable occupations, as follows: train conductors 484; electric car conductors 142; inspection 517; engineering 3,810.

LABOR EDUCATION

Surveys of Labor Education Activities

The Labor Ministry made a survey of the March activities of prefectural Labor Education Advisory Committees. Although such Committees exist on paper in nearly all prefectures, only eight met during March - in Chiba, Gifu, Ibaragi, Kyoto, Nagano Oita, Okayama, and Wakayama. It was originally intended that these committees meet at least once a month, to consider how to carry out the Labor Ministry's monthly education programs and to plan additional local activities. All prefectural Committees are again being urged by the Labor Ministry to hold regular meetings.

Another survey recently made by the Labor Ministry covers permanent labor education facilities. It reveals that there are 51 labor schools being operated: 23 by prefectural governments, 22 by trade unions or other private organizations, 5 by private organizations with a subsidy from the prefecture, and 1 attached to Senshu University in Tokyo. There are 318 labor libraries for workers - one in each prefectural Labor Policy Section, 270 in local Labor Policy Offices, and 2 attached to public libraries. There are 55 labor halls operated as follows: 41 by unions, 7 by prefectural governments, 4 by employers, 1 jointly by labor and management, and 2 by private organizations.

Chemical Industry

Considerable assistance was given to chemical industry employers and unions in working out better contracts. In particular, Nissan Chemical Company has negotiated a good contract with the union which would now be complete except for disagreement on management's right to discharge for cause and reduce staff to production needs. The union insists on having the power to approve in advance any such actions. This stalemate may break soon.

Construction Workers' Unions

Existing construction workers' unions are weak and their structure presents problems in organizational effectiveness. On 6-7 June a roundtable discussion of the problems and needs of workers and unions in this industry will be held in Tokyo attended by representatives from the larger unions. The facts and conclusions developed at this meeting will, if warranted, be the subject of a special report.

Educational Film

The Women's and Minor's Bureau has produced an interesting 16 mm. sound film entitled "Protect Young Workers" which it hopes to make available to all prefectures through the Prefectural Visual Aid Libraries. The film graphically presents the problems of minor workers and the ways in which protective legislation can safeguard their welfare. Scenes cover vocational guidance, prohibited occupations, age and employment certificate requirements, and welfare facilities.

TRADE UNIONS AND PRODUCTION

The General Council of the Trade Union Congress in England recently issued an exceptionally significant report in preparation for a conference of trade union executives. The report marks an important change in the trade union conception of its function in that it specifically recognizes the union's share of responsibility in promoting production and avoiding "restrictive practices". The following summary of the report is taken from the Manchester Guardian:

"The practical problem is presented to the unions under three main heads:

1. To make sure that the facts of the economic situation are really understood by men and women in the factories.

2. To provide "adequate training" for trade union responsibilities in joint consultation and "participation" in nationalized industries.

3. To take direct action to deal with the technical problems of increasing

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productivity.

"General publicity" is ruled out as "ineffective" and the T.U.C. has decided to make a start towards a more practical approach by convening special conferences of all the various trade union federations to discuss the particular problems in each industry. The trade union movement tends to be suspicious of formal policies laid down by "higher authority". The T.U.C. recognizes that the best chance of getting things done is to let the people who have to do them think them out for themselves, and it makes a candid appeal for "the British genius for improvisation and adaptation" to show itself.

There must be more concern with production at "executive level" in the unions, and trade union executives are told sharply that they must pay more attention to productivity "even if this means additional staff". But whatever trade union executives may try to do, "no real improvement can accrue without the full cooperation of the workers concerned." The executives are told "to consider and adopt the most appropriate methods whereby individual members can work with knowledge and efficiency".

Training of Shop Stewards

"More must be done by the unions to train shop stewards. It is "too often" the practice to appoint a shop steward and then "leave him pretty much to his own devices". An "unfortunate result" has been that some shop stewards "take a wrong view of their duties and are tempted to misuse their powers"; others "have been drawn into unofficial organizations" which "cause them to transgress the authority of the unions to which they belong". These dangers can only be met if shop stewards are properly educated in trade union affairs and the T.U.C. faces squarely the fact that this is a vital trade union responsibility.

There are, of course, major problems which require national trade union policy. One of these is the wasteful use of manpower in the wrong industries.

Mobility of Labor

"There are cases", says the report, "in which large groups of workers are not able to work a full week. One such instance brought to the attention of the General Council concerned workers in the middle of an area in which a basic industry was operating and was starved for women workers.....

"Admittedly this is a difficult problem for union executives. Its solution may possibly mean the transfer of membership and the adoption of measures which may not be universally popular. Nevertheless, the General Council feel that if executive committees become aware of underdevelopment in their industry, either because of shortage of materials or other reasons, the problem has to be tackled if a policy of full employment and maximum production is to succeed".

Wasteful Turnover of Labor

Another form of waste occurs when men and women who have had time and money spent on training them for particular jobs leave them after a short time. In some industries the Ministry of Labor's statistics show a "turnover" of labor at the cost of 50 percent a year, and the T.U.C. is convinced that this shows something fundamentally wrong. All trade unions are asked to make special investigations into all cases where a firm has a high "turnover" of labor, to try to find out what is wrong so that it can be put right.

Restrictive Practices

The report refers frankly to "restrictive practices" and says: "Insofar as the problem exists, both sides of industry are involved. It is not one which can be satisfactorily dealt with in an atmosphere of recrimination--it requires careful examination both by union executives and management from the standpoint of its impact on productivity. It must be recognized that demarcation problems create difficulties in regard to efficient and economic working. These problems, involving traditional policy originally designed for the protection of certain classes of labor, should be examined in the light of the present full employment policy, and particularly of the loss of production and employment pending a settlement of any demarcation disputes which arise".

This does not sound particularly vigorous, but it is virtually a revolution in trade union thinking that unions should be told by the T.U.C. that some of their most jealously guarded traditions should be re-examined to see if there is any longer any need for them. The T.U.C. is making a remarkable effort here to help the

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Government in strengthening British economy.

Slow Progress in Joint Consultation

The General Council is sharply critical of the progress that is being made in joint consultation. "Notwithstanding two years' effort and the introduction at two previous congresses of resolutions calling for compulsory joint production committees, the General Council are forced to the conclusion that over wide sections of industry these joint bodies are not being formed with the enthusiasm that congress resolutions would appear to indicate," the report says.

"The reasons for the slow development of this joint machinery are varied. There is hostility on the part of some employers, there is indifference and even opposition on the part of some workers. In some cases there may be a lack of knowing how to start." Trade union executives are urged to collect information on the difficulties of forming joint councils so that they can be discussed at the conferences which are to be called for particular industries.

At the special meeting at which the report was considered, "full support and assistance" was pledged in the T.U.C.'s campaign to promote industrial efficiency and increased productivity.

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WAGES IN MARCH 1/

INDUSTRY	ALL EMPLOYEES: Yen	ALL EMPLOYEES: Percent Change March Over February	MALE	FEMALE
ALL MANUFACTURING				
Monthly	8,023	2%	¥ 9,321	¥ 4,321
Daily	313	5	369	162
COAL MINING				
Monthly	8,957	11	9,567	4,226
Daily	338	4	363	156
METAL MINING				
Monthly	7,618	13	8,243	3,653
Daily	252	1	274	122

1/ Increase in March wages over February primarily due to a longer month and payment of back wages.

SOURCE: Cabinet Bureau of Statistics

AVERAGE FAMILY EXPENDITURES IN MARCH

(For population as a whole with average size of the family in the survey consisting of 4.7 members)

	Yen Per Family Per Month
TOTAL	11,774
Food	7,508
Clothing	1,160
Other	3,106

AVERAGE WORKERS' FAMILY INCOME IN MARCH

(Includes only workers' families with average size of the family in the survey consisting of 4.6 members)

	Yen Per Family Per Month
TOTAL	11,634
Income from work of the head of household	9,821
Income from work of other members	1,627
Other income	186
Cash receipts supplementary to income	596

UNEMPLOYMENT INSURANCE - MARCH 1949

Average weekly number of persons drawing benefits (February, 29,209)	39,210
Applications for benefits (February, 14,391)	19,442
Initial claims allowed	17,817
Waiting period claims	14,018
Claimants paid for first time	13,840
Number of employers who paid premiums (February, 90,766(Revised)	105,522
Premiums collected	¥ 697,809,532
Cumulative delinquencies from Nov. 1947 to March 1949 (An increase of ¥81,736,862 in March)	¥ 929,419,221
Number of attachments due to premium delinquency	358

WORKMEN'S COMPENSATION INSURANCE — MARCH 1949

Total number receiving benefits	65,514
Number receiving benefits for first time	43,970
Amount of benefits	¥ 326,669,257
Number of appeals	10
Employers covered (February 215,934)	224,249
Premium payments	¥ 349,432,086
Number of attachments due to premium delinquency	196

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LABOR UNIONS BY INDUSTRY AND SEX 1/
April 1949

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	36,392	5,273,566	1,538,834	6,813,705
AGRICULTURE	134	5,293	1,673	6,966
FORESTRY	580	52,614	6,255	58,869
FISHING	131	17,818	1,505	19,323
MINING	1,485	419,805	65,845	485,840
CONSTRUCTION	2,004	468,525	23,772	492,346
MANUFACTURING	14,435	1,587,138	670,460	2,257,598
GAS, ELECTRICITY AND WATER SUPPLY	791	159,795	16,224	176,019
COMMERCE	1,561	164,641	52,927	217,568
FINANCE	867	107,596	81,739	189,335
TRANSPORTATION	3,103	1,039,556	79,827	1,119,383
COMMUNICATION	1,498	240,454	109,109	350,591
SERVICE PROFESSIONS	452	27,418	15,503	42,921
LIBERAL PROFESSIONS	3,057	407,018	251,621	658,639
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,932	473,066	142,309	615,413
NOT ELSEWHERE CLASSIFIED	362	102,829	20,065	122,894

1/ Unions reported registered exclusive of unions reported discontinued.
2/ Totals include 1,305 for which no sex breakdown was available.

SOURCE: Ministry of Labor

DISPUTES OCCURRING DURING APRIL 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved
TOTAL	128	756,339	269	1,059,320
Strikes	46	153,574	57	169,190
Other Work Disruptions	25	19,739	38	23,880
NOT ACCOMPANIED BY DISPUTES TACTICS 2/ BUT REFERRED TO LRCs FOR ADJUSTMENT	57	583,026	174	866,250
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS	—	—	264,637	170,227

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTES TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	95	193,070	174	866,250	269	1,059,320
MINING	3	635	12	413,693	15	414,328
CONSTRUCTION	1	26	4	3,857	5	3,883
MANUFACTURING	87	191,797	123	153,222	210	345,019
GAS, ELECTRICITY AND WATER SUPPLY	—	—	1	146,027	1	146,027
TRANSPORTATION AND COMMUNICATION	—	—	16	146,440	16	146,440
EDUCATION	—	—	7	149	7	149
ALL OTHER 3/	4	612	11	2,862	15	3,474

1/ Includes disputes beginning during the month and those carried over from the proceeding month.
2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.
3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, COMMERCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

SOURCE: Ministry of Labor

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

The LABOR LETTER OF LABOR DIVISION ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 8 30 APRIL 1949

EMERGENCY UNEMPLOYMENT COUNTERMEASURES LAW

Through enactment of the Emergency Unemployment Countermeasures Law 12 May 1949, the Japanese Government recognized its share of responsibility in lessening the impact of serious unemployment upon the Japanese economy. In principle, the Japanese Economic Stabilization Board always had such responsibility but it was never clearly defined and no specific steps with the force of law were taken to implement it.

The basic policy governing the inclusion of projects in the Public Works Program which was started in late 1946 was surplus manpower utilization as well as economic reconstruction. The basis for this policy was merely a Cabinet decision and the Economic Stabilization Board, staffed with engineers who were both inexperienced with and unsympathetic towards manpower utilization problems, failed to effectuate the dual purpose. Instead, the program became entirely one of construction. Until the Fall of 1948 no sizable unemployment problem existed. However, with the enunciation of the three basic stabilization principles by GHQ SCAP followed by the issuance of the nine-point stabilization program, both government and industry began to search for ways to retrench. To date, large scale unemployment has not developed from such attempts at readjustment and there are many reasons to believe it will not develop. However, it was necessary for the Japanese Government to prepare to meet an emergency should the need arise.

The new law entirely exempts the existing Public Works Program from primary responsibility in the field of manpower utilization and makes its primary purpose that of effecting reconstruction of high economic value. The law does, however, provide that wherever possible, unemployed shall be used on Public Works Projects. In the Work Relief Program absorption of manpower is the primary consideration but wherever possible, vitally needed construction will be undertaken. A Labor Ministry planning agency is charged with the responsibility of surveying and forecasting unemployment and together with the Economic Stabilization Board developing a reservoir of work relief projects which can be put into operation when and if the need arises. Funds for the execution of a work relief program have not been made available and will not be provided until the Japanese Government determines that the unemployment situation has become acute.

The law also specifically provides that a definite minimum percentage (varying with the type of project) of all labor employed on public works projects be recruited through the PESOs, if the PESO is able to provide such labor.

The Labor Ministry's Employment Security Bureau will determine by survey the effect of government and private industrial retrenchment on actual and potential centers of unemployment, and the occupational qualifications of the potentially unemployed in these centers. On the basis of its findings this Bureau will inform ESB of the number and occupational qualifications of potentially unemployed to be absorbed on works relief projects in the ESB and through conferences with other Japanese Government ministries find economically valuable projects for the utilization of such unemployed. Such projects will have the following characteristics: (1) consume a maximum of manpower and a minimum of materials, (2) be located in actual or potential centers of unemployment, (3) be of a nature that can offer employment to varying numbers of laborers from day to day and be easily discontinuable if the need for them no longer existed.

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Projects jointly agreed upon by Labor Ministry and ESB will be held in readiness and be executed, (a) when the national unemployment problem becomes so acute that the government provides funds for unemployment relief and (b) when unemployment in the locality of the projects has also become acute. In addition to the commencement of the new work relief projects, present programs of unemployment countermeasures of the Labor Ministry will be expanded in the event of increased unemployment.

EMPLOYMENT SECURITY SYSTEM PRIORITIES

The Employment Security Bureau's June priorities will emphasize the following programs for development in prefectural offices and PESOs:

Reevaluation of Vocational Training Centers. This program, reported in the March Labor Letter, extends from March through June.

Rating Effectiveness of PESOs on Basic Placement Operations. Also reported in the March Labor Letter as a May priority this program will be continued into June. In addition, goals will be established in June for a six months' program of increased PESO utilization.

Training of Staff and Publicity on New Employment Security Logislation. Amendments to the Employment Security and Unemployment Insurance Laws as well as the new Emergency Unemployment Counter-Measures Law were passed by the Diet 12 May. Therefore, in June considerable attention will be given to familiarizing PESO staffs and the public with the significance of the new legislation and its application to local office operations.

SUMMARY OF AMENDMENTS TO THE EMPLOYMENT SECURITY LAW

The amendments to the Employment Security Law passed 12 May represent adjustments and additions found to be necessary on the basis of the first year's application of the initial version of the law. There are no fundamental changes in policy.

1. Placement Service for School Graduates. The most important provisions of the new amendments provide for a new method of referral and placement for school graduates through a cooperative program in the PESOs and schools. The heads of schools under the authority of the School Education Law may carry out placement activities for their respective students and graduates subject to PESO supervision under Labor Ministry standards. Under the Employment Security Law, as amended, the PESO can delegate to the head of the school functions of, (1) taking job orders (which he must forward to the PESO), (2) taking and processing applications for employment from students or graduates, (3) referral and placement of these applicants, (4) vocational guidance, (5) follow-up after placement, (6) referral of applicants to vocational training centers. Other important amendments are as follows:

2. Elimination of PESO Liaison Agents. In the past, most of the PESOs have had part time liaison agents, particularly in rural areas, who have been paid an annual fee but have not been actual PESO officials. There have been many abuses associated with the use of these agents. They were commonly in the employ of private companies or associations whose interest was to recruit cheap labor from rural areas for textiles and other industries. By using the PESO as a front they were able to give the appearance of Japanese Government sanction for their activities. These agents were virtually eliminated during the past fiscal year by cutting out most of the budget for them but the present amendment withdraws the legal basis for their appointment. Areas distant from the PESO offices will be served in the future by itinerant service or temporary seasonal offices.

3. Improvement of the Vocational Training Program. Under the present system prefectural governors may delegate operation of vocational training to either public bodies or other agencies under the control of public authority. Operation of centers by private organizations has proved to be very unsatisfactory and has led to abuses and to improper use of funds. During the past year the Labor Ministry has attempted to eliminate these private agencies from its vocational training program. The amendment to the law provides that the governor may delegate operation only to a public body. This amendment is expected to be effective in assuring that vocational training financed by public funds will be carried out in the public interest rather than for a private profit as frequently has happened in the past and will also permit better control over standards and accounting of the centers.

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There is also provided legal authority for special training programs for handicapped workers.

In addition, the national government was given a more explicit authority than before to provide assistance to industry in development of on-the-job training programs. Emphasis is placed on the training of foremen and supervisors, who are considered to be the key to better training and supervision of the workers. The authority in the law will enable the Labor Ministry to institute a Training-within-Industry program patterned after that which has been so successful in recent years in the United States and England.

4. Control of Private Employment Exchanges. The original Employment Security Law had provisions for public licensing and control of private employment exchanges. These provisions have been amended to make them conform more nearly to International Labor Office Conventions and Recommendations and to permit more latitude for the operation of non-profit private employment exchanges. Under the new law, a distinction is made between fee-charging profit-making agencies and fee-charging non-profit making agencies with the latter given somewhat less restrictive regulation. Another provision would permit these private employment agencies to limit their service to certain categories of workers, with the permission of the Labor Ministry. For example, a Nurses Association under the new provisions would be able to set up a non-profit fee-charging agency and to limit its services to its own members, provided the Labor Ministry approved.

PUBLIC EMPLOYMENT SECURITY OFFICES PROGRAM TO MEET UNEMPLOYMENT CAUSED BY ENTERPRISE RETRENCHMENT

The Labor Ministry issued instructions to prefectural governors to direct PESOs to collect information on anticipated mass dismissals, and draw up systematic and definite placement plans in any instance where more than 20 workers are to be dismissed. Whenever possible, detailed inquiries should be conducted through a personal visit of the PESO manager to the firm concerned. The manager should explain that the purpose of the inquiry is to obtain information necessary for placement of dismissed workers and should discuss unemployment insurance benefits and placement programs.

A Labor Standards requirement that workers must receive 30 days notice before dismissal makes possible advance employment counselling by the local PESO of all employees due for dismissal, and acceptance of job applications from those who desire PESO placement assistance. PESOs will utilize the following procedures:

1. Prepare an "application list" which will include age, education, experience, industrial and occupational preference, etc.

2. Check applications against active job orders and initiate placement process.

3. Circulate "application list" among employers within the area and through newspapers and radio.

4. Where suitable openings are scarce in the area, forward the "application list" to the Prefectural Employment Security Section for initiation of inter-area and inter-prefectural processing. Due consideration should be given to applicants' job locality preferences.

Where workers cannot be placed in regular openings, they should be placed in other counter-unemployment works such as white collar unemployment relief, public works, protected workshops or vocational training centers.

Employers and workers should receive detailed explanation of unemployment insurance benefits during employment counselling, and workers should be advised that, (1) they are not compelled to accept employment against their will, (b) local PESOs will handle beneficiaries of unemployment insurance in the same non-discriminatory way as other applicants, and (c) applicants are free to obtain jobs through their own efforts or acquaintances and are not bound to use the PESO services.

REORGANIZATION OF MONOPOLY STEVEDORING COMPANIES

GHQ SCAP advised the Transportation Ministry to reconsider the proposed plans for reorganization of the monopoly stevedoring companies in large harbors. The

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proposed plans which call for splitting these companies into two or three are considered unsatisfactory because this would not eliminate their inherent monopoly and labor boss practices. In the past, the contracting agencies of such monopolies were merely commission agents. GHQ SCAP recommended that reorganization be effected in a way similar to that utilized in the Kobe harbor where workers and equipment were distributed amongst a dozen or so agents (now regular operating companies) who contract directly with shipping concerns. It is estimated that in Kobe these contract agencies can employ on a regular basis about 70% of the needed harbor workers and that the additional 30% required on a temporary basis can be obtained through PESOs.

TRADE UNION LAW AND LABOR RELATIONS ADJUSTMENT LAW

1. Revisions of the Trade Union Law and Labor Relations Adjustment Law were passed by the House of Representative on 13 May and are awaiting action by the Upper House. In general, amendments proposed to the Trade Union and Labor Relations Adjustment Acts improve existing laws to render them more applicable to the needs of labor and industry in Japan in the light of actual experience during the past two and a half years. Basic laws are retained. Unnecessary impediments to democratic labor union activities are to be removed, administration improved, and safeguards for democratic internal organization of the unions added in conformity with Far Eastern Commission 16 principles for Japanese trade unions which were issued subsequent to enactment of presently existent labor laws. Amendments are the result of thorough consultation with labor unions, employers, governmental agencies and of public hearings throughout Japan.

2. Most important changes in Trade Union Law are as follows:

a. Present requirement that all unions, regardless of legal status, must register with the Government is removed. Under the amendments, only those unions desiring to become juridical persons are required to register. These, however, are not subject to the rigid requirements of the general law applicable to ordinary business corporations. Only proof needed by union to qualify as juridical person is a certificate from the Labor Relations Committee that it is in compliance with Trade Union Law provisions that the union is formed autonomously by workers, with workers as the main constituents, for the main purpose of maintaining and improving conditions of work and raising the economic status of workers, and that democratic standards of internal organization noted in paragraph c, below, have been observed. Language has been added to clarify existing provisions by prohibiting registration of unions which include persons who represent the interests of the employer.

b. Present legislation denies benefits of law to unions not registering with the Government. Furthermore, arbitrary action conceivably could be taken by governmental authorities or courts either to dissolve unions for minor failure to comply or to amend their constitutions and by-laws. No adequate appeal from such possible arbitrary action is provided in present law. The proposed amendments eliminate entirely the power of governmental authorities to dissolve unions. The union which is a juridical person can be dissolved only by will of the membership. Even bankruptcy may not be used as legal excuse for dissolution of the union. The union which chooses not to register is not precluded from benefits of the law but cannot enjoy the benefits of a juridical person.

c. Amendments provide that, both for registration and for participating in the formal procedures established by the law, union constitutions must include provisions ensuring annual secret elections for officers and members of standing committees, equal treatment for members, election of national officers directly by members or by delegates elected directly by members, open annual financial report to the members, and strike votes only by the members or delegates elected directly by the members. These provisions are intended to help eliminate undemocratic, soviet-type, hierarchical organizations which can be easily captured by disciplined minorities. However, regardless of union constitution, individual worker retains full protection of the law.

d. Existing law does not necessarily preclude domination or interference by employer in formation or administration of labor organization. Proposed amendments specifically prohibit such interference or domination.

e. Existing restriction against unfair labor practices on part of the employer merely forbids in general terms discrimination against workers because

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of their joining, organizing, or assisting in a labor organization of their own choosing or refraining therefrom. Proposed amendments retain and strengthen this provision by requiring the employer to enter into collective bargaining with the union.

f. Independence of Japanese trade unions has been seriously threatened by widespread acceptance of heavy financial support from management including retention of union officials on company payroll. Restrictions against financial support of unions by employers contained in present laws have been clarified and strengthened in proposed revisions. The amendments, however, specifically permit representatives to confer or negotiate during working hours without loss of pay and the employer is allowed to contribute to recreation, welfare, or similar funds and to provide minimum office space for use of union.

g. Existing law makes no provision for closed shop. Amendments specifically permit the closed shop if agreed upon by union and employer.

h. Labor relations in a number of known instances in Japan have witnessed the commission of acts of violence by individuals in the name of collective bargaining, and reluctance by the courts or police to act against perpetrators of clearly defined crimes for fear of interfering with labor laws. The proposed amendments contain a provision stating that "in no event shall acts of violence be construed as appropriate acts of trade unions."

i. Experience has discovered defects in structure and procedures of labor relations committees. The proposed amendments strengthen the position of the Central Labor Relations Committee by permitting the Committee to review legal rulings of prefectural committees, assume original jurisdiction in disputes of national importance, and establish rules of procedure for itself and prefectural labor relations committees. This improved procedure is expected to insure uniform approach to the law throughout Japan, prevent conflicting decisions and expedite proceedings.

j. Present law makes no adequate provision for judicial review of labor relations committees' rulings. Since only the general law is at present applicable, status is often confused, and review is too slow to meet emergencies which arise during labor disputes. Proposed amendments provide new procedure for speedy appeal from legal rulings of labor relations committees.

k. Penalties in present law have been largely nullified by progress of the inflation and proposed amendments increase them appropriately.

3. Major change proposed in the Labor Relations Adjustment Law is in procedure for designating additional public welfare industries. Present law requires (except for those covered by the National Public Service Law) a 30-day cooling off period and compulsory mediation in transportation, postal, telegraph, telephone, water supply, gas supply, electricity supply, medical treatment, and public health work, which are designated as public welfare work in law. These provisions are not changed in proposed revisions. Present law gives to competent minister, with concurrence of a majority each of labor, employer and neutral members of Central Labor Relations Committee, power to designate as welfare work for the period of one year additional industries where work stoppage would seriously affect the national economy or endanger the daily life of the general public. To make the procedure more practicable, amendment assigns such function instead to the Prime Minister with the approval of the Diet.

ENFORCEMENT OF TRADE UNION LAW

Conferences were held in most prefectures during March and April and are planned for May on enforcement of Article 2 of the Trade Union Law, and improvement of labor contracts and union constitutions. ESS/LAB representatives addressed these meetings which were attended by employers, union leaders, Labor Policy Section officials, and Labor Relations Committee members and staff.

A general willingness was evinced to comply with Article 2 by or before the deadline of 9 June. In Niigata Prefecture the following 5-step program was developed to bring about compliance:

1. The Govenor sent a letter to every local union explaining the official interpretation of Article 2 and requesting frequent progress reports on compliance.

2. A Labor Policy Section official will visit each local union which fails to reply or sends an unsatisfactory reply.

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3. The Military Government Labor Officer will visit each local union which ignores Labor Policy Section advice and has failed to comply.

4. Unions still not in compliance will be warned of the impending loss of their rights under the Trade Union Law.

5. The Labor Relations Committee will then open hearings on the de-registration of any unions still in violation of Article 2.

Determining who are management representatives is apparently proving more of a problem than the payment of full-time union officials. There is danger of too many persons being excluded from the union (such as typists, telephone operators, and chauffeurs) as well as too many being included. It is felt that the Labor Policy Section's familiarity with Japanese practices best enables it to decide these borderline cases. Frequently, the problem is not merely one of definition but of reorganization. In many small companies, the president has never clearly delegated authority to his subordinates and it seems desirable to recommend that the company either reduce the responsibilities of borderline officials (so that they may become union members) or increase their responsibilities (so that they may become management representatives).

One of the most difficult labor relations problems appears to be the extent to which management's "personnel rights," include the right to hire, promote, transfer, discipline, and discharge workers without specific union approval. The right to discharge is particularly crucial during this period of reorganization of and retrenchment in many firms. Unions and employers are being urged to include in labor contracts a list of personnel actions which the employer may take (such as discharging workers for specified causes) without union approval and also a grievance machinery through which union members can appeal allegedly unfair personnel acts by employers.

In connection with proposed improvements in union constitutions, there appears to be a reluctance on the part of certain local unions to amend their constitutions without preliminary national union approval. Some national unions are not in sympathy with the "democratization" movement and want to retain their present overcentralized structure. This problem cannot be settled by local action alone, but local unions could accomplish more than at present, if they were willing to assert their rights.

SUMMER LABOR SCHOOLS

Labor Ministry officials will lecture at the 50 labor schools scheduled for July and August but most of the speaking load will have to be carried by government and union officials in the prefectures where schools are being held. The Labor Ministry will invite selected Sanbetsu, Sodomei, and other union officials approved by it to address the schools.

Each one-week school will include the following subjects:

Recent labor situation	1½ hours
The trade union democratization movement	1½ hours
Relations between local and national unions	2 hours
Union constitutions	3 hours
Unemployment problems	2 hours
Japanese labor history	3 hours
History of labor in democratic countries	3 hours
Wage problems	3 hours
Trade Union Law and Labor Relations Adjustment Law	7 hours
Local union educational activities	2 hours
Problems of women workers	2 hours
Labor agreements	3 hours

Schools are scheduled for the following dates and locations:

July 4 - 9	Kanagawa, Fukui, Ishikawa
11 -16	Fukushima, Yamagata, Akita, Chiba, Toyama, Niigata, Hyogo, Osaka, Wakayama
18 -23	Aomori, Iwate, Miyagi, Yamanashi, Nagano, Shizuoka, Aichi, Gifu, Nara, Kyoto, Okayama, Hiroshima, Yamaguchi
25 -30	Hokkaido, Saitama, Shiga, Mie, Shimane, Tottori
August 1 - 6	Ibaragi, Tochigi, Gumma, Kagawa, Tokushima, Fukuoka, Saga, Nagasaki
8 -13	Tokyo, Kochi, Ehime, Kumamoto, Kagoshima
15 -20	Miyazaki, Oita

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In Hokkaido

July 30 and 31	Yubari District
August 2 and 3	Iwamizawa District
August 4 and 5	Takigawa
August 7 and 8	Kushiro

UNEMPLOYMENT INSURANCE
February 1949

No. of employees who paid premium (compared to 83,635 in Jan.)	89,866
Total premiums collected	¥480,885,281
No. applied for benefits (Jan - 13,440)	14,391
No. initial claims allowed	13,152
No. waiting period claims	10,583
No. claimants paid for first time	10,330
Average weekly no. of persons drawing benefits	29,209
Cumulative delinquency from Nov. 1947 to end Feb 1949 (An increase of ¥154,394,344 in Feb)	¥845,842,891

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LABOR UNIONS BY INDUSTRY AND SEX 1/

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
FEBRUARY 1949				
TOTAL	36,435	5,350,512	1,546,734	6,900,821
AGRICULTURE	132	5,932	1,798	7,730
FORESTRY	595	54,495	6,336	60,831
FISHING	128	17,508	1,502	19,010
MINING	1,497	496,424	75,998	572,612
CONSTRUCTION	2,022	473,608	24,206	497,863
MANUFACTURING	14,452	1,589,199	669,010	2,258,209
GAS, ELECTRICITY AND WATER SUPPLY	784	158,333	15,933	174,266
COMMERCE	1,538	162,326	52,159	214,485
FINANCE	854	107,092	81,742	188,834
TRANSPORTATION	3,077	1,030,966	78,983	1,112,198
COMMUNICATION	1,494	240,347	108,979	350,354
SERVICE PROFESSIONS	444	27,236	15,389	42,625
LIBERAL PROFESSIONS	3,063	405,828	251,249	657,077
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,981	474,951	142,894	617,904
NOT ELSEWHERE CLASSIFIED	374	106,267	20,556	126,823
MARCH 1949				
TOTAL	36,483	5,201,951	1,549,479	6,909,543
AGRICULTURE	134	5,268	1,679	6,947
FORESTRY	589	54,095	6,357	60,452
FISHING	130	17,531	1,514	19,045
MINING	1,496	495,402	75,727	571,319
CONSTRUCTION	2,017	427,047	23,885	495,981
MANUFACTURING	14,488	1,590,056	670,260	2,260,316
GAS, ELECTRICITY AND WATER SUPPLY	794	160,070	16,214	176,284
COMMERCE	1,553	163,431	52,733	216,164
FINANCE	863	107,677	81,889	189,566
TRANSPORTATION	3,090	880,681	79,758	1,117,247
COMMUNICATION	1,493	240,316	108,859	350,203
SERVICE PROFESSIONS	447	27,264	15,449	42,713
LIBERAL PROFESSIONS	3,060	407,436	251,962	659,398
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,959	474,309	142,715	617,062
NOT ELSEWHERE CLASSIFIED	370	106,368	20,478	126,846

1/ Unions reported registered exclusive of unions reported discontinued.
2/ February totals include 3,575 for which no sex breakdown was available.
March totals include 158,113 for which no sex breakdown was available.

SOURCE: Ministry of Labor

MONTHLY WAGES 1/ IN MANUFACTURING AND MINING
(February 1949)

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 7,864	¥ 9,242	¥ 3,949
COAL MINING	8,044	8,620	3,630
Underground	9,429	9,429	--
Surface	6,319	7,261	3,630
METAL MINING	6,722	7,275	3,197
Underground	8,735	8,735	--
Surface	5,940	6,577	3,197

1/ Includes all cash money payments prior to tax and social security deductions and consists 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

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DISPUTES OCCURRING DURING FEBRUARY AND MARCH 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH				TOTAL OCCURRING DURING THE MONTH 1/			
	FEBRUARY		MARCH		FEBRUARY		MARCH	
	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved
TOTAL	56	64,306	92	245,211	174	435,691	184	515,716
Strikes	19	31,165	29	45,059	36	36,647	37	52,935
Other Work Disruptions	7	1,590	6	72	14	4,123	10	298
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT 2/	30	31,551	57	200,080	124	394,921	137	462,483
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS	--	--	--	--	75,550	37,530	173,233	53,002

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTES TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
FEBRUARY 1949						
TOTAL	50	40,770	124	394,921	174	435,691
MINING	7	30,426	6	11,195	13	41,621
CONSTRUCTION	2	224	3	3,629	5	3,853
MANUFACTURING	33	8,056	98	117,529	131	125,585
GAS, ELECTRICITY AND WATER SUPPLY	--	--	--	--	--	--
TRANSPORTATION AND COMMUNICATION	2	624	10	257,795	12	258,419
EDUCATION	--	--	--	--	--	--
ALL OTHER 3/	6	1,440	7	4,773	13	6,213
MARCH 1949						
TOTAL	47	53,233	137	462,483	184	515,716
MINING	5	1,135	8	3,844	13	4,969
CONSTRUCTION	3	5,959	2	118	5	6,077
MANUFACTURING	30	33,311	93	126,520	123	159,831
GAS, ELECTRICITY AND WATER SUPPLY	--	--	1	140,000	1	140,000
TRANSPORTATION AND COMMUNICATION	3	11,784	20	187,904	23	199,688
EDUCATION	1	15	2	49	3	64
ALL OTHER 3/	5	1,039	11	4,048	16	5,087

1/ Includes disputes beginning during the month and those carried over from the preceding month.

2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.

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

SOURCE: Ministry of Labor

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The LABOR LETTER
OF
LABOR DIVISION
ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 7 31 MARCH 1949

ECONOMIC STABILIZATION AND UNEMPLOYMENT

It has been generally assumed in the widespread discussion of the effect of the nine-point economic stabilization program on the Japanese labor force, that the program which includes balancing of the budget, establishment of a single yen exchange rate, reduction or elimination of government subsidies, tightening of industrial credit, stabilization of prices and other measures, will lead to serious unemployment. Although there is no general agreement on its extent some level of temporary unemployment may be expected. Considerable attention has been given to the matter by SCAP/ESS/LAB and various Bureau of the Japanese Labor Ministry and the following is submitted to inform the field and bring it up to date on measures contemplated to deal with the problem.

Varying Estimates of Unemployment. The Labor Ministry estimates that some 1,200,000 to 1,700,000 will be unemployed, of which 400,000 will be due to administrative reforms and 300,000 to 600,000 to readjustment in private industry, through implementation of the nine-point economic stabilization program. The estimate includes 200,000 repatriates, 100,000 school graduates and 200,000 to 400,000 marginal employees (farm workers, shopkeepers, black marketeers, etc.) whom the Labor Ministry anticipates government and industry will not be able to absorb. In addition to the above total, the present number of unemployed workers is roughly estimated at 500,000 to 1,000,000.

However, if present trends and developing plans for implementation of the program are taken into consideration the actual number of unemployed should be considerably less than the Labor Ministry' estimate, as indicated below:

1. The concrete plans presently being developed on administrative adjustments indicate that actual reductions in government personnel will be much less than 400,000.

2. The estimate of 300,000 to 600,000 unemployed for private industry appears to be an overestimate based on the following factors:

a. The single exchange rate will not cause as much unemployment as estimated by the Labor Ministry because the probably granting of temporary subsidy in certain export industries, increased efficiency, and other factors are expected to reduce this number to a negligible proportion.

b. Concentration of allocation of raw materials is already being carried on in the cotton consumer goods industry and may be extended progressively to other industries. Its effects are not definitely known but again the Labor Ministry seems to be overestimating the number of unemployed.

3. The estimates of unemployed in the other three groups, repatriates, school graduates and marginal employed are merely approximations and should be considered a maximum.

However, if extreme measures are carried out suddenly, such as drastic government personnel cuts, very tight restriction of credit to industry, sudden elimination of all industrial and private subsidies along with immediate setting of a single exchange rate, the number of unemployed may be even greater than the Labor Ministry's estimates.

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Significance of Increased Unemployment to the Economy. It is believed that under existing conditions, unemployment up to 2,000,000, out of Japan's industrial labor force of about 18,000,000 would not present a major problem. Assuming present unemployment at one-half to one million, additional unemployment of 1,000,000 to 1,500,000 would be within this range.

Possibilities of Absorption by Increased Production. It should be borne in mind that the nine-point economic stabilization program provides for increased production and increased export of goods. If each of the nine points are effectively implemented it is assumed that much labor will be absorbed and unemployment lessened thereby. However this does not preclude the possibility that there may be a temporary period of unemployment pending the anticipated increase in production.

Mobility of Workers. It is not assumed that unemployment will occur with equal force in all sections of the country at the same time. In other words, there will be areas of labor supply at the same time that there are other areas of labor demand. The Employment Security Bureau has been developing a program to provide for inter-area clearance of workers for the purpose of transferring workers from the areas of supply to those of demand. However, it should be borne in mind that Japanese labor is not mobile by nature and it is often quite difficult to persuade workers to leave areas in which they were born and spent their lives to accept employment in distant areas. Furthermore, the shortage of housing will make it difficult to transfer workers from one section of the country to the other. Therefore, inter-area clearance as a solution to the unemployment problem may be limited in its effectiveness.

Measures to Counteract Unemployment. The existing unemployment insurance program is designed to take care of a maximum of from 400,000 to 500,000 workers at any one time; about 23,000 are presently receiving benefits. Based on earnings those insured under the system may receive from 40 to 80 percent of their regular income for a maximum of six months in the event they lose their jobs. In many cases the sum received is lower than the relief afforded under the Livelihood Protection Law and workers find it difficult to live on the incomes derived under the unemployment insurance program. Separation allowances would be a cushioning factor for those having considerable years of service who were laid off from industries having such allowances. Only about one-third of the industrial labor force is covered under unemployment insurance.

The Japanese Government is considering revisions of the Unemployment Insurance Law to make unemployment insurance more equitable and to extend its coverage. The proposals are to raise average unemployment insurance benefit rates to 60 or 65 percent of prior wages and extend coverage to some industries not now covered, such as construction which employs many casual or day laborers who are most subject to unemployment and dependent on labor bosses..

To date, the public works program has concentrated on constructive projects that would quickly aid the Japanese economy without consideration as to whether such projects would maximize the use of unemployed workers. Present plans anticipate concentrating attention on projects in areas where unemployment exists and on the use of PESOs in recruitment so that projects may aid not only in economic rehabilitation but in the absorption of unemployed workers.

In addition, a law will be proposed to the Diet providing for a separate work relief program specifically designed to employ workers laid off by government and private industries as a result of the nine-point economic stabilization program. The projects under this program will be initiated only in those areas where extensive unemployment actually occurs and so planned that they may be discontinued without economic waste at such time as the workers employed thereon are needed in private industry in their localities.

Realizing that an expanding industrial economy requires workers with specialized training the Labor Ministry plans to shape vocational training programs to supply this need. Plans are also underway for expanded apprenticeship programs and ESS/LAB and the Labor Ministry are further promoting a Training-Within-Industry program to accomplish in Japanese industry results similar to those achieved by such programs in the United States and Great Britain during the war.

Unemployment Relief Deliberative Council. To coordinate policy on prospective unemployment problems the Cabinet has formed an Unemployment Relief Deliberative Council with the Labor Minister, Chief Cabinet Secretary and a State Minister as executive officers. Although the Labor Minister has already established a Government Liaison Committee for the same purpose under the Employment Security Law, it is felt that because of his key position in the new Council he can avoid undesirable duplication between the two positions and maintain the Labor Ministry's primary role in

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unemployment policy and administration.

Public Employment Security Offices. Public Employment Security Offices have been instructed by the Labor Ministry to keep well informed as to where lay-offs are likely to occur by making greater use of and speeding up tabulations of the existing employer-visiting schedules, which provide three month's anticipated employment estimates. Where lay-offs are anticipated or occur, the PESOs are instructed to try to locate other employment for unemployed workers and to assist those covered under unemployment insurance to apply for benefits.

Labor Unions in Relation to Unemployment. Labor unions in Japan have expressed considerable objection to the plans for lay-off of workers in private industry. Since lay-offs in some instances may be inevitable, every effort should be made to convince union leaders to withdrew their objections and concentrate on agreements with employers for sound procedures in lay-off and reemployment.

EMPLOYMENT SECURITY SYSTEM PRIORITIES

The Employment Security Bureau's May priorities for development in prefectural offices and PESOs are as follows:

Rating Effectiveness of PESOs On Basic Placement Operations. Saitama Prefecture, which has been carrying on an experimental program in PESO administration, established a measuring-stick for rating PESOs on three basic elements: (a) extent of public knowledge about the PESO and its services, (b) extent of utilization of PESO by employers and workers, (c) quantity and quality of placements.

In May this measuring-stick will be applied to all PESOs in Japan as a means of showing the relative effectiveness of each and as a basis for setting goals for future improvements. During May, special emphasis will be placed on development of job orders as a part of point (b) above.

Re-evaluation of Vocational Training Centers. This program was begun in March and will continue through June. During the past year the Employment Security Bureau has prepared a complete set of national standards for Public Vocational Training Centers (including types of courses, teacher qualification, selection of trainees, and facilities and equipment.) All the existing centers will be checked for conformance with these standards and will be reorganized to bring them into line. Some centers may be closed and new centers opened to fit the needs of the labor market.

Employment of New School Graduates. This priority is continued from April and involves cooperation between PESOs and schools to make the best possible placement plans for new school graduates. Their referral to jobs should be preceded by vocational guidance, where necessary and special job orders for school graduates should be filled promptly.

Control Over Labor Recruitment. The Employment Security Law, Articles 35 to 43, contains measures for the control of undesirable methods of labor recruitment. Special emphasis on enforcement of these measures was requested in April priorities and is to be continued in May.

JAPANESE GOVERNMENT OCCUPATION FORCE WORKERS

On 31 March the Japanese Government instructed prefectural governors to place into effect the 48-hour week in principle for Occupation Force workers. The purpose of this change was to place the Occupation Force workers on the same basis as government workers and to provide for adjustment to those Occupation Force weekly work-schedules which require a minimum of 48 hours. Exceptions are provided for those Occupation agencies whose regular weekly schedules are less than 48 hours. As provided by instructions through official Army channels the effective date of the regulation is at the discretion of the Occupation Force unit using the workers. Wage changes are to compensate for the difference between a 40-hour week and a 48-hour week are expected to be worked out by the Japanese Government in the near future.

ENFORCEMENT OF THE TRADE UNION LAW

The Trade Union Law has been in effect since 21 December 1945, but full enforcement of Article 2 was not instituted until the latter part of 1948. In a move to further strengthen enforcement measures, Labor Ministry Order 32, dated 9 March 1949 was issued with ESS/LAB approval and emphasizes previous enforcement instructions as well as establishing a deadline of 90 days from the date of the Order (or 9 June 1949) by which date trade unions must effect compliance with Article 2. The Order is not to be construed as permitting continuance of violations but allows a period of grace to give unions further opportunity to readjust and comply with the law without undue interruption of union business.

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The Labor Policy Section with MG Labor Office advice and assistance will determine the date of readjustment in each case, but in no instance is more than 90 days from 9 March 1949 to be permitted. MG Labor Offices will maintain surveillance and give details in the June Monthly Labor Surveillance Report of enforcement results as of the close of business 8 June 1949. For reference as to the provisions of Article 2 and interpretations thereof, see Labor Letter Vol. II, No. 5, dated 30 January 1949.

COLLECTIVE BARGAINING AGREEMENTS

It is recognized that many existing labor contracts are very one-sided in that management has bargained away many of its managerial rights (e.g. the right to dismiss without union approval), and the question has been raised as to how management may relieve itself of these onerous contracts and achieve the equality desirable in sound labor relations.

One of ESS/LAB's continuing programs is to promote sound collective bargaining agreements containing definite and specific terms as to wages, hours, working conditions, managerial rights, labor rights and a definite contract termination date. However, even where an existing contract is not ideal, ESS/LAB would certainly not recommend to management that it be broken, and where questions of breach of a contract are raised by management, ESS/LAB has suggested that it consult with its attorneys and be guided accordingly.

New legislation, if enacted, would not cancel provisions of existing contracts. However, those contracts with no definite termination dates which have already been in existence for three or more years are voidable under the Trade Union Law provision limiting contracts to three years.

NOTE: Labor Letter Vol. II, No. 6, dated 28 February 1949, under the heading "Model Labor Agreements" referred to a pamphlet issued by the Osaka Kansai Employers' Association entitled "How the Labor Agreement Should Be". The pamphlet suggests that "typists, telephone operators, chauffeurs, medical office staffs, and workers engaged in electrical, gas and water supply and maintenance" should be excluded from union membership. Publication of this suggestion in the Labor Letter is in no sense to be construed as meaning that ESS/LAB considers inclusion of such workers in unions as violating Article 2 of the Trade Union Law. The Labor Ministry's instructions issued 31 January 1949 constitute the legal interpretation of this provision of the law and are for the guidance of all concerned in effecting compliance. Requirements of the law, however, should not be confused with voluntary agreements between labor and management and should both desire to exclude from union membership others than those defined in the Labor Ministry's instruction of 31 January 1949, no objection would be interposed.

LABOR LAW REVISIONS

As part of its campaign to oppose labor law revisions, the National Congress of Industrial Unions (Sanbetsu) recently issued instructions to all affiliated unions to struggle against any changes when negotiating for new contracts by opposing "restrictive" measures and vigorously insisting on the following nine points: (1) any person below section chiefs be eligible for union membership, (2) wages for full time union officials be paid by the company, (3) company facilities be supplied for union business, (4) freedom of union activities and political activities be assured, (5) clause for automatic extension of labor contracts be maintained, (6) union's right to participate in personnel affairs, accounting, production program, enterprise adjustment be maintained, (7) decisions of "management council" must have the force of contract, (8) clause which restricts the right to strike be opposed, (9) system of grievance machinery be opposed on the ground that the present social and economic situation is too unstable to permit its establishment.

LABOR EDUCATION

Kanto Regional Conference. On 17-18 March a conference of Military Government Labor Officers, prefectural Labor Policy Section officials, employers, and union leaders from seven prefectures was held at the Kanto MG Region office to clarify GHQ policies and expedite action on: (1) enforcement of the Trade Union Law, (2) improvement of labor agreements, (3) improvement of union constitutions.

Similar conferences were previously held in each of the Military Government Regions and are to be followed with visits during April and May to each of the 46 prefectures by ESS/LAB personnel.

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Nara Labor School. A four-day course on the theory, development and present influences of labor legislation and its specific application in each labor agency was held recently in Nara by local government officials in cooperation with the Labor Ministry. Approximately 240 government labor officials attended the course which included pertinent lectures, movies, literature and discussions. Participants and prefectural officials in charge expressed enthusiasm and suggested another course be held in the near future to study the more technical aspects of labor legislation.

LABOR STANDARDS LAW

Although plans for decentralizing administration of the Labor Standards Law were apparently dropped, Democratic-Liberal party leaders are considering possible revision of the law. However, they are moving cautiously since it is recognized that weakening revisions would have strong internal and international opposition. Attention is called to the statement "Labor Standards in Japan" issued 18 March 1949 by ESS/LAB, copies of which were transmitted to MG Labor Offices. This statement discusses progress made in enforcement of the law since its enactment and the dangers inherent in detrimental revisions and decentralized administration.

Details of the budget for the Labor Standards Bureau when finalized will be given to MG Labor Offices. The Bureau strongly opposes any cut in the present inspectorate staff on the ground it is barely adequate to carry on the enforcement program.

It has been recognized that efforts to increase production under the nine-point economic stabilization program will make improved safety and sanitation in industry essential. To plan such a program of improvement for the coming year, Safety and Sanitation Section chiefs of the Labor Standards Bureau met in Tokyo, 30-31 March.

WORKMEN'S COMPENSATION

Plans are now being completed for major changes in the operation of Workmen's Compensation, as it is estimated that more than a billion yen was lost to the insurance fund last year. This resulted from failure to cover liable employers, mistaken premium reports, deliberately falsified reports and improper benefit payments made on claims where the seriousness of the disability was exaggerated or was not properly compensable under Workmen's Compensation. The tendency in many disability cases, whether occupational or non-occupational, is to claim under Workmen's Compensation since its benefits are much higher than those under other insurance systems.

Institution of the new method of operation is planned for the current year and calls for payment of all benefits from local offices rather than the present method of paying principally from prefectural offices. It will also require checking of premium reports by local inspectors, although prefectural offices will continue to collect premiums. Thus, with the shift from prefectural to local level, inspectors will be located closer to the homes of disabled claimants and plants of liable employers, making thorough and frequent check-ups feasible.

Additional personnel will be required by the new plan, for which budgetary approval is necessary. After final approval is obtained, more information will be forthcoming.

WOMEN'S ACTIVITIES

The Women's and Minor's Bureau's program for Women's Week, 10-16 April, will include radio talks, women's rallies and distribution of pamphlets and posters. It is significant that the Communist-dominated groups which celebrated 8 March as International Women's Day are now joining the April celebration.

Work is being speeded up on a series of educational pamphlets, posters and kamishibai for women in trade unions which should be available for distribution in about a month.

Considerable publicity was given in the Japanese press to the statement on Women's Sections of Trade Unions prepared by ESS/LAB 11 March. The statement points out the necessity and value of women's sections in the present stage of Japanese trade union development and describes the proper functions and activities of such sections. It is believed that Military Government Labor and Women's Affairs Officers will find the statement, copies of which have been already transmitted, extremely useful in working with women's groups, women's sections in trade unions, and unions as a whole.

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WORKMEN'S COMPENSATION INSURANCE
January 1949

Number employers covered	205,478
Number workers covered	Unknown
Premium payments	¥ 358,775,177
Number receiving benefits for first time 1/	37,209
Number of workers drawing benefits 1/	49,006
Benefit payments	¥ 239,883,102
Number of appeals	16

UNEMPLOYMENT INSURANCE
January 1949

Number of employers who paid premium (compared to 93,662 in Dec. 2/)	83,635
Total premiums collected (Dec. ¥489,755,438 2/)	¥ 436,085,345
Number applied for benefits	13,440
Number initial claims allowed	12,419
Number waiting period claims	10,079
Number claimants paid for first time	10,223
Average weekly number of persons drawing benefits (22,700 in Dec.)	38,936
Cumulative delinquency from November 1947 to end January 1949 (compared to ¥ 566,911,288 at end of Dec. 1948 2/)	¥ 691,448,557

1/ Includes cases not reported in December 1948.
2/ Revised figures.

SOURCE: Ministry of Labor

MONTHLY WAGES 1/ IN MANUFACTURING AND MINING
31 January 1949

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 8,015	¥ 9,488	¥ 3,860
COAL MINING	8,575	9,182	3,902
Underground	9,899	9,899	—
Surface	7,151	8,169	3,902
METAL MINING	7,603	8,215	3,825
Underground	9,390	9,390	—
Surface	6,905	7,646	3,825

1/ Includes all cash money payments prior to tax and social security deductions and consists 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

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LABOR UNIONS BY INDUSTRY AND SEX 1/
January 1949

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
TOTAL	36,395	5,347,863	1,542,727	6,894,165
AGRICULTURE	130	5,750	1,739	7,489
FORESTRY	607	56,383	6,451	62,834
FISHING	127	18,126	1,458	19,584
MINING	1,499	496,371	75,940	572,501
CONSTRUCTION	2,011	471,384	24,226	495,659
MANUFACTURING	14,427	1,590,162	668,326	2,258,488
GAS, ELECTRICITY AND WATER SUPPLY	781	158,027	15,926	173,953
COMMERCE	1,529	160,593	51,909	212,502
FINANCE	850	107,694	81,681	189,375
TRANSPORTATION	3,071	1,029,575	78,800	1,108,375
COMMUNICATION	1,494	240,334	109,032	349,366
SERVICE PROFESSIONS	437	26,697	15,204	41,901
LIBERAL PROFESSIONS	3,035	400,354	247,900	648,254
GOVERNMENT AND PUBLIC ORGANIZATIONS	6,018	479,789	143,316	623,164
NOT ELSEWHERE CLASSIFIED	379	106,624	20,819	127,443

1/ Union reported registered exclusive of unions reported discontinued.
2/ Totals include 298 for which no sex breakdown was available.

SOURCE: Ministry of Labor

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The LABOR LETTER of LABOR DIVISION
ECONOMIC AND SCIENTIFIC SECTION
VOLUME II NUMBER 6 28 FEBRUARY 1949

CLARIFICATION OF RESPONSIBILITIES AND OPERATING PROCEDURES FOR ESS/LAB PERSONNEL AND MG LABOR OFFICERS RESPECTIVELY
(Conference in Tokyo, 10 February 1949)

1. Attendance:

Lt. Colonel Bernard R. Papen
Major P. N. Vassel
Captain A. W. Pousard
Chester W. Hepler
Robert T. Amis
Golda G. Stander
John I. Saks
Edgar C. McVoy
Lt. Colonel S. W. Thompson

2. It was stated that the primary functions of ESS/LAB were to develop policies and operating procedures and to furnish guidance and training to the appropriate Japanese national government agencies in effecting policies and procedures.

3. That MG Labor Officers are responsible for surveillance of the prefectural government agencies to insure that policies and procedures are properly carried out at the local level, and to report to ESS/LAB on the progress being made with recommendations for necessary revisions or additions to existing policies and procedures.

4. That in discharging their responsibilities, ESS/LAB personnel will continue to periodically visit the field for the dual purpose of determining the extent to which the policies and procedures established at the national level are being carried out, and to furnish guidance and training to MG Labor Officers to make more effective their continued surveillance of the programs.

5. ESS/LAB recognized the necessity for supplying MG Labor Officers with detailed technical information on all programs and will endeavor in every instance to furnish the Labor Officers with copies of policy statements or important procedural instructions issued to prefectural agency officials by the national government, in advance of their receipt by prefectural personnel.

6. ESS/LAB personnel, at the conclusion of each field trip, will furnish Colonel Papen and his staff with a report and will include observations on the work of the MG teams contacted during the course of the visit.

7. ESS/LAB will immediately furnish and transmit through channels a revised and improved outline for the Labor Officer's monthly report. ESS/LAB will endeavor to follow up on matters reported by MG and will advise MG of actions taken or will furnish comment to MG.

8. MG will endeavor to improve the channeling of spot information to ESS/LAB regarding emergency situations in the field. In addition to reporting those matters upon which ESS/LAB requests information, MG Labor Officers will be requested to transmit reports on situations which require immediate policy decision or action. These situations will include: (a) strikes of importance to the economy and involving large numbers of workers; (b) action or inaction on the part of prefectural government officials which endanger the objectives of the labor program; (c) acts of violence in connection with labor

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disputes or suppressive action by police authorities which encroach on the rights of workers; (d) any other situations which in the judgment of the Labor Officer should receive immediate attention by ESS/LAB.

MODEL LABOR AGREEMENTS

ESS/LAB has been urging employers' associations to draft model labor agreements for the guidance of their members. The Cotton Spinning Employers' Association is the first to draft such an agreement. This draft agreement includes specific clauses on wages and allowances and provides for complete grievance machinery ending in arbitration of all unsettled grievances. The provisions regarding exclusion of management representatives from the union, and payment of union officials' wages are largely, though not wholly, in line with ESS/LAB recommendations. The agreement provides for a management council but attempts to draw a distinction between those matters which it can decide (in general, labor relations problems), and matters which it merely studies and discusses.

The Osaka Kansai Employers' Association has also published a pamphlet on "How the Labor Agreement Should Be" which includes: (1) grievance machinery provisions; (2) descriptions of different methods of calculating wages (but does not recommend which is best); (3) proposals that unions exclude from membership not only actual management representatives but also typists, telephone operators, chauffeurs, medical office staffs, and workers engaged in electrical, gas and water supply and maintenance; (4) a statement that the company "cannot help for a while" paying union officials' salary and urges employers not to pay wages during strikes. In brief, contracts drawn up in accordance with the pamphlet's recommendations, although far from perfect, would be an improvement over current contracts.

These model agreements and guides are not intended to be binding upon individual employers, but are primarily educational. Individual companies are still expected to negotiate their contracts by collective bargaining.

INSTITUTES FOR LABOR EDITORS

A series of four or five training institutes for editors of labor papers is being sponsored jointly by CIE and ESS/LAB. CIE has been holding similar institutes for the general press on the ethics and techniques of journalism. The low standards of Japanese labor papers show that labor editors also need training on these points. The tentative institute schedule lists: Tokyo in April, Sendai in June, Osaka in August and Fukuoka in October. Specific plans will be sent to MG.

EMPLOYMENT SECURITY SYSTEM

Publicity - A recently completed twenty-minute 35 mm moving picture short entitled "Road to the Dawn" will be distributed to commercial movie houses. It depicts an unemployed man being helped to find a suitable job through PESO.

Employment Security Advisory Committee - The Employment Security Advisory Committee at its regular February meeting recommended the following measures for handling anticipated unemployment:

1. Gradual discharge of employees.
2. Provide for re-employment through a constructive public works program financed by national or foreign capital and enact a law to assure the use of a proper proportion of unemployed on public works projects.
3. Use the unemployment insurance reserve to provide long-term credit for constructing low cost housing to increase the mobility of labor.
4. Set up a labor-management council in each PESO area.
5. Expand the vocational training program.
6. Improve and expand the unemployment insurance system.
7. Increase use of PESO's by government agencies.
8. Centralize the Employment Security System.
9. Encourage the establishment of new industries.

Priorities within the Employment Security System - The Employment Security Bureau has again instructed prefectural offices to concentrate their efforts

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during April upon the following programs: (1) increase the enrollment in vocational training centers; (2) improve or abolish the vocational training centers which do not meet the standards laid down by the Labor Ministry, and open new centers where required; (3) recruit necessary labor for the textile industry; (4) strengthen the supervision and control of recruitment by private agents; (5) aid new school graduates in finding suitable jobs; and (6) train P.E.S.O. personnel in the handling of unemployment insurance benefit payments.

Rescission of Increases - Since the Finance Ministry was not consulted or its concurrence obtained when the Employment Security Bureau recently upgraded its third-class officials' salaries on the average of 1.5 grades, these increases have now been rescinded resulting in lowered morale among the Bureau's employees.

MARINERS' LAW

December inspection report of the Transportation Ministry's Seamen's Bureau shows that 1231 vessels employing 10,748 seamen were inspected. About 86% of the inspected vessels were found in violation of the Mariners' Law. Of the 3932 violations found, the large majority involved failure to have necessary documents such as the mariners' pocket ledger and health certificates, or to keep and post necessary records. In December, restitution of wages amounting to ¥51,172 was made to seamen as a result of previous inspection. All ship owners found in violation were ordered to take necessary measures to correct the violations and were warned against further noncompliance. The case against one shipowner was referred to the procurator's office for action.

WOMEN AND MINORS

Impending government and private enterprise rationalization is causing considerable concern among women workers who fear that they will be the first to be discharged. Some of the more vigorous women's sections of the trade unions are attempting to prevent this. At the Government Railroad Workers' Union's Central Committee meeting which began 28 February, the Chief of the Women's Section attempted to include in the Union's discharge policy a specific resolution against sex discrimination. Similarly, at the recent national convention of the Teachers' Union, a resolution was proposed and discussed by the Women's Section.

At the teachers' convention the Women's Section succeeded in increasing the number of women on the union's central committee.

LABOR AND INDUSTRIAL RELATIONS

Current developments in United States industrial relations and the value and limitations of compulsory arbitration can aid greatly in understanding the pattern of developments in the Japanese labor situation. Speeches were made on these subjects at the Industrial Relations Research Association in Cleveland, Ohio, 28-29 December 1948, by two outstanding American authorities: Dr. George W. Taylor, former War Labor Board Chairman, and Professor Edwin E. Witte of the University of Wisconsin, formerly a member of the War Labor Board. The following excerpts are from Dr. Taylor's address "Is Compulsory Arbitration Inevitable?":

"Compulsory arbitration provides no real answer to the problem of public emergency disputes in which, unlike other labor disputes, a stoppage of production is, in fact, not available to bring about a meeting of minds between labor and management representatives.

"Implicit in compulsory arbitration is a dreadful sacrifice of cherished notions about the way men should live and work together. And for what? Compulsory arbitration would not even insure the sought-for continuity of production.

"Strikes would still occur, and they would be more difficult than ever to resolve. It should be added, moreover, that working and managing at unacceptable conditions of employment would surely bring an appalling deterioration of effort in day-to-day relationships that would spell the end of economic progress in affected plants.

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"Some program other than compulsory arbitration is clearly called for to meet the problems created by public emergency disputes. The heart of any constructive program is the cooperation of labor and management in developing substitutes for strike action and the acquiescence of these parties in various procedures that will assist disputants to arrive at a meeting of minds.

"Specifically, there is a need for these parties (1) more fully to utilize the potentialities of voluntary arbitration and (2) to join in an effort to evolve agreed-upon procedures that will be effective substitutes for strike action. Labor and management thus have the power to forestall any drift or drive toward imposed procedures or terms.

"In the absence of their recommendation, there is no alternative to government-prescribed procedures for working out public emergency disputes without dangerous work stoppages. They will center about (1) injunctions secured by the President against strike action, to allow time for settling an issue, and (2) mediation machinery designed to effect a settlement. As a reserve power, to be used to avoid pressing peril, is (3) the possibility of government seizure and operation.

"The more or less voluntary approaches suggested are not "sure-fire" -- but neither is compulsory arbitration. Under either, there are certain to be crises where work is interrupted despite great peril to the public -- and probably as many by either route. They have to be disposed of as matters of crisis government.

"There is neither need nor gain in sacrificing collective bargaining principles in a vain attempt to avoid public emergency disputes "once and for all" by compulsory arbitration. It can't be done".

On the subject of "Where Are We At In Industrial Relations?" Professor Witte makes the following points:

"Some economists have been very much worried about the danger that employers and employees may gang together to hold up the public. The public, more realistically, has been concerned not with the possible injury to society which conceivably may result from agreement, but with the consequences of the failure of labor and management to agree.

"The strike has often been called labor's only weapon to gain its ends. It has become a very poor reliance, because the public holds labor responsible for every strike, since it is usually the moving party. In large segments of American industry, the strike today cannot effectuate its valuable results in facilitating a meeting of minds because the public insists upon an immediate settlement.

"In such industries the choice seems rapidly to be becoming voluntary arbitration or compulsory arbitration, but with machinery such as that which has long existed on the railroads worthy of consideration.

"The prospects for the years immediately ahead are that there will be increased governmental intervention in labor-management relations, although it is to be hoped that the successor law to the Taft-Hartley Act will remove some of the present restrictions upon the freedom of action of the parties.

"Successful collective bargaining is a matter of determination to make it work and of willingness to accept the bitter with the sweet.

"Management must wholeheartedly accept unionism and recognize that workers can be loyal at one and the same time to the company and the union, just as it is possible to be loyal simultaneously to parents, spouse and children, to the church, community and nation.

"Unions must cease berating management, cooperate in trying to secure maximum production, and leave no doubt of their acceptance of our system of free enterprise.

"A state of armed truce is not a satisfactory industrial relations situation any more than it leads to peace and good will internationally. Satisfactory collective bargaining is very largely a matter of day-by-day living

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together and learning to cooperate, on a plant, company, industry, and national basis. It involves more than good intent. It requires also the development of sound procedures for the practical solution of many troublesome problems.

"In no industry have all conditions of employment become a matter of collective bargaining. While opposed to rigid definition of management rights, all but Communist-controlled unions concede that there are management rights and functions of management which they do not wish to usurp or even share. In our democracy, all rights carry with them duties.

"Management rights must be exercised in such a way as to benefit not merely the managements and the stockholders, but the workers and the consumers as well. It is also increasingly necessary, as the unions become as important in our society as are the corporations, that they too weigh all their actions with the prosperity of industry and the general public welfare ever in mind.

"Industrial relations in this country are far from ideal. In many respects, it is even uncertain whither we are tending. I believe, however, that marked progress has been made toward sounder industrial relations in the last two decades.

"Real improvement is less clear when the total national situation is surveyed than in particular plants and industries, which have made good records not only for industrial peace but for genuine cooperation between employers and employees".

UNEMPLOYMENT INSURANCE
December 1948

Number of employers who paid premium (compared to 92,850 in Nov. 1/)	93,662
Total premiums collected (Nov. ¥553,699,492 1/)	¥ 489,755,438
Number applied for benefits	12,260
Number initial claims allowed	11,280
Number waiting period claims	9,354
Number claimants paid for first time	9,258
Average weekly number of persons drawing benefits	22,700
Cumulative delinquency from November 1947 to end December 1948 (compared to ¥532,390,912 at end of November 1/)	¥ 566,911,288

WORKMEN'S COMPENSATION INSURANCE
December 1948

Number employers covered	198,889
Number workers covered	Unknown
Premium payments	¥ 261,970,338
Number receiving benefits for first time 2/	41,942
Number of workers drawing benefits 2/	55,785
Benefit payments	¥ 270,379,719
Number of appeals	5

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

SOURCE: Ministry of Labor

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DISPUTES OCCURRING DURING JANUARY 1949 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved
TOTAL	59	12,828	176	383,590
Strikes	13	1,316	28	5,054
Other Work Disruptions	7	191	18	2,491
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT 2/	39	11,321	130	376,045
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS	—	—	40,992	5,334

BY INDUSTRY

Industry	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTES TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
TOTAL	46	7,545	130	376,045	176	383,590
MINING	4	2,210	7	10,025	11	12,235
CONSTRUCTION	-	-	3	195	3	195
MANUFACTURING	40	4,562	96	101,817	136	106,379
GAS, ELECTRICITY AND WATER SUPPLY	-	-	1	8	1	8
TRANSPORTATION AND COMMUNICATION	-	-	11	257,875	11	257,875
EDUCATION	-	-	1	5	1	5
ALL OTHER 3/	2	773	11	6,120	13	6,893

1/ Includes disputes beginning during the month and those carried over from the preceding month.

2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.

3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

SOURCE: Ministry of Labor

MONTHLY WAGES 1/ IN MANUFACTURING AND MINING

(31 December 1948)

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 8,876	¥ 10,541	¥ 4,374
COAL MINING	8,859	9,507	3,952
Underground	10,504	10,504	-
Surface	7,077	8,081	3,952
METAL MINING	7,396	8,019	3,627
Underground	9,015	9,015	-
Surface	6,802	7,565	3,627

1/ Includes all cash money payments prior to tax and social security deductions and consists 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

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The LABOR LETTER

of

LABOR DIVISION

ECONOMIC AND SCIENTIFIC SECTION

VOLUME II NUMBER 5 30 January 1949

INTERNATIONAL LABOUR CONFERENCE

Dr. Raghunath Rao, Assistant Director General of the International Labour Office, after concluding a series of official visits to Ceylon, India and the Philippines, will arrive in Japan 8 February for a three weeks visit to observe and report to the Director General and the Governing Body of the I.L.O. on labor standards and conditions in Japan in order to facilitate the ultimate re-association of Japan with that organization with SCAP encouragement.

The I.L.O. is an association of nations, financed by governments and democratically controlled by representatives of governments, management and labor organizations to promote the welfare of workers and to provide a clearing house of information and a sounding board on all matters affecting labor and industrial relationships. The I.L.O. is closely associated with the United Nations in regard to its specialized interests.

The machinery of the Organization consists of:

The International Labour Office which acts as a permanent secretariat of labor aspects, a world information center, and a publishing house. The knowledge and experience of the Organization is available to all member nations. It has branch offices and correspondents in many countries.

The Governing Body, composed of 16 representatives of government, 8 of management and 8 of labor, is the executive council of the Organization and exercises general and financial supervision over the work of the Office and the agenda of the periodic conferences.

The International Labour Conference is a world parliament for labor and social questions. Each national delegation to the annual meetings comprises four delegates, two representing the government, one management, and one labor; each of these groups speaks and votes independently, so that all points of view find full expression.

The Conference adopts by a two-thirds majority vote minimum international labor standards which are formulated in special international treaties called Conventions. The Conventions become effective within the I.L.O. code when subscribed to by a minimum number of member states. Only those states which subscribe to the Conventions are delegated to carry out their provisions by implementation through necessary legislative or administrative machinery. The Conference also adopts Recommendations which lack the force of Conventions but which suggest standards desirable for adoption. Annual reports on the application of each Convention so accepted are submitted to the I.L.O. by the governments concerned.

Since the first 1919 Conference the I.L.O. has adopted 86 Conventions and 82 Recommendations. These deal with working hours, paid vacations, women's work, the protection of children, industrial accident prevention and compensation, unemployment, sickness, old age and death insurance, employment exchanges, migratory labor, seamen's conditions, cooperatives, etc.

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Although current Japanese labor legislation conforms or goes beyond I.L.O. standards, several countries still fear that Japan may not carry out the full intent of these laws and once again undercut agreed minimum standards by dumping goods on world markets produced by sweated labor. Some countries have suggested possible curtailment of Japan's export program on this account. It is therefore important to encourage the Japanese to demonstrate their capacity to enforce fully the system of progressive labor legislation adopted since the end of the war.

RECENT DEVELOPMENTS CONCERNING LABOR LEGISLATION AND LABOR RELATIONS COMMITTEES

The Japanese Government's plan to amend the existing labor laws has received considerable newspaper publicity. Organized labor and particularly the left-wing elements have opposed any revisions.

The Japanese Government under SCAP guidance has been considering strengthening through amendment such matters as Labor Relations Committee functions and coordination and the problems concerned with democratizing trade unions. Newspaper reports that the draft legislation will require inclusion of grievance machinery or peace clauses in contracts are without foundation. Any proposed labor law revisions are definitely not punitive or intended to suppress legitimate trade union activities. Various government agency proposals in this field will be turned over to the Diet's Labor Committee for full public hearings before a final draft is prepared for legislative action.

Pending passage of any revised labor legislation, the Labor Ministry, with the advice of ESS/LAB is strengthening the enforcement of the current laws in order to make effective those provisions which were overlooked or evaded by labor, management and government administrators. Thus, interpretive bulletins on Article 2 of the Trade Union Law which define illegal financial support of unions by employers and the ineligibility of certain classes of managerial personnel for union membership are being issued to all prefectures. Current consideration is being given to interpretations of "act of dispute" and "proper act of dispute."

An illustration of the tightening of the present laws is the consideration by the Tokyo Labor Relations Committee of a test deregistration case against Zenroren under Article 2 of the Trade Union Law on the grounds that its membership is not comprised of workers as required by Article 2 of the Trade Union Law.

The Labor Ministry drafted for prefectural distribution instructions concerning cases involving alleged discrimination under Article 11 of the Trade Union Law as a result of disciplinary action taken by employers against employees responsible for serious Press Code violations. This circular restricts the authority of the Labor Relations Committees in cases where Press Code violations have been so recognized by Occupation authorities. The Committees will not be permitted to consider such disciplinary measures taken by employers (who are ultimately responsible under the Press Code) as ipso facto discriminatory treatment in violation of Article 11 of the Trade Union Law, unless very strong evidence to the contrary is elicited.

ENFORCEMENT OF TRADE UNION LAW

The Labor Ministry instructed its prefectural offices on 31 January to tighten up the hitherto largely neglected enforcement of Article 2 of the Trade Union Law. This Article provides that before a union can be registered it must meet the following four requirements:

1. It must not include representatives of management as members.
2. It must not receive substantial financial aid from the employer.
3. It must not be confined to mutual aid or welfare work.
4. It must not be primarily a political or ideological organization.

The new instruction defines more exactly "representatives of management" and "substantial financial aid."

Representatives of management are defined to include:

1. All company officers, members of the board of directors or other similar body.

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2. Plant managers, chiefs of the personnel and accounting sections and comparable staff members having access to confidential information pertaining to personnel and company labor relations.

3. Persons who have authority to hire, transfer, or discharge and determine company policy concerning production, finances, labor relations, public relations, legal and other professional matters.

4. Upper staff in the labor department or section.

5. Secretaries or others who deal with confidential business policy concerning personnel or employer-labor relations.

6. Plant protection guards.

Major expenses are defined as:

1. Wages, salaries or other allowances to full-time union officials or union employees.

2. Furnishing free automobiles, telegraphic or telephone service, transportation, dormitories, office space, meals or other free service to union officials or staff which are not provided to all other employees.

However, it is permissible for union officials to negotiate grievances up to two hours a day on company time, or to attend a reasonable number of local union meetings and national union conventions while receiving pay from the company.

ESS/LAB has informed both employers and unions that clauses in current labor agreements which violate Article 2 are invalid and such practices were to cease immediately.

In other words, the question of whether or not to obey Article 2 of the Trade Union Law is not a proper subject for collective bargaining. However, it is recognized that there will be borderline problems even under the new definitions which might legitimately be settled through collective bargaining.

PRIORITIES WITHIN THE EMPLOYMENT SECURITY SYSTEM

The Employment Security Bureau proposes to issue a monthly list of priority programs to supplement normal operating programs. Special training and supervision of such priority programs based on relevant sections of the Manual of Instructions include:

1. Developing Plans to Cushion Worker Lay-offs

Since the nine-point economic stabilization program is expected to cause financial readjustments leading to worker lay-offs in private industry and government, PESOs should be well informed where such lay-offs are likely to occur and take appropriate action. This is to be achieved by:

a. Making greater use of and speeding up tabulations of the existing employer visiting schedules which provide three months anticipated employment estimates, and

b. Executing measures for re-employment and improvement of unemployment insurance benefit payments.

2. Recruiting Local Labor for the Textile Industry

To implement the plan of eliminating textile industry recruiting agents by 1950, prefectural and local officials must increase the effectiveness of their own recruiting activities by making special efforts during March and April when recruitment is usually highest among the new crop of school graduates.

3. Improving Prefectural Supervision

The past three months reports from National Employment Security supervisors who are now engaged in field operations indicate the following serious weaknesses in the prefectural supervision program:

a. Some supervisors, contrary to instructions, have other routine duties which prevent them from devoting full time to supervision.

b. Supervisors have failed to make monthly PESO visits and to keep records of their operations.

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c. Good working relations between the supervisors and the other prefectural Employment Security officials have not been established.

The Employment Security Bureau will conduct a series of block meetings throughout Japan during March to train prefectural supervisors.

EMPLOYMENT SECURITY PERSONNEL

An 8 January National Personnel Authority order which implements the National Public Service Law amendment of 3 December 1948 brings under NPA jurisdiction all Employment Security System personnel including those in prefectural offices. Thus, the Labor Ministry has designated prefectural Employment Security Section chiefs instead of the governor to make appointments of third class officials and lower ranking employees.

ITINERANT PESO SERVICE

An experimental itinerant employment service is operating from the Chichibu PESO in Saitama Prefecture in preparation for a nationwide itinerant service which is planned for the fiscal year 1949-50. An interviewer provides a semi-monthly service to outlying towns by taking a series of five-day trips each covering six towns. Placement activities have been successful, particularly in placing unskilled labor on public works projects, and farmers' daughters in textile factories.

LABOR STANDARDS LAW

In the 9-month period from February through October 1948, the Labor Standards Bureau inspected 145,663 establishments employing more than 7 million workers. Of the inspections made, 138,406 were routine, and 7,257 on the basis of complaints from workers. Of special significance is the steady increase in the number of monthly inspections. For example, in October 1948, 27,241 establishments were inspected, as compared with 15,322 in May 1948 when the law became fully effective.

In view of the law's newness and its many provisions, one or more violations were found in a large proportion (80%) of the establishments inspected. Over 50% of the 378,233 violation cases involved failure to keep required records or to file necessary reports. The remaining violations related to hours of work, recess periods, vacations, overtime, child labor, safety and sanitation, etc.

Labor standards officers chiefly found that many of the violations resulted from the employers' ignorance of the Law, and that they were willing to correct the violations. In the 9-month period ending October 1948, ¥177,484,820 was paid to workers as a result of the Bureau's efforts to enforce the Law.

Prosecuting employers for willful violations was emphasized in recent months. Up to 30 November, 164 cases were filed with procurators' offices throughout Japan of which 34 were referred to the courts (14 of these were recommended for formal trials), 10 were dropped and 120 are still pending procurators' decisions. Six of the court trials resulted in imprisonment, two in fines and six cases are still pending in the courts. In the balance of 20 court cases the procurators had recommended summary proceedings and 19 fines ranging from ¥500 to ¥5,000 were imposed by the courts; one case involving summary proceedings is still pending.

WOMEN'S AND MINORS' BUREAU

Under national supervision, the Women's and Minors' Bureau field representatives in seven Kanto prefectures in January began an investigation of all phases of women's employment in a selected sample of small, medium and large silk-reeling plants.

At the instigation of the Bureau, an instruction was sent from the Education, Welfare and Labor Ministries to local officials calling for coordinated effort to alleviate hardship to any minor workers discharged under the Labor Standards Law. Of special interest was the emphasis on existing allowances for school expense provided under the Livelihood Security Law.

In connection with the coordinated efforts of labor and welfare officials to eliminate the practice of selling young children, emphasis is being placed on the

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noed to make sure that placement of children under the Welfare Ministry's foster home program is not abused and that proper precautions are taken to avoid exploitation of child labor under the name of foster home placement.

The Women's and Minor's Bureau during January published a second poster on equal pay for equal work aimed at gaining support from all groups to obtain equal pay. The poster points out that if equal pay is given, women workers' living standards improve, male workers are freed from the fear of having their wages undercut by cheap labor, employers get better production through better-satisfied workers, and housewives' living improves, whether the head of the house is a man or a woman, by the general improvement in wages.

WOMEN'S SECTIONS OF UNIONS

At an 8 January meeting of the chairmen of the women's sections of each prefectural teachers' union, practical action was planned to disseminate to all women union members information on effective participation by women in the scheduled May election of union officials and on wage structure. Emphasis was laid on the need for women's sections to make sure that women members understood the importance of using the vote in the union elections, knew when and where the elections would take place, knew the candidates' policies on subjects of interest to women, voted for those candidates who reflected their policies, and nominated appropriate candidates if none had been put up.

The women's section of the All Silk-Reeling Union has actively supported the Union's current wage negotiations by various actions including visits to the Women's and Minor's Bureau and other government agencies to request support for wage increases.

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DISPUTES OCCURRING DURING NOVEMBER AND DECEMBER 1946 AND MAN-DAYS IDLE

BY TACTICS

ITEM	BEGINNING DURING THE MONTH				TOTAL OCCURRING DURING THE MONTH 1/			
	NOVEMBER		DECEMBER		NOVEMBER		DECEMBER	
	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved	No.	Workers Involved
TOTAL	77	672,302	98	139,518	229	1,386,681	257	1,236,259
Strikes	36	462,726	43	28,583	60	648,250	70	576,930
Other Work Disruptions	9	724	16	1,322	24	2,210	26	2,665
NOT ACCOMPANIED BY DISPUTES TACTICS BUT REFERRED TO LRCs FOR ADJUSTMENT 2/	32	209,852	39	109,613	145	736,221	161	656,664
MAN-DAYS IDLE OWING TO STRIKES AND LOCK-OUTS	—	—	—	—	1,337,279	649,341	730,367	577,547

BY INDUSTRY

INDUSTRY	ACCOMPANIED BY ACT OF DISPUTE		NOT ACCOMPANIED BY DISPUTES TACTICS 2/		TOTAL OCCURRING DURING THE MONTH 1/	
	Number	Workers Involved	Number	Workers Involved	Number	Workers Involved
NOVEMBER 1946						
TOTAL	84	650,460	145	736,221	229	1,386,681
MINING	6	518,244	4	10,354	10	528,598
CONSTRUCTION	3	133	—	—	3	133
MANUFACTURING	64	69,622	117	341,566	181	411,188
GAS, ELECTRICITY AND WATER SUPPLY	1	53,137	1	136,908	2	190,045
TRANSPORTATION AND COMMUNICATION	7	9,227	10	243,704	17	252,931
EDUCATION	—	—	—	—	—	—
ALL OTHER 3/	3	47	13	3,669	16	3,736
DECEMBER 1946						
TOTAL	96	579,595	161	656,664	257	1,236,259
MINING	6	455,919	5	1,207	11	457,126
CONSTRUCTION	1	12	2	169	3	181
MANUFACTURING	74	38,521	129	324,204	4/ 201	362,725
GAS, ELECTRICITY AND WATER SUPPLY	1	57,570	1	79,338	4/ 1	136,908
TRANSPORTATION AND COMMUNICATION	4	24,737	14	245,523	4/ 17	270,260
EDUCATION	1	44	—	—	1	44
ALL OTHER 3/	9	2,792	14	6,223	23	9,015

1/ Includes disputes beginning during the month and those carried over from the preceding month.

2/ Disputes not accompanied by disputes tactics but which have been referred to Labor Relations Committees for adjustment.

3/ Includes AGRICULTURE, FORESTRY, FISHING, FINANCE, SERVICE PROFESSIONS, Other LIBERAL PROFESSIONS, GOVERNMENT AND PUBLIC ORGANIZATIONS and NOT ELSEWHERE CLASSIFIED.

4/ Disputes in which some of the workers engaged in disputes acts are also counted under the particular dispute tactic. However, the number of workers involved are counted only once.

SOURCE: Ministry of Labor

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LABOR UNIONS BY INDUSTRY AND ST[illegible] 1/

INDUSTRY	NUMBER	MEMBERSHIP		
		Men	Women	Total 2/
DECEMBER 194[illegible]				
TOTAL	35,749	5,291,295	1,532,079	6,833,641
AGRICULTURE	133	5,[illegible]73	1,732	7,605
FORESTRY	593	55,227	6,397	61,524
FISHING	120	17,36[illegible]	1,395	1[illegible],763
MINING	1,470	494,365	76,154	570,709
CONSTRUCTION	1,964	46[illegible],21[illegible]	23,901	492,16[illegible]
MANUFACTURING	14,102	1,5[illegible]3,146	665,[illegible]00	2,2[illegible],946
GAS, ELECTRICITY AND WATER SUPPLY	75[illegible]	153,622	15,646	169,26[illegible]
COMMERCE	1,443	152,296	49,360	201,656
FINANCE	[illegible]33	106,970	[illegible]1,421	1[illegible],391
TRANSPORTATION	3,095	1,013,[illegible]50	77,935	1,091,7[illegible]5
COMMUNICATION	1,463	[illegible]237,646	107,[illegible]64	345,510
SERVICE PROFESSIONS	421	26,239	15,0[illegible]6	41,325
LIBERAL PROFESSIONS	[illegible],9[illegible]1	391,750	245,70[illegible]	637,45[illegible]
GOVERNMENT AND PUBLIC ORGANIZATIONS	5,99[illegible]	47[illegible],534	1[illegible]2,647	621,219
NOT ELSEWHERE CLASSIFIED	375	106,1[illegible]1	21,133	127,314
DECEMBER 194[illegible]				
TOTAL	36,179	5,314,696	1,537,314	6,[illegible]52,2[illegible]7
AGRICULTURE	131	5,724	1,732	7,456
FORESTRY	601	55,576	6,345	61,921
FISHING	12[illegible]	1[illegible],312	1,457	19,769
MINING	1,501	499,529	76,94[illegible]	576,667
CONSTRUCTION	1,9[illegible]9	471,601	2[illegible],130	495,7[illegible]0
MANUFACTURING	14,337	1,5[illegible]6,110	66[illegible],229	2,256,339
GAS, ELECTRICITY AND WATER SUPPLY	777	157,6[illegible]4	15,[illegible]82	173,566
COMMERCE	1,460	153,051	49,555	202,606
FINANCE	[illegible]42	107,336	[illegible]1,599	1[illegible]8,935
TRANSPORTATION	3,122	1,014,554	77,[illegible]97	1,092,451
COMMUNICATION	1,469	237,92[illegible]	108,[illegible]86	346,014
SERVICE PROFESSIONS	432	26,637	15,146	41,7[illegible]3
LIBERAL PROFESSIONS	3,006	393,862	246,652	640,514
GOVERNMENT AND PUBLIC ORGANIZATIONS	6,007	47[illegible],504	142,550	621,092
NOT ELSEWHERE CLASSIFIED	377	106,2[illegible]	21,106	127,394

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

SOURCE: Ministry of Labor

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MONTHLY WAGES 1/ IN MANUFACTURING AND MINING
(30 November 194[illegible])

INDUSTRY	TOTAL WAGES	MALE	FEMALE
ALL MANUFACTURING	¥ 6,766	¥ [illegible],072	¥ 3,221
COAL MINING	[illegible],305	[illegible],920	3,724
Underground	9,[illegible]33	9,[illegible]33	—
Surface	6,659	7,616	3,724
METAL MINING	6,299	6,832	3,[illegible]18
Underground	7,[illegible]34	7,[illegible]34	—
Surface	5,774	6,410	3,[illegible]18

1/ Includes all cash money payments prior to tax and social security deductions and consists 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

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UNEMPLOYMENT INSURANCE
November 1948

Number of employers who paid premium (compared to 93,151 in Oct.1/)	92,858
Total premiums collected (Oct. ¥51[illegible],4[illegible]4,129 1/)	¥ 553,718,492
Number applied for benefits	10,301
Number initial claims allowed	9,464
Number waiting period claims	7,566
Number claimants paid for first time	7,776
Average weekly number of persons drawing benefits	19,446
Cumulative delinquency from November 1947 to end November 1948 (Compared to ¥576,054,670) at end of Nov.1/)	¥ 532,370,912

WORKMEN'S COMPENSATION INSURANCE
November 1948

Number employers covered	192,450
Number workers covered	Unknown
Premium payments	¥ 116,026,987
Number receiving benefits for first time	2/ 30,340
Number workers drawing benefits	2/ 30,427
Benefit payments	¥ 200,450,580
Number of appeals	0

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

SOURCE: Ministry of Labor

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CORRECTION

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YAMAGASHI MILITARY GOVT. RECD 24 DEC 1948 G-1

The LABOR LETTER

of

LABOR DIVISION

ECONOMIC & SCIENTIFIC SECTION

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CE
Legal
PH
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DISPUTES SETTLED

The year's end brought settlements, at least temporarily, of the following wage 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 ¥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.

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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

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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

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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 aids in 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.

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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 HG 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 61,000 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

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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	8,303
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/ 80,845
Benefit payments	¥295,730,755
Number of appeals	3

SOURCE: Ministry of Labor

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

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YAMANASHI MILITARY GOVT. RECD 15 DEC 1948

The LABOR LETTER of LABOR DIVISION ECONOMIC AND SCIENTIFIC SECTION

VOLUM II NUMBER 3 30 NOVEMBER 1048

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, Hiseo. 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 paymnt 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.

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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 sucessful 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

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government construction and maintenance work in general, and from public works and snow removel 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.

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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 Seamon'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.

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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.

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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

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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

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The LABOR LETTER
of
LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

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LABOR RELATIONS

NATIONAL UNION CONVENTIONS

The two major federations, Sodomei and Sanbetsu, and five Sanbetsu affiliated national unions have held and scheduled regular or emergency national conventions during October and November. The inaugural meetings of two newly organized national unions are additional October events. Dates of these various meetings are as follows:

All-Japan Metal Workers Union (NCIU), 11-14 October, Osaka.
Japanese General Federation of Labor (Sodomei), 21-24 October, Tokyo.
All-Japan Electrical Manufacturing Workers Union (NCIU), 27-29 October, Tokyo.
National Metal Workers Federation (Sanbetsu Democratization League), 28 October, Tokyo.
All-Japan Communication Workers Union (NCIU), 10-14 November, Kotohiro, Shikoku
All-Japan Electric Industry Workers Union (NCIU), 14-16 November, Kotohiro, Shikoku.
All-Japan Chemical Industry Workers Union (NCIU), 14-17 November, Shibaura Hall, Tokyo.
National Congress of Industrial Unions, 19-22 November, Meidai Hall Auditorium, Tokyo.

Old-time Sodomei leaders report that their recent convention was the noisiest in its history. It was marked by a vigorous challenge on the part of younger elements against the right-wing leadership, and resulted in the replacement of Hara Toraichi as Secretary-General by Takano Minoru, leader of the democratization movement in Sodomei, although Matsuoka Komakichi was re-elected president. Three other Takano supporters were elected to important posts: Shigemori Hisaji and Yamabana Hideo as vice-presidents and Shimayama Zebgoro as Treasurer. It is anticipated that the substantial transfer of Sodomei leadership from political figures to active trade union leaders will be followed by increased rank-and-file participation and liberalization of Sodomei policy and activity.

The Sanbetsu Democratization League (Mindo), led by Hosoya Matsuta, has expanded and intensified its activities among various Sanbetsu affiliated and independent unions. Some observers anticipate that a number of these unions may in the near future split over the question of Communist leadership. Splits of this kind occurred during the recent organization of the two new metal workers unions. Under the sponsorship of Sanbetsu and the Communists, the All Japan Metal Workers Union was formed of parts of three other unions: the All-Japan Machine and Tool Workers, the All-Japan Rolling Stock Industry Workers, and the All-Japan Iron and Steel Workers. The Sanbetsu Democratization League countered this move by sponsoring the organization of the democratic elements of the same three unions into the new National Metal Workers Federation.

All factions of Sodomei and the Sanbetsu Democratization League are united in an anti-Communist position. The so-called left-wing Sodomei group, however, agrees with the Sanbetsu Mindo that the ultra-rightist influence in Sodomei and some independent unions is also a potential danger to the labor movement. Developments at these forth-coming conventions thus assume primary interest and importance in Japan's post-war labor history.

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COAL LABOR RELATIONS

The coal contract which was to expire 30 September was extended by mutual agreement of the operators and the union until a new contract can be written with the provision that wage clauses be retroactive to 1 October. Negotiations have moved slowly on new contract talks but are now under way. Negotiations are concerned with settlement of three issues: a repercussion increase due to the rise in official prices from July to October; new wages passed October; and retirement allowances.

The Government had settled the repercussion figure at 5%, which was unsatisfactory to the miners. However, agreement on repercussion has been delayed while exploratory talks on new wages are in progress. The retirement allowance question probably will not be definitely settled until after resolution of the two other issues. Unless agreement is reached very shortly, it is expected that the unions will resort to slow-downs and other dispute tactics in the mines.

The only mine dispute of consequence during the month was in the important Yubari Colliery in Hokkaido where stoppages took place because of disagreement on "fringe" issues, such as dormitory allowances, advance pay, etc. Thanks to the efforts of MG and Eighth Army Coal Teams, these issues are expected to be submitted to mediation without further stoppages.

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DENSAN DISPUTE

Although compulsory mediation was in progress in the Densan dispute from 17 September, the union cooperated grudgingly and some Densan locals carried on dispute tactics despite the 30-day waiting period. The Attorney-General ruled that the waiting period legally was in effect and, as a result, Densan strikers in Hokkaido, Fukuoka, and Shizuoka were arrested by the police.

On 17 October, Dr. Suehiro, Chairman of the CLRC, made a public announcement as to the findings of the Special Experts Committee. This special report concerned only the wage increase which was owed the workers in accordance with the contract's sliding scale provision; the other issues, such as ability of the company to pay and source of deficit funds, still are unresolved.

The union now insists that it has the legal right to strike and continued dispute action is planned. Meanwhile the Communists and their opponents within the union are preparing for a showdown convention in November.

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MANAGEMENT EDUCATION

The Japan Federation of Employers' Association has set up an Education Committee, headed by Mr. Nakajima, President of the Oji Paper Co. The Committee has begun an expanded program of publications, including a weekly newspaper (the Nikkeiren Times) and a series of pamphlets on production control, the Taft-Hartley Act, the Labor Standards Law, and other topics.

The Committee is also concerned with improving the quality of labor courses offered in Japanese universities. At present such courses, which are largely historical and ideological in character, do not prepare young men for jobs in the personnel departments of companies. The Committee has not yet decided upon the best way to proceed in having the contents of these courses made more practical, but may begin by working with two or three universities, to build up their faculties and courses in the labor field.

Military Government Teams are invited to contribute labor articles of national interest to THE LABOR LETTER. Contributions may be forwarded to Economic and Scientific Section, Attn: Labor Division, GHQ, SCAP, APO 500.

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WOMEN'S AND MINORS' BUREAU

At the regional conferences held by the Women's and Minors' Bureau for their field representatives during September and early October, points discussed included the following:

Some confusion exists as to the functions of the women labor standards inspectors, and they are in some instances attempting to work on general problems of women and minors. It was pointed out that the functions of women inspectors are exactly the same as those of men inspectors. They are concerned solely with the Labor Standards Law and their chief function is to perform inspections of establishments to ensure enforcement of the Law.

Some of the field representatives have difficulty in obtaining their own budget which is handled by the labor standards offices for administrative convenience. The labor standards officials have no authority over choice of projects or determination of policy by Women's and Minors' Bureau field representatives.

The Central Labor Standards Bureau has issued instructions to each prefectural labor standards office chief pointing out that the Office is handling Women's and Minors' Bureau budget only for convenience's sake and that the only responsibility which labor standards officials have over Women's and Minors' Bureau funds is to inform the Women's and Minors' Bureau officials of the accounting rules provided by Law.

Instances have occured wherein the chief field representative does not make available to her assistants material sent down by the Women's and Minors' Bureau and makes no effort to utilize her staff properly. Women's and Minors' Bureau officials stressed the need for training women employed as staff and for utilizing the entire staff to carry out the Women's and Minors' Bureau program.

Instructions from the Central Women's and Minors' Bureau have not, in many instances, been sufficiently clear in the various steps which the field representatives should take in carrying them out. A new system has been instituted in the Central Bureau providing for centralized clearance of all instructions to prevent duplication, overloading, and to check on clarify of direction.

Some difficulty has been experienced in obtaining required information from other offices in the prefecture, both because of lack of information in readily available form and because of lack of cooperation by some prefectural offices. Attention was called to the right of field representatives to have access to such information, but it was also noted that they could not expect other offices always to have prepared information desired and that it was a function of the field representatives themselves to study and analyze the reports maintained by these other offices.

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KOKUTETSU WOMEN'S SECTION

At the Government Railroad Workers' Union convention in October, the question of changing the voting regulations provided especially for the Youth Section and the Women's Section was voted on, but the change was rejected and the special regulations remained unchanged.

Efforts are currently being directed by the Women's Section toward making an absolutely clear-cut distinction between the Women's Section and the Youth Section. At the present time these Sections are clearly separate in function and activity in all except two of the local branches, but the concept prevails that it is impossible to have a Women's Section without also having a Youth Section.

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WORKMEN'S COMPENSATION

Coverage of workmen's compensation insurance is still expanding at a very satisfactory rate. 10,000 employers joined the system in July and about 12,000 in August, raising the total to 161,000 at the end of August. Premium collections, on the other hand, although increasing have not increased as rapidly as they should. The result is gradually increasing delinquency. During October the Workmen's Compensation Section put on an intensive drive aimed at wiping out most of this delinquency. The drive is characterized by an attempt to visit every delinquent employer to demand payment. Regular Labor Standards inspector are being used in addition to Workmen's Compensation personnel. Where employers persistently refuse to make payment, attachments have been undertaken in the past; it is believed that a large number will be necessary if this drive is to be successful.

New instructions have been issued ordering the prefectural offices to pay benefits directly to workers or to their surviving families instead of indirectly through the employer. It is believed that the old procedure has given rise to false or exaggerated benefit claims. Prefectural offices are expected to establish a procedure for examining all benefit claims prior to payment and to make a field check of claims which are found by the examiners to be suspicious. Claims for benefits have increased enormously in recent months. It is hoped that most of the fraudlent claims will be eliminated by this procedure.

UNEMPLOYMENT INSURANCE

The Unemployment Insurance Section is conducting a campaign for collecting premiums aimed at raising total premium collections to 90% of assessments by the end of October. While Unemployment Insurance has not previously attached the property of delinquent employers, this measure is being used in this drive. Some prefectures have been comparatively successful. Others are far behind.

Although unemployment insurance benefits continue at a very low level, the amount of benefits is increasing rapidly. Data for the month of July shows an average number of beneficiaries of 8,500, an increase of 50% compared with the previous month, and for August: 10,500, an additional 25% increase. Applications in August were 9,000; initial claims allowed were 7,500 and claimants paid for the first time were 5,500. These figures indicate that the turnover among claimants is high and most persons who drew benefits draw for only a short time.

UNEMPLOYMENT INSURANCE

Reports of Unemployment Insurance operations for the month of July show a substantial increase in benefit payments. The average number of workers drawing benefits was 8,428. This is an increase of almost 50% compared to the month before. Initial claims allowed were 6,106, an increase of 30%. The number of workers receiving benefits for the first time during the month was 4,418, indicating a high turnover among the beneficiaries.

During October the Employment Security Bureau issued instructions setting forth policy with regard to disqualification of applicants and penalty periods. Instructions were also issued regarding reporting requirements. Where transportation between the workers' homes and the employment office is very difficult, the workers may be excused from reporting twice a week. Instead, such workers may report once every two weeks or, in extreme cases, even less frequently.

A series of conferences covering all Japan were held for unemployment insurance officials. National officials addressed the conferences and outlined the goals and procedure of a new premium collection drive. Four principal points of the conference were:

1. Ratio of total collection to total assessments (since the program started 1 Sep 47) is to be raised to 90% by the end of October.

2. Strong efforts are to be made to extend the coverage to employers legally liable but heretofore not contributing.

3. Attachments and indictments are to be stepped up.

4. Number of persons assigned to collection is to be increased.

LABOR BOSSES

The first labor boss to be convicted under the Employment Security Law was the head of the Yabushita Gumi of Osaka who was fined ¥5,000 and ordered to stop operating. The case was handled jointly by Labor Standards and Employment Security officials.

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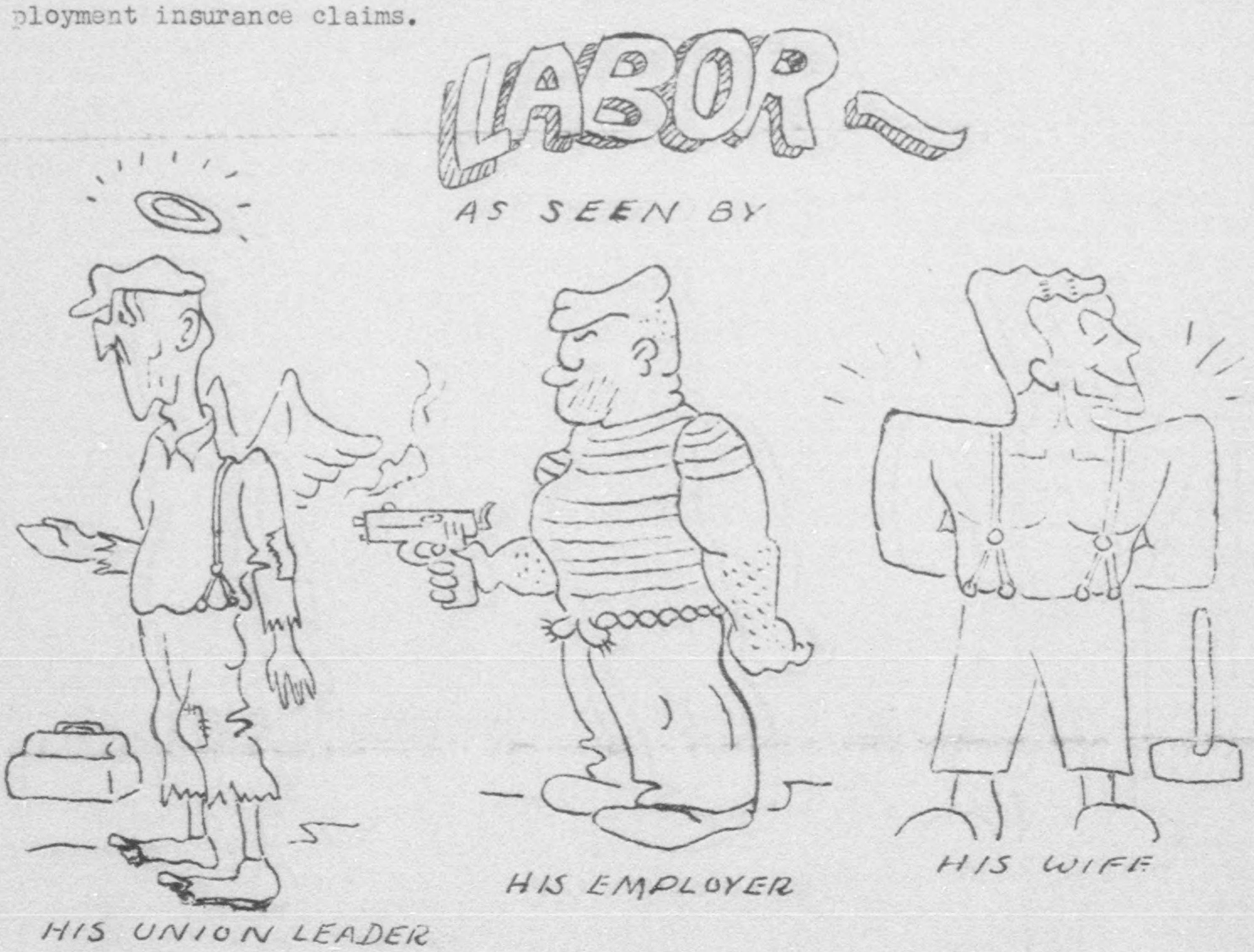
EMPLOYMENT SECURITY SYSTEM

At its second meeting on 20 September 1948, the National Employment Security Advisory Committee studied proposals for readjusting the location and size of local Employment Security Offices on the basis of indices derived from work loads and labor market conditions. The Committee approved 21 applications for fee-charging agencies and disapproved three requested by hotel proprietors for supplying geisha girls. Thirdly, the Committee approved a readjustment license fee, bond and fee to be charged to job seekers by private fee-charging employment exchanges. Fourthly, the Committee sug ested a subcommittee be set up to study problems of recruiting labor for the textile industry.

Employment of women in the Employment Security System increased from 1,552 on 31 March to 2,073 on 31 August. During the same period the number of 3rd class women officials increased from 79 to 135. The Employment Security Bureau has set a goal of increasing the number of 3rd class women officials to five percent by 31 March 1949 and to ten percent by 31 December 1949.

A detailed administrative manual on prefectural and local Employment Security operations was printed and distributed during October. This manual, which is similar to the United States Employment Service Manual, is the first administrative manual ever published by any part of the Japanese government. Instruction in the use of this manual has been started through a series of 3-day training conferences held by national officials in various parts of the country for prefectural and local officials.

Prefectural governments were instructed to set up a system whereby itinerant officials would make periodical visits to towns and villages too small to warrant establishment of full time Employment Security Offices. These itinerant officials would accept job orders, job applications and handle unemployment insurance claims.



Note: When Research and Education Director G. W. Brooks of the Pulp Workers recently delivered two lectures at the Law School of the University of Virginia, one of the students prepared this series of drawings as a gift for the lecturer. (Any similarity to actual persons, living or dead, is purely coincidental.)

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The LABOR LETTER
of
LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

VOL II NUMBER 1 25 SEPTEMBER 48

LABOR RELATIONS

ELECTRIC POWER DISPUTE

The refusal of the Electric Power Industry to adhere to the terms of the sliding-scale clause in the union contract resulted in a growing labor dispute during the past month. As reported in the August 'Labor Letter", the company claims that current power rates are not sufficient to allow it to meet its contractual obligations. Accordingly, the union went into localized struggle tactics.

A request to the effect that the union refrain from blackouts pending further conciliation was rejected by the union's Central Executive Committee 15 to 14. Finally, after further negotiations proved fruitless, and sporadic power blackouts continued, the Labor Minister invoked the authority of the law to seek compulsory mediation from the CLRC.

The union is opposed to compulsory mediation because it feels that it will lose its right to dispute; the union insists that this dispute is merely the outgrowth of the same dispute that was mediated by the CLRC in March and thus is not subject to compulsory mediation, it will make representations to the mediating body. It has reserved to itself, however, the right to continue dispute tactics.

COAL NEGOTIATIONS

Although an agreement was reached on the Hokkaido differential 11 August, no method of financing it has yet been made because, for financing purposes, it has been lumped together with the repercussion problem. Repercussion is provided for under the terms of the contract when the official prices are changed. Both unions sought a 34% repercussion payment from the operators.

The operators turned to the Government for an official decision on the matter. The Government's decision was that the miners should receive a repercussion increase only to the degree that the cost of official prices was greater for the miners than for ordinary workers. This was estimated by the Government to be 5%. Both unions have rejected the Government's decision.

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A new Federation of coal mine workers, called Tanko-Kyo (Council of Coal Mine Workers), has been organized. It consists chiefly of office workers' unions in the Hokkaido region although it includes several large mines, notably the Mitsui Bibai.

LABOR UNION MEMBERSHIP

Labor unions in Japan 31 July 1948 numbered 34,129 with 6,687,659 members. Of this number 938 new unions with 102,685 members were formed. 369 unions with 42,140 members were discontinued during July.

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LABOR EDUCATION

LABOR FESTIVALS

During July and August Miyagi Military Government staged, in co-operation with the Prefectural Government, a series of labor festivals in Sendai, Shiogama, Okawara, Furukawa, Ishinomaki, and Kesennuma. The labor festival in Sendai ran for five days, and the other festivals, in smaller towns, for three days each.

Posters announcing the labor festival were prepared a month in advance and appeared on bulletin boards and in railroad stations. Radio and press announcements kept the public informed in advance of the affair. An advisory committee of local union leaders was formed in order to work out the details. One day prior to the opening of each festival, L-5's loaned by the Army flew over the cities concerned to drop tiny leaflets announcing the labor festival program.

The first series, in Sendai, from the 19th through 23rd July, drew a nightly audience of from 3,000 to 4,000 persons. Each day of the festival local union baseball teams played in front of the Prefectural Building, with a play-off game on Friday. On the same last day of the festival, workers took part in a gala sports meeting which included races, high jumps, hop-skip-jump events, and a marathon race around Sendai City.

The nightly programs generally ran from 1800 hours through 2200 hours, with ice candy and ice cream on sale for the benefit of the local P.T.A. Extensive exhibits were in various school rooms of the building used: Labor Administration Section, Women's and Minors' Bureau, PESC, Labor Standards Office, and so forth.

The Sendai nightly program is as follows:

Monday Night: Singing contest (preliminary); guitar contest; poetry reading contest; address by the Governor and the Mayor; lecture on Unemployment Insurance; dramatic skit, "Collective Bargaining" based on the baseball story found in the Labor Division pamphlet "Collective Bargaining Procedures"; an Umbrella dance by the Electrical Workers; speech by Military Government Labor Officer; CIE movies and film strips; drawing for a door prize.

Tuesday Night: Singing contest (preliminary); musical entertainment by a union band; round-table question-and-answer program; lecture on Collective Agreements; boxing matches (3 matches of three rounds each) by the Railroad Workers' Union; CIE movies; door prize.

Wednesday Night: Singing Contest (preliminary); music; lecture on Women and Minors and the Law; quiz contest; skit, "How to Form a Democratic Organization" (based on CIE pamphlet of the same title); folk dancing by Electrical Workers Union; CIE movies; door prize.

Thursday Night: Singing contest (preliminary); music; lecture on Labor Standards Law; music, dramatic skit; motion picture; door prize.

Friday Night: Variety show - Japanese dances to union accordion players; skit, "How To Conduct a Union Meeting" (based on Labor Division labor play 'Union Meeting'); lecture on Shop Steward System and Grievance Machinery; folk dancing by School Teachers' Union; motion picture; singing contest (finals); door prize. Awarding of banner to the winning baseball team and the winners of the sports meeting.

LABOR EXHIBITS

The major cities of Japan will have a chance this fall to see a successful labor exhibit which was staged in Tokyo during the first part of September. The exhibit, which was housed in a big department store, includes posters and photographs, model equipment, and film strips and movies which are shown continually. They describe the work of the Labor Ministry, democratic trade unionism, collective bargaining, industrial safety, and other topics.

The exhibit will be shown in Nagoya from 13 to 23 October, and later in Osaka, Kobe, Sapporo, and Yokohama.

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LABOR EDUCATION

EDUCATION MATERIALS

The Labor Ministry issued instructions to all Labor Administration Sections on 25 August to publicize the location and nature of local labor libraries and create a system for lending books and pamphlets to workers on a short-term basis.

Film strips on "Labor Agreements" and "Grievance Machinery", the first to deal with practical mechanics of collective bargaining, were distributed by the Labor Ministry to each Labor Administration Section on 25 August.

A compilation of labor newsreels entitled "March of Labor," covering outstanding events during the first half of 1948, was produced in September by the Labor Ministry.

The Central Labor Relations Committee has published a collection of Japanese translations of four GHQ, SCAP pamphlets. It is to be distributed to the members and staff of each prefectural Committee. The book includes:

Democratic Trade Unionism,
Principles of Collective Bargaining,
Grievance Machinery and the Shop Stewerd System, and
Building Industrial Democracy Through Sound Labor Contracts.

MANPOWER DEVELOPMENTS

OCCUPATION FORCE WORKERS

On 31 August the government announced that Occupation Force workers directly employed by the Japanese government are included under the Cabinet order of 22 July and are not permitted to strike or bargain collectively. All contracts have been cancelled. This order does not apply to workers employed by contractors on Occupation Force projects.

UNEMPLOYMENT INSURANCE

The Employment Security Bureau is developing a program to increase the number of employers reporting and paying premiums, to establish promptness in reporting and paying premiums and to increase premium amounts. The program contemplates a system for scrutinizing premium reports, checking those that appear questionable, making assessments promptly, issuing demands for payment promptly in cases where the employers fail to pay and attaching the property or prosecuting employers who refuse to pay. Field auditors will be used to check employers' books to determine coverage liability and accuracy of premium reports. Principal responsibility for putting the program into effect lies with the six supervisory auditors, each of whom has an assigned area of seven or eight prefectures. National office supervisory control over the prefectural offices will be strengthened.

LABOR UNION SURVEY

During August Labor Division published the Statistical Survey of Labor Unions and Federations in Japan as of 31 December 1947. This forty-seven page survey includes a short summary and 25 tables of membership in national labor organizations unions affiliated with GFTU, NCIU, Government workers' unions, unions by prefecture and sex, collective bargaining agreements, etc. Copies of the survey may be obtained by contacting Labor Division directly.

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MANPOWER DEVELOPMENTS

UNEMPLOYMENT

Indications of growing unemployment, attributed to the tight credit situation, shortages of raw materials and fewer opportunities for employment in black market activities, are supported by the increase in job applications. During the past twelve months job openings and job applications received by Public Employment Security Offices were reported as follows:

	New Job Openings	New Job Applications
August 1947	193,000	164,000
September	195,000	166,000
October	288,000	168,000
November	187,000	141,000
December	121,000	105,000
January 1948	217,000	135,000
February	193,000	133,000
March	240,000	196,000
April	248,000	208,000
May	212,000	196,000
June	175,000	184,000
July	191,000	226,000

Preliminary reports from the major cities indicate that during August the trend in new job applications has continued upward while the number of job openings has not increased substantially. The number of new job applications does not, of course, accurately measure total unemployment.

EMPLOYMENT SECURITY SYSTEM

Supervision of 20 prefectural Employment Security Sections by six national supervisors was under taken in September, pursuant to the Labor Minister's instruction that national supervisors would be authorized to inspect prefectural offices.

On 1 September the Kandabashi Public Employment Security Office in Tokyo was formally reopened as an experimental office where new procedures can be tried out under the guidance of the national government. The office is also to serve as a demonstration in training programs for prefectural and national officials. As a result of publicity given the reopening ceremony, job orders and job applicants increased threefold within a week of the opening day.

PRISON LABOR

On 20 August 1948 the Cabinet adopted the principle that prisoners should be removed from private industry and that prison facilities should be increased to make this possible. Full implementation of this new policy will require adjustment over a considerable period of time since a large number of prisoners are now housed by private industry (shipbuilding, charcoal making, etc.) in private premises

Prison Labor (Cond)

particularly constructed for this purpose, whereas the prisons have neither adequate housing for prisoners nor sufficient employment opportunities on public projects. The purpose of the new policy is to allow increased employment opportunities for free labor and to prevent lowly paid prison labor from undercutting the labor market. As a first step in implementing this policy, the Labor Ministry issued an order requiring that prison labor be eliminated from the coal mines by 30 September 1948 because of the unsavory history of the use of forced labor in coal mines and the abundance of free labor for this purpose.

HANDICAPPED

In conjunction with Miss Helen Keller's visit to Japan, the Labor Ministry publicized its first "Employ the Physically Handicapped Week" from 1-7 September with posters, newspapers articles and radio programs. Preliminary reports indicate that as a result of this publicity many handicapped persons applied for jobs at local Public Employment Security Offices for the first time and that some of them were placed in normal jobs. This represents a new trend in Japan where it has been customary to regard handicapped persons as not fit for normal employment.

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WOMEN AND MINORS

The Labor Ministry has scheduled 1-10 November as "Nationwide Drive for Protection of Minor Workers," supported by other Ministries, unions, employer organizations, PTA's, and women's organizations. The main objective is to obtain public understanding of and interest in minor workers' problems. An exhibit is planned for each prefecture and a one-day meeting will be held in 12 large cities. Press, radio, and theater publicity is scheduled for September and October as well as during the period itself, and the various organizations and agencies concerned have instructed local personnel to prepare projects for the exhibits and meetings. Field representatives and other local labor officials are to coordinate local projects, plans and publicity.

The second regional conference for Women's and Minors' Bureau field representatives was held in Tokyo on 20-21 September for personnel from the seven Kanto prefectures. In line with the aim of the conference to clarify the field representative's position, a maximum amount of time again was allocated to discussion. Remaining conferences are scheduled as follows: nine Chubu prefectures, 4 October, Gifu City; seven Kinki prefectures, 6 October, Kyoto City; nine Chugoku and Shikoku prefectures, 8 October, Okayama City; seven Kyushu prefectures, 11 October, Fukuoka City.

The first issue of the "Women's and Minors' Bureau Monthly Bulletin" was issued on 1 September. The Bulletin is a one-page factual sheet reporting meetings, publications, important new job appointments, significant legal cases and interpretations, and other events of importance to women and minors. The first issue includes information on Women's and Minors' Bureau organization and functions; enforcement cases of the equal-pay-for-equal-work requirement; the number of women labor standards inspectors; a graph showing the high proportion of young workers who have received injury as railroad couplers (an occupation new prohibited for minors by the Labor Standards Law); and statistics on employment, union membership, and wages.

As the first part of a wage investigation of all railroad workers, aimed to obtain equal pay for equal work, the Women's Section of the Government Railroad Workers' Union (Kokutetsu) has completed an investigation of wage rates for railroad workers in Tokyo. Base pay and area allowances of men and women workers were checked, both as to beginning rates and promotion rates, and in cases where men and women had the same education, length of service, and job, the rates were carefully compared. Upon completion of the full investigation the Women's Section will present the facts to the Transportation Ministry and the National Personnel Authority and request correction of any discrepancies.

All Women's and Minors' Bureau field representatives were istructed in late August to obtain the following items from the prefectural labor standards office and report the information to the Bureau: (a) Comparision of number of minors under full 15 years in the area with number of employment certificates issued, (b) method of checking on age certificates and employment certificates as included in the inspectors' check list, (c) any problems of employment certificate issuance, (d) violations of age and employment certificates found to date by inspectors.

Two-day conferences for women union leaders were held in Chugoku and Kinki regions in late August and early September, under the combined auspices of MG labor officers and those education officers in charge of women's affairs. The aim of the conferences was the training of union women in leadership and in methods whereby women can work in their unions to solve important problems. The scheduling of discussion groups, panel discussion, reports to the general meeting, and similar activities resulted in maximum participation by the delegates themselves, and the women indicate this was helpful in giving them some idea of how to translate theory into practice.

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The LABOR LETTER
OF
LABOR DIVISION
ECONOMIC & SCIENTIFIC SECTION

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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

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.

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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 lock-outs 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.

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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.

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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 representative 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 and 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.

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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.

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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.

Return to Labor Sec, please RTB

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.

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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 representativ 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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The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

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EMPLOYMENT SECURITY SYSTEM

According to instructions sent out by the Employment Security Bureau, Day Labor Offices were discontinued as of 1 July 1948, and their remaining functions were transferred to the nearest Public Employment Security Offices. Since 1 April 1948, when the Special Procurement Board took over the job of paying and providing rations to Occupation Force workers, the Day Labor Offices had served as an agency for referring day laborers to the Special Procurement Board for use of the Occupation Forces. Some of the personnel of the Day Labor Offices were transferred to the Special Procurement Board, others to the nearest PESO.

The Employment Security Law provides for optional branch offices of the Employment Security Bureau for the purposes of coordinating metropolitan labor market areas containing two or more prefectures, or for providing a base of operations for adequate technical supervision. The 1948-49 fiscal year budget provided funds for one branch office to be set up in Osaka on an experimental basis. A decision was made in July to postpone indefinitely any plans to establish such branch offices. Other means will be considered to provide necessary coordination within such metropolitan labor market areas as Osaka. This is in line with a recent Cabinet action designed to eliminate as many as possible of the branch and local offices of national administrative agencies.

To eliminate the evils inherent in the common practice, according to which local offices accept and even solicit funds from employers or from private organizations, the Chief of the Employment Security Bureau decided that the receipt of such contributions would be discontinued. In case capital is required to build a new building, it is permissable for a private citizen or organization to finance the building according to specifications of the Employment Security Office, and for the Employment Security System to pay suitable rent over a period of 10 years, at the end of which time title would be transferred to the government.

The traditional policy of serving male and female job applicants in separate interviewing sections in the Employment Security Offices was reviewed in July by the Employment Security Bureau. It was decided for the present to retain the separate interviewing facilities on condition that they would be equally as good for women as for men, that the staff interviewing women would have equal status and pay, and that both sexes would have the same opportunity for jobs open to both. The goal in the future will be toward eliminating separate facilities by sex and to organize the placement services according to industry or occupation, regardless of sex.

During June a major problem arose with respect to supervision of prefectures by the national bureau. It was recognized that the national supervision office had not been given authority to supervise prefectural staffs of the Employment Security System, but that their activities were confined to training of prefectural supervisors and sampling operation of local Employment Security offices. After considerable study of this problem, the Director of the Employment Security Bureau announced in July that the national supervision office would be placed under the General Affairs Section, which has the coordinating function within the Bureau, and that national supervisors would be given the status of Section Chiefs and would represent the Director of the Bureau in contacts with prefectural governors, Labor Department Chiefs, and Employment Security Section personnel.

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EMPLOYMENT SECURITY SYSTEM (CONTD)

The Prefectural Supervision Program moved along according to schedule in the latter part of June and early July. Demonstration inspections carried out by national supervisors for the benefit of newly appointed prefectural supervisors began their schedule of local office inspections in June.

VOCATIONAL TRAINING

During April 12,660 persons attended 406 vocational training centers under the new program operated by prefectural governments from subsidies provided by the national government. Of these 9,808 were men and 2,852 were women; 122 of the total were handicapped persons. The total trainee capacity of the training centers was 20,755

UNEMPLOYMENT INSURANCE

Six supervisory auditors have been appointed to the Unemployment Insurance Section of the Employment Security Bureau. Although all the personnel selected have had experience with some form of social insurance, they were given additional training during July, which included a model audit conducted by the Chief of the Unemployment Insurance Section. The function of the supervisory auditors is to supervise the prefectural offices in the collection of unemployment insurance premiums. Field auditors, who are authorized for attachment to the prefectural offices, have also been selected and appointed in most prefectures. Their primary function is to check on the employer to determine liability for coverage and accuracy of premium payment reports.

The Employment Security Bureau issued comprehensive orders governing the policy and procedure for attachment of delinquent employers' property and for prosecution of employers. The first case of prosecution occured in Yamanashi Prefecture, where an employer was prosecuted for deducting the workers' share of the premium from their pay but refusing to pay it to the government.

A cabinet order was issued fixing the procedures according to which workers may appeal and obtain hearings. A cabinet order was also issued transferring some 859 authorized personnel positions from local to prefectural offices, because premium collection has required more personnel than anticipated, while benefit payments have required less.

EMPLOYMENT SECURITY LAW

An amendment to the Employment Security Law was approved by the Diet on 29 June 1948 and became effective on 30 June 1948. This amendment provides for prosecution and equal punishment of both illegal labor suppliers and users of labor supplied by illegal labor suppliers, and gives the Labor Ministry the right to inspect establishments for the purpose of enforcing this part of the Law. Previously, the Law did not provide for prosecution of enterprises or persons using labor secured from illegal labor suppliers.

On 3 July the Mariners Employment Security Law passed the Diet. This Law provides for certain services and regulations for two groups not covered by the Employment Security Law, i. e., mariners as defined by the Mariners Law (Law 100 of 1947) and persons who work on vessels of foreign registry.

FUKUI EARTHQUAKE

Following the earthquake, the Employment Security Bureau sent two officials to determine the extent of damage to Public Employment Security Offices and to set up temporary quarters to pay unemployment compensation to workers who became unemployed as a result of damaged work facilities.

Approximately ¥700,000,000 has been allocated from Public Works Funds for the rebuilding of public facilities in Fukui prefecture during the second quarter.

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PUBLIC WORKS

The annual budget for Public Works, as finally passed by the Diet, included an appropriation of 42.5 billion yen, broken down as follows:

a. River Improvement (flood control and irrigation)	¥10,415,079,000
b. Erosion Control, Rivers	530,733,000
c. Agriculture (Land Reclamation, drainage, settlers' housing, etc.)	10,144,569,000
d. Forestry (Access roads, reforestation, afforestation, etc.)	1,916,322,000
e. Fishery (Fishing Harbor Improvement, warehousing and unloading facilities, etc.)	565,551,000
f. Roads	1,955,058,000
g. Ports (Improvement of commercial harbors, piers, breakwaters, unloading facilities, etc.)	3,198,132,000
h. Court and prison construction	866,483,000
i. School construction and rehabilitation	5,381,230,000
j. Low cost housing construction	2,795,850,000
k. Government office construction	1,158,172,000
l. City planning (Reconstruction of war damaged cities)	1,378,696,000
m. Welfare facilities construction	89,114,000
n. Labor Programs (Unemployment countermeasures and industrial cooperatives)	592,464,000
o. Industrial Construction (Water supply in Joban coal mine area)	13,674,000
p. Reserve (to be used in case of disaster or applied to the program as a whole in the event of future cost increases.)	1,040,294,000
q. Administrative expenses	458,579,000

Expenditures appropriated and expended for public works projects in the interim budgets of April, May and June are included in the annual budget. Certification of the unspent balance is to be divided among the remaining three quarters of the fiscal year. ¥14,570,943,000 have been certified in the 2nd quarter, from the overall appropriations as listed. Of this total, ¥10,969,-298,000 is for general projects and ¥3,601,645,000 for disaster rehabilitation - excluding the Fukui earthquake. This constitutes an increase of approximately one billion yen from the plan originally submitted by the Cabinet; the additional funds divided approximately evenly among school construction, repatriate housing and disaster rehabilitation.

For the first time since the beginning of the Occupation, the limiting factor in the Public Works Program has become finances rather than materials. This is largely due to the reduced requirements for Occupation projects.

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GOVERNMENT WORKERS

On 7 July Zenkanko, representing 2,500,000 government workers including railroad, communications, other enterprise workers, and workers engaged in government administration, filed formal suit with the CLRC asking mediation of their demand for a 5,200 yen average base wage. The union also submitted six conditions to their demand: opposition to grievance machinery, lowering of popular taxation, opposition to wage stabilization, opposition to worsening of labor laws, opposition to price revision, and opposition to personnel cuts due to administrative readjustment. The situation was complicated by the fact that the Government, in order to produce a budget, unilaterally decided on a ¥3,790 base wage, thus making necessary further Diet action in the event that the final settlement is greater than this figure.

The Government in accepting CLRC mediation objected to consideration by the CLRC of the questions of wage stabilization, prices and taxes since these matters of general political interest are subject solely to the will of the Diet. It also raised the question as to the authority of Zenkanko to bargain on behalf of unions which may or may not accept the Zenkanko decision and the question as to whether it (the Government) can properly bargain with unions representing autonomous workers (Nichiroren) and Tokyo metropolitan workers (Tororen).

The CLRC decided on the three government conditions as follows: (a) that the three political issues will not be considered as such but only in relation to their effect on the economic issues, (b) that the Nichiroren and Tororen be admitted as subsidiary parties since, in the final analysis, their base wage depends upon the general government workers' base, and (c) that the Zenkanko petition be treated as a joint appeal of the union affiliates.

Under the Labor Relations Adjustment Law unions engaged in public welfare industries, in this case Railroad Workers (Kokutetsu) and Communications Workers (Zentei), are not allowed to engage in acts of dispute until 30 days after filing of the petition, i. e., 7 August. However, it is not expected that any nation-wide acts of dispute will take place until after the CLRC makes its award.

The CLRC also decided, in an effort to avoid the situation which occured in 1947 when prefectural labor relations committees issued contrary awards on national issues, that all prefectural labor relations committees keep in close touch with the central body to work out any necessary adjustments.

Despite the fact that no nation-wide acts of dispute will be legal until after 7 August, local union affiliates already have begun to engage in disputes on local scales, usually centering about local issues. These disputes are becoming particularly noticeable in local unions of Kokutetsu and Zentei.

A factor which does not enter into the CLRC negotiations and which may exercise considerable influence on the general dispute is the cabinet decision not to allow employees to take the usual half-holidays granted during the summer months. A question has arison as to whether, because of previous practice, work done in excess of the half-holiday might not be considered overtime. Such a determination will be finally made under Japanese law by the Labor Standards Bureau.

DEMOCRATIZATION LEAGUE

The Democratization League appears to be gaining influence in the CIU metal industry unions. These include the All-Japan Electric, Machine Tool, Steel and Heavy Industry Workers' Unions. The League is now trying to get the workers' support in the Tax Collectors Union and in some of the independent unions such as shipyards, private railway and auto workers.

Recent developments on the national scene include the formation of Democratization League Councils in Tokyo, Kanagawa, Kobe, Niigata, Sendai, Nagano, Nagoya, and Takamatsu. It is anticipated that the League will abolish its provisional Central Council during September, at which time a permanent body will have been elected. Nominations are expected to begin in the near future. Matsuda Hosoya, one of the league leaders, is currently on a two-month organizational tour in Northern and Western Japan.

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LABOR RELATIONS COMMITTEES

• There has been considerable discussion among the Japanese as to the clarification of the jurisdiction of the CLRC and the prefectural labor relations bodies. Although the Labor Ministry recently issued an order denying the right of prefectural LRC's to decide national issues, such decisions have taken place in various prefectures. Many observers feel the need for clarification of the law to invalidate decisions by prefectural bodies on national issues and to allow basic labor relations policy to be set by the CLRC itself.

Japanese circles also have been discussing the fact that in some prefectures the prefectural governors have appointed members of the LRC on their own authority, disregarding indicated choices by prefectural labor councils. Under the law the governor has such power if he feels that the choices are not suitable. Under such conditions labor unions can, if they wish, appeal for public support in an effort to recall the governor; however, since in most instances the governors' appointments are relatively popular, it is doubtful whether labor unions can effectively exercise the recall mechanism.

INTERNATIONAL LABOR

The International Labor Organization meeting at San Francisco voted to invite SCAP to send a delegation representing the Japanese Government, employers and workers to I.L.O. conferences with the view to ultimate affiliation by Japan to the I.L.O. The invitation was received too late for such a delegation to go to the 1948 convention, but such action undoubtedly will be taken for future conventions.

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Workers' representatives of Far Eastern Nations at the I.L.O. convention, lead by Indians and Chinese, took the initiative in establishing an Asian Conference of Labor to allow unions in the Orient to discuss mutual problems. Mr. Ali of the Indian Federation of Labor is visiting Japan to "sound out" Japanese unions on the possibility of liaison with and eventual affiliation with the Asian Conference.

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The International Transport Workers' Federation has expressed interest in maintaining liaison with Japanese unions in the transportation field with a view toward ultimate affiliation. The I.T.W.F. is a strong group of non-Communist unions in the West.

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The Japanese Teachers' Union has been invited by the International Federation of Teachers' Associations to attend the world-wide conference held in Switzerland during August. It is doubtful whether J.T.U. delegates will be given permission to attend this conference but the union probably will establish liaison with the international organization.

LABOR NOTES

Recent explosions in coal mines have brought in their wake various safety disputes by coal mining unions as well as beginnings of a national campaign by the unions to adopt a Safety Code.

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At the Kawaminami Shipyards at Nagasaki the employer was found guilty of violation of Article 11 of the Trade Union Act and sentenced to two months in jail.

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The Electric Power Industry Workers' Union (Densan) is now engaged in contract negotiations. A Densan branch at Inawashiro, Fukushima, recently conducted a one-hour strike protesting the governor's appointment of members of the prefectural LRC. The Fukushima prefectural LRC now is considering whether a strike for such an object is proper.

NEW BUREAU CHIEF

Yoshio Kaneko, who has been acting Chief for the past several months, has now been confirmed in the position of Chief of the Bureau of Labor Statistics, Ministry of Labor. In collaboration with ESS, he is developing a program for coordination of statistical reporting and research throughout the Ministry. The improved technical procedures and integration of reporting should provide a better flow of information to local and prefectural offices for operating use and for the use of Military Government Teams. It should also eliminate the need for any special requests for information at local and prefectural levels which will be contained in the regular reports of the operating bureaus.

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WOMEN AND MINORS

Mrs. Yamakawa, Chief of the Women's and Minors' Bureau, has issued instructions to the field representatives clarifying the difference between labor standards inspection function and the responsibilities of the field representatives. The instructions show clearly that the Women's and Minors' Bureau is not a law-enforcing agency, while the Labor Standards Bureau is an agency to enforce the Labor Standards Law. The field representative may visit an establishment or dormitory to meet and talk to women workers and union leaders, and in cases where the Bureau is carrying out a research project, she may go into the establishment with a specific questionnaire to be filled out. But under no circumstances should a field representative of the Women's and Minors' Bureau investigate an establishment either to look for violations of the Labor Standards Law or to investigate a specific violation which has been reported to her.

The duties which the field representative should perform with regard to the Labor Standards Law consist of the dissemination of information about the Law, studying of the reports of the labor standards office inspectors to determine the extent of enforcement of the Law and referral to the labor standards office any violation reported to her; with regard to cases reported to her she has the right to request the labor standards office to take immediate action and the responsibility to check the report of the inspector to ascertain whether the violation has been corrected.

Indications are, although many of the field representatives are carrying out proper functions such as holding discussion groups with women workers, disseminating information, etc., many of them still confuse their functions with those of the labor standards inspectors and are wasting much of their limited time and resources in carrying out investigations concerning violations of the Labor Standards Law which will not be corrected without labor standards inspection in any case.

The first meeting of the Advisory Committee to the Women's and Minors' Bureau was held 21 June. This initial meeting was largely procedural with very little substantive discussion. The Advisory Committee divided itself into three sub-committees on problems of women workers, minor workers, and women in general, respectively.

Instructions have been issued to the field representatives of the Women's and Minors' Bureau to submit a monthly report beginning in July. First few reports are to consist of simple descriptions by the field representatives of whatever activities they have performed with a more formalized report developed later on.

SUMMER SCHOOLS

The Labor Ministry's program of one-week summer schools is now in full swing. The first school opened in Tokyo 5 July, and nine others are being held on successive weeks for the different regions of Japan.

Judging by the three which have been completed at this writing-those in Tokyo, Karuizawa, and Sendai - the schools have been well managed and the students enthusiastic. The number of applicants has exceeded the number of places available. Classes have been deliberately kept small so as to encourage free discussion.

In addition to the ten regions mentioned above, several prefectures in IX Corps Area are holding similar schools. They include Chiba and Saitama in July; Akita, Aomori, Fukushima, Gunma, and Yamanashi in August. This is an encouraging development, but when two or more schools take place at the same time, quite a strain is placed on the limited supply of qualified teachers available in Japan.

LABOR EDUCATION FESTIVAL

A labor education festival was staged in Osaka 16 July under the auspices of the prefectural labor administration section. It featured three documentary films, a skit on how to run a union meeting, a speech on grievance machinery, and a series of geisha dances. Books and pamphlets were also on sale. Attendance was about one thousand.

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LABOR EDUCATION FILMS

Increasing numbers of film strips and movies on labor topics should be available for distribution in the next three months. Current activities of various organizations in this field are listed below.

A film strip, "ILO Principles for Democratic Trade Unions", is being prepared jointly by the Labor Division and by CI&E. It is now in final processing, and should be out by the end of July.

A consultant on documentary films from Hollywood has arrived in Japan to prepare a movie on "How to Conduct a Meeting", under the auspices of CI&E. This film, while not prepared solely for trade unionists, should be of special interest to them.

The Japanese version of "The Campus Comes to the Steelworkers" (see 22 June Labor Letter) should be out in the field in August. Eighty prints are being made.

Two more film strips by the Labor Ministry are in the final stages and should be out in two weeks. They are "Union Meeting" and "Grievance Machinery".

The Industrial Safety Research Institute has completed 24 film strips, mostly reproductions of U. S. Department of Labor material on industrial safety. Thirty prints of each will be distributed through the Labor Standards Offices.

The Labor Ministry is going to prepare a labor movie which will be primarily compilation of old commercial newsreels. It should be out by the first week in September.

The Trade Union Motion Picture Council is preparing movies for Kokutetsu (Government Railway Workers), Tanro (Coal Miners), and Zentei (Communications Workers). Kokutetsu has already issued a short film depicting its convention at Nara last May.

The Labor Division and CI&E are planning to obtain from the United States a number of film strips and movies prepared for management. The subjects include the training of foremen, job analysis, safety, and the effect of changes in production techniques. This program should give impetus to the rather undeveloped field of management education. Japanese employers have failed to show much interest in lectures and pamphlets on labor relations. First indications are that films would be better received. The Kanto Employers' Association has volunteered to arrange showings in Tokyo and a "road tour" throughout Japan.

Some Military Government teams have been showing film strips in public squares and parks during summer evenings. The general public, as well as union members, are invited. A question-and-answer period may follow the showings.

LABOR UNION MEMBERSHIP

Labor unions on 31 May 1948 numbered 31,915 with 6,629, 222 members. Of this number 5,039,673 were men and 1,471,080 were women. No sex breakdown was available for the remaining 118,469 members. During May 258 unions with 37,571 members were dissolved, while 1,098 new unions with 112,977 members were organized.

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The LABOR LETTER of LABOR DIVISION ECONOMIC & SCIENTIFIC SECTION

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LABOR BOSSES

Spot checks made by General Headquarters officials during May in 37 establishments in 19 Public Employment Exchange areas of nine cities indicate that most companies and firms have made some readjustments to comply with Article 44 of the Employment Security Law. Although in some cases these readjustments have been merely superficial, in others there was sufficient evidence of complete adjustment to indicate that full enforcement would eliminate the labor boss system from Japan. Public Employment Security Offices have been active in checking compliance with the law, and have received backing in this work from Military Government officials.

Although the construction industry, which has had more labor bosses than any other industry in Japan, has complied least with the law, enough contractors have complied to demonstrate that complete adjustment to the law is possible without loss of production or efficiency.

In addition to the problem of compliance, there is a serious problem resulting from the practice of placing the former boss-controlled workers on a temporary status on the company payroll, and leaving them under the direction of the former labor boss, who has been given a position as foreman. In many cases the unions are not accepting these temporary workers into the union.

During June, reports were received stating that 7,718 labor supply projects employing 228,732 workers have been declared illegal since 1 March 1948, when the labor supply project clause of the Employment Security Law went into effect. It is estimated that these projects which were declared illegal employ 15% of the total workers in labor supply projects which should be declared illegal.

A study of the Sasebo Harbor Transportation Company shows that workers formerly under labor bosses have increased their efficiency since they were made direct employees of the company. For instance, the amount of salt unloaded from ships increased from 7.8 to 11.4 tons per man day, the amount of salt loaded onto ships increased from 10.7 to 15.8 tons per man day, and salt bagging increased from 5.3 to 6.4 tons per man day. Wages of the workers were increased as much as 40% when the labor bosses were eliminated.

PUBLIC WORKS

The annual budget, approved by the Cabinet and now being considered by the Diet, includes an appropriation of ¥42.5 billion for the public works general account. Of this amount, ¥31.3 billion is for regular projects and ¥11.17 on disaster rehabilitation. Interim budgets for April, May and June are to be subtracted from the annual total.

During May, the Economic Stabilization Board and Labor Ministry agreed to a plan for increasing the use of unemployed on public works projects. This plan states that all public works projects under the direct jurisdiction of any Government agency (i.e., not operated by a contractor) located in a labor market area where unemployment exists must use a certain stated percentage (varying according to type of project) of unemployed in order to receive certification. Only if written certification is received from the Chief of the PESO of the labor market area involved will the agency responsible for the execution of the project be allowed to recruit labor from other sources. City planning and welfare projects such as sewage disposal and waterworks will only be certified if they are direct jurisdiction projects and comply with requirements stated above.

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OCCUPATIONAL INFORMATION

During June 1,000 copies of a manual of instructions on procedures and forms for collecting job information were printed and issued to those engaged in the job analysis program. These officials were given instruction in this manual and in detailed procedures of analysis at training conferences held for this purpose.

The first two industry job studies came off the press during June. These were studies of jobs in the manufacture of electric light bulbs and in tobacco processing.

UNEMPLOYMENT INSURANCE

The unemployment insurance premium collections continue to be so deficient that the success of the Unemployment Insurance Program is jeopardized. The trouble is primarily the inactivity of the prefectural Employment Security officials who have merely held a few meetings with employer groups, announced the program, and then waited for employers to mail in their monthly premium payments. They have made no real attempt to secure a complete list of all employers who should be paying. With some exceptions, they have not sent official demands for payment, with deadlines, to delinquent employers and when such demands have been issued, the deadline has been allowed to pass without action. Not one case has been prosecuted, although the law provides for attachment of property of employers who refuse to pay and for criminal penalties for employers who deduct the worker's share of the premium from his pay, but then fail to pay it to the Government.

Reports from the prefectures indicate that approximately 100,000 employers are "covered". This is less than half the total number which it is estimated would be covered if the law were completely enforced. However, close examination of the figures indicates that the number of employers who actually pay the premium for any one month is far less even than the number reported as "covered".

Responsibility for collection of the premium was officially transferred on 1 June from local offices to prefectural offices by order of the National Employment Security Bureau.

EMPLOYMENT SECURITY SYSTEM

One of the major reasons for poor results in the Employment Security Program has been the shortage of qualified personnel in prefectural and local Employment Security offices.

Most prefectural offices have been operating considerably below authorized strength. They have had many vacancies in key positions, particularly those of third class officials. The pressure of new programs, such as Unemployment Insurance and Elimination of Labor Bosses, has put too great a load on the few people available, so that many of them have been carrying two or three concurrent assignments which should be each a full time job.

Several measures have been taken recently to correct this condition. For one thing, the Cabinet decision of 26 May finally settled the issue of reduction of Government personnel by applying a 15% reduction across the board. In the Employment Security System, heavier cuts will be applied to the PESOs and lighter cuts to the prefectural and National offices. This decision clears the way for appointment of new personnel up to authorized strength. At the same time, the new classification system substituting 15 grades for the old 30 grades is being applied and employees of the Employment Security System will be pegged about two grades higher than they were before, thus giving them a status comparable to most other Government officials and bringing them up to the salary level of most of the prefectural officials. This action should make it somewhat easier to recruit and retain personnel in the Employment Security System.

Promotion from within is being emphasized by the Employment Security Bureau. One result of this emphasis is that already about one-third of the prefectural Employment Security Section Chiefs are former PESO managers. Two years ago the number was practically zero. In order to facilitate recruitment of qualified personnel for the third class official positions, the Employment Security Bureau has sent out an instruction to prefectures to the effect that they should not apply standards of education and experience in excess of the minimum requirements

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of the National Government. The Employment Security Section Chiefs, together with the Labor Department Chiefs, are advised to take a more active interest in recruitment and promotion of personnel rather than leaving it to the prefectural Personnel Director.

An additional aid to getting qualified personnel is the emphasis on promoting qualified women to third and second class official positions. The National Employment Security Bureau recently appointed three women to positions of third-class official. They are instructing the prefectures and PESOs to give women the same opportunities for promotion as have been accorded to men in the past.

LABOR DEPARTMENTS

Labor Department have now been established in about 30 prefectures as compared to 8 a few months ago. In 12 major prefectures, these departments will have three sections: Employment Security, Labor Administration, and Unemployment Insurance Premium Collection. In the other prefectures, unemployment insurance premium collection will be under the Employment Security Section. Instructions on organization of the Employment Security Sections and PESOs, depending on volume of work, have been determined by the national office and instructions issued for three classes of offices. This is intended to make the organization correspond to major functions and to give proper balance to the various units.

EMPLOYMENT SECURITY PROGRAM

Recent visits by General Headquarters personnel to several prefectures and PESOs have revealed a general lack of knowledge of national policies and a lack of conformity with the policies and procedures of the National Bureau. This situation should be improved by the activities of the newly established prefectural supervisors. In May, 79 of these were appointed and have been given initial training since that time. Their function is to make periodical visits to PESOs and check on their performance in relation to national instructions. In order to provide a pattern for the best practices in this kind of supervision, a demonstration project has been established in Saitama prefecture. Employment Security Bureau and General Headquarters personnel will guide the local officials in setting up the best possible supervision program in that prefecture. Goals for improvement of PESC operations in Saitama prefecture over a six months' period have been established. These goals emphasize information to employers and workers about the services of the office, getting the maximum number of job orders and job applicants, and increasing both the quantity and quality of placements.

TEXTILE EMPLOYMENT

General Headquarters officials who made spot check on recruitment for the textile industry during April and May found that the Public Employment Security Offices are not making the necessary effort to get in touch with the girls who might wish to work in textile mills. Therefore, the textile factories are still relying almost entirely on their own recruiting agents who make door-to-door visits in the farm areas to find the girls they need and then convoy them safely to the factory. Improvement is noted over the past year, however, in that the agents appear to be conducting their recruiting in compliance with the Employment Security Law and the Labor Standards Law. Employment Security Officials are exercising considerable surveillance over these agents.

COAL MINE EMPLOYMENT

On 22 May 1948, the Cabinet approved an order freezing at April level the total number of workers employed in each coal mine during the next six months, except where special permission is granted, and stating that mines shall endeavor to increase the proportion of underground workers to 60% of the total work force. The purpose of this order is to halt the increasing number of surface workers in coal mines who are drawing wages and special rations to the point where the coal mines have requested a large subsidy to meet their inflated labor costs. The order was drafted by a working committee consisting of representatives of coal mine management, coal mine labor unions, and appropriate Government officials. The Coal Board has been given responsibility for enforcing this order through its four regional offices. Employers desiring to recruit workers through PESOs will be required to certify with each order that, if the requested workers are hired, the total employment will not exceed the authorized total.

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LABOR EDUCATION EXHIBITION

A Labor Education Exhibition was held in Tokyo 11 June under the joint sponsorship of the Labor Ministry and the Central Labor College. Those attending were mainly members of educational departments of the various national unions.

One room contained a display of posters and wall newspapers; a second contained examples of film strips and kami shibai; a third was devoted to labor periodicals, and a fourth to labor books. Several labor movies were shown. Instructors were on hand throughout the day to explain the use of the different media.

The exhibition served to demonstrate the many ways in which an education program can be carried out, and also to inspire those attending with examples of what other organizations are already doing.

Officials of the Labor Ministry regarded the exhibition as such a successful experiment that they are considering the staging of similar exhibitions in major cities.

SUMMER SCHOOLS

In addition to the government-sponsored labor summer schools described in May Labor Letter, several unions will hold schools of their own.

The Youth and Women's Sections of the Agricultural and Forestry Ministry Workers' Union are sponsoring five-day schools at Tokyo in July, Shiga in September, Kanazawa in November, and Fukuoka in February.

The Japanese Federation of Labor (Sodomei) and its affiliate, the Metal Workers' Federation, each of which held summer schools last year, will do so again this year. Time and place have not yet been decided.

LABOR MOVIE

A Japanese sound track has been prepared by Toho Studios to go with the CIO movie, "The Campus Comes to the Steel Workers," describing a labor school conducted by Pennsylvania State College. This film should be ready for showing this summer.

INTERNAT'L LABOR ORGANIZATION

The Japanese Government asked General Headquarters to facilitate sending Japanese observers to the current conference at San Francisco of the International Labor Organization. The ILO, with which 57 nations are affiliated, is a tri-partite organization of government representatives, employers and workers which seeks to establish world-wide labor standards, etc. However, because of the current policy restricting travel of Japanese abroad except in special cases, it was not possible to send any Japanese observers to this conference.

The ILO was formed under the League of Nations and has been functioning for a quarter of a century. The American Federation of Labor participates in the ILO. Soviet Russia does not.

GRIEVANCE MACHINERY

The two coal miners unions, Tanro and Zensekitan, reached agreement with the coal mine operators on grievance machinery, including final arbitration by a neutral party. Both unions submitted the wage agreement, including grievance machinery, to their respective conventions for ratification. Zensekitan adopted the agreement by a vote of 73 to 40. The Tanro convention is in session at this time and there are very strong indications that the agreement will be adopted.

The Metal Miners Union, after rejecting grievance machinery in their May convention, is still negotiating with management on the question. The union is trying to secure further concessions from management as a condition of accepting grievance machinery.

SURVEY OF LABOR UNIONS

A survey of all labor unions and federations is now being made by local administration offices in accordance with instructions from the Bureau of Labor Statistics and Research of the Ministry of Labor. The data will be as of 30 June and will cover in addition to such information as membership, affiliation, etc, information on union officials and by whom they are paid, publications and educational activities, dues and how collected and a large number of other facts questioned about unions.

The schedules are to be first reviewed by local and prefectural officials and then sent in to the Labor Ministry for tabulation. The Ministry expects to complete tabulations about the end of August, and will be printed and forwarded to prefectural and local authorities.