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

LABOR SECTION
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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE) 8 October 1948

NUMBER 52)

EMPLOYMENT SECURITY PROGRAM

1. References.

a. Employment Security Law, No. 141, 30 November 1947.

b. Labor Ministry Ordinance No. 12, 29 December 1947.

c. Labor Ministry Ordinance No. 7, 8 May 1947.

d. Unemployment Insurance Law No. 146, 1 December 1947.

2. The Employment Security Law establishes a system of Public Employment Security Offices (hereinafter referred to as PESO) and provides for the government subsidy and supervision of vocational training and vocational guidance. It also provides for control of private employment exchanges, recruitment, labor supply projects, and the administering of the unemployment insurance program.

3. The basic element of this law is the establishment of voluntary, free and effective PESO for the referral of workers to suitable jobs and the supplying of Japanese industry with qualified workers. The history of Japanese public employment exchanges does not provide a background for efficient exchanges functioning in a democracy. In particular, wartime use of the exchanges for compulsory mobilization of labor makes it imperative that a radical change be made in their services. To begin with, there must be a change in the attitude of the personnel of these offices so that they regard themselves as employees of an agency to serve, rather than coerce, the public.

4. In the specific operations of the PESO, several matters need considerable strengthening and extension. The placement process by which job applicants are interviewed and placed in suitable job openings filed by employers is the most important program of these offices. This process requires:

a. A proper system of classifying and filing job openings and job applicants according to occupational categories. The PESO have received instructions on this matter from the Employment Security Bureau, setting up a standard code of some 70 occupational classification under which both job openings and job applicant cards are to be filed.

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b. An efficient method of receiving, interviewing and referring job applicants who come to the office.

c. The development of an employer relations program whereby staff members of the PESO visit employers in the area to acquaint them with the services of the office and encourage them to place their job orders with it.

5. Special vocational guidance procedures are necessary in the PESO for young people just entering the labor market, for repatriates or others without skills currently in demand, and for handicapped workers. These procedures have been particularly weak in the past since the employment exchanges have not been concerned with service to the individual but rather with filling the needs of war industries.

6. Vocational training is a function of the PESO not previously connected with that of the employment exchanges. Prefectures are encouraged to take the initiative in this program and to provide as much local financing and supervision of training centers as possible. The national government subsidizes vocational training and provides controls and technical assistance. The important matters requiring attention in the vocational training program are to insure that the courses offered provide skills which are and will continue to be in demand, and to carefully select trainees for the centers through interview by the PESO. Local governments are encouraged to take the maximum initiative in this program.

7. The Unemployment Insurance Law establishes a modern and democratic system for protecting the livelihood of workers separated from their jobs. The purpose of this system is to facilitate redistribution of workers from places where they are not needed to places where they are needed.

8. Serious difficulty is being experienced by the Japanese Government in collecting the tax that provides the unemployment insurance premium. The problem is analogous to that of collection of national income taxes and is complicated by the fact that unemployment insurance is a new program not yet generally accepted. Employers have been required to report monthly since November 1947, and to pay the premium for themselves and their employees. However, the number who have reported is far less than the number legally liable. Many have reported but have failed to make payment. The majority of delinquents are small employers. A few very large employers of labor are, however, delinquent.

9. PESO make unemployment insurance benefit payments to workers who are eligible under the Unemployment Insurance Law. These offices will insure that all workers in the prefecture understand their rights under the law and that national uniform standards for determining eligibility are applied.

10. Japanese officials concerned have relied on voluntary payment of unemployment insurance premiums and have failed to effect a positive and vigorous program to compel compliance. Such a program would include the following:

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

a. The Public Employment Security Office responsible for premium collections determines the names and addresses of all legally liable employers.

b. Field auditors working out of the prefectural office examine books of employers to establish liability and assure that employers are paying premiums in the full amount required by the law.

c. Employers who fail to report or to pay are prosecuted after warning under civil provisions of the law (Article 35).

d. Employers who fail to pay to the government, funds deducted from workers' pay are prosecuted, after warning, under criminal provisions of the law (Article 53).

11. Labor supply projects are illegal under the Employment Security Law after 1 March 1948, except as operated by a bona-fide labor union recognized by law. The purposes of this law and the implementing ordinance outlawing labor bosses are to give Japanese workers an opportunity to become direct employees of the concerns for which they are working and to force labor contractors in the construction industry to assume the proper responsibilities of employer-contractors. The Japanese Government has now, for the first time, a tool with which it is possible to make a direct attack on the politically powerful and deeply entrenched labor boss system. Any person or agency who supplies workers to another person or agency, whether or not a contract is known to exist and does not comply with all of the provisions listed below, is operating illegally under this law. The Japanese agents or enterprisers who are unable to meet these requirements have been: (1) labor contractors who supply from five to twenty-five per cent of the total work force of nearly every industrial establishment in Japan in the form of daily contract workers and nearly all the work force in the construction industry and, (2) miscellaneous labor supply agencies which furnish non-registered nurses, maids and housekeepers. A legal contractor as defined by the Ministrial Ordinance implementing this part of the law, is any person or agency who performs all of the following:

a. Takes full financial and legal responsibility as an enterpriser for completion of a particular project.

b. Performs on-the-job supervision of laborers.

c. Assumes full legal obligation as employer with respect to workers as prescribed by law.

d. Provides necessary machinery, equipment, excluding simple tools of the trade, materials or necessary planning and technique.

12. All the programs described above require the use of information regarding local area and industry labor market conditions, including labor supply and demand, employment trends and working conditions.

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13. In order that the interests of both job seekers and employers be given adequate consideration and their true freedom of choice insured, the administrative pattern of the Employment Security Law includes important responsibilities for both national and prefectural government. Over-all policies and procedures are established by the Labor Ministry. However, the program is implemented and administered in each prefecture by its governor. Working with the standards set up by the Labor Ministry as a minimum, the prefectural governor can build a strong program of employment security based on the unique requirements of his individual prefecture and supplemented by a nationally coordinated, inter-area placement service of value to both industry and workers. Every governor should recognize the importance of this program and understand fully his role in it. He is elected by and responsible to the people in his prefecture and should recognize the Employment Security Program as an opportunity to serve them. At the same time, he must acknowledge his responsibility to the welfare of Japan as a whole in carrying out the program according to the national policies established by the Labor Ministry.

14. A fundamental weakness in the Employment Security Program has been the lack of qualified, trained and properly supervised staffs, especially in prefectural and local offices.

a. Labor Ministerial Ordinance No. 7, 8 May 1948, provides a basis for appointment according to education and experience necessary for particular jobs. It also provides for promotion from within the Employment Security System. Particular emphasis in Japan is needed to insure that women employees are given equal opportunity with men for promotion.

b. A modern system of staff training is essential to the effective operation of the PESO. Every prefecture and every local office has been instructed to appoint a staff training supervisor who provides a plan for staff training in those offices. Actual training is carried out primarily by the line officials in these offices. Particular emphasis is being placed on three phases of training:

(1) Orientation of new employees or employees promoted to different positions.

(2) Training of supervisory officials in the best methods of supervising subordinates.

(3) Technical training in the specialized phases of the program.

c. Supervision has been particularly weak in the Employment Security System. In the past, no regular channels for adequate control and supervision of prefectural and local offices existed. The Employment Security Bureau has initiated a modern method of supervision and is attempting to make it effective in every prefecture. This supervision stems initially from a staff of national supervisors who make periodic visits to the prefectural offices to check their compliance with the laws and give them guidance. Equally important is the supervision of local offices by the prefectures. Every prefecture has recently appointed from one to three

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supervisors whose function is to make regular visits to local offices to evaluate their operation and to give them guidance or improve their methods. Since the Japanese have had little experience with this type of supervision, it is essential that they be given all possible encouragement and assistance.

15. Commanding officers of military government units will exercise surveillance over the Japanese Employment Security Program as outlined above, insuring that the principles of the laws are being carried out and the realization of the objectives are being attained. This will include in particular:

a. Operations in connection with the unemployment insurance premium collection program of the PESO aimed at assuring that the Japanese Government requires legally liable employers to file reports and to pay correct premiums.

b. Providing guidance and assistance to local Japanese Government agencies with respect to labor boss activities in the following:

(1) The conduct of full and complete investigations to locate and identify those who fall under the purview of the law.

(2) Taking proper and adequate actions to require readjustment of personnel controlled by labor suppliers with the minimum amount of personal hardship to workers and the least interruption to production.

(3) Strict enforcement of the penal provisions of the law against those who attempt to evade or ignore it.

16. Rescissions:

a. Operational Directive 29, this headquarters, 15 April 1948, subject, "Labor Bosses."

b. Operational Directive 42, this headquarters, 7 July 1948, subject, "Unemployment Insurance."

BY COMMAND OF LIEUTENANT GENERAL WALKER:

M. B. HALSEY
Major General, GSC
Chief of Staff

OFFICIAL:
Chazal
CHAZAL
G-1

(MG-EL)

DISTRIBUTION: "Z" plus "B" plus
5 Ea Mil Govt Unit
20 Mil Govt Sect, Hq Eighth Army

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

File

AGMGX 091 JAPAN

SUBJECT: Issue of Posters in the Name of Military Government Teams

TO : Commanding General IX Corps, APO 309

1. This office has been furnished photographs of three large posters issued and posted by the Miyazaki Military Government Team.

a. One of the posters is a drawing of what might be termed a Ku Klux Kansman and a draped skeleton with the following caption in Japanese:

> "Don't stop the fight against communists, secret organizations and other dangerous organizations. Their plots cannot be detected by the Japanese people, who don't have the critical power and the fixed opinion. - Miyazaki MG Team."

b. Another is a drawing of four men, one of whom, standing, appears to be lecturing to three seated comrades and bears the caption:

> "You must guard against the communists from becoming dominant, active and influential, and capturing a great number of votes in your organizations and labor unions. - Miyazaki MG Team."

c. The third is the drawing of a man putting together on a table what might be termed a jigsaw puzzle of the islands, of Japan. It contains no objectionable matter beyond the fact that it bears at the bottom in large Japanese characters the notation "Miyazaki Military Government Team."

2. While not heretofore stated in writing, it is contrary to policy for military government teams to issue posters in the name of the team.

3. It is desired that you take appropriate action to have your personnel conform to the above stated policy.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

R. SCHAFER
Lt. Col AGD
Asst Adj Gen

A Certified True Copy:

JOSEPH C. JOHNSON, O 327 797
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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

AGMEL 230.145

SUBJECT: Labor Ministry Schools

TO : Commanding General, IX Corps, APO 309

1. Reference, GHQ, SCAP technical letter, file 000.8 (12 May 48) ESS, subject "Labor Ministry Summer School", dated 12 May 1948.

2. The above referenced technical letter outlines the schedule of summer schools sponsored by the Labor Ministry.

3. It is desired that Military Government teams assist the local Japanese Government to the greatest extent practicable in order that these summer schools will be a success. In addition to the suggestions listed in paragraph 3, above referenced letter, military government teams can be a great assistance in assuring the following is being accomplished by the prefectural authorities.

a. Assuring the school receives adequate publicity in participating prefectures.
b. Assuring the local lecturers have been named and the list of these lectures is sent to the Labor Ministry.
c. Assuring the establishment of a labor library of reference material.
d. Assuring the recruitment of students is under way.
f. Assuring the Ken has received textbooks to be sent from the Labor Ministry.
e. Assuring the Ken has the film strip machines, film strips and training aids.
g. Assuring that mess, billet and transportation facilities for students have been arranged.
h. Assuring the ken has complied with Labor Ministry instructions. (Instructions are included in above referenced letter).
i. Encourage interest by local labor organizations in these conferences.

4. The tentative schedule for the participation of SCAP labor personnel is attached as inclosure 1. Changes to this schedule will be relayed to units by the most expeditious means.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

/s S. R. MOHN
R. SCHAFER
Lt Col AGD Asst Adj Gen

1 Incl:

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

BASIC: Ltr 8th Army, APO 343 Sub.: "Labor Ministry Schools",
AG 230.145 (D)

1st Ind

HEADQUARTERS IX CORPS, APO 309, 25 June 1948

TO: Commanding Officer, Hokkaido Mil Govt District, APO 928
Commanding Officer, Kanto Mil Govt Region, APO 201
Commanding Officer, Tohoku Mil Govt Region, APO 309

Forwarded for your information and compliance with paragraph 3 of basic communication.

BY COMMAND OF MAJOR GENERAL RYDER:

S. P. CARIANO
Capt AGD
Asst Adj Gen

1 Incl:
n/c

See 2nd Ind KCMGR File 091.4
dtd 7 July 48.

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

1. The tentative arrangements for the series of one week labor Ministry Summer Schools has been announced. Participation of Labor Division, ESS, SCAP, personnel will be on Tuesday and Wednesday of each week at each school in accordance with the following tentative schedule:

Tokyo	6 and 7 July	Hoover, Deverall, Gans Wilson
Nagano	13 and 14 July	Hoover, Romer, Gans Wilson
Sendai	20 and 21 July	Deverall, Miss Wilson, Gans Wilson
Iwate Ken	27 and 28 July	Hoover, Romer, Gans Wilson
Sapporo	3 and 4 August	Hoover, Romer, Gans Wilson
Nagoya	10 and 11 August	Deverall, Betty Wilsonl Gans Wilson
Wakayama	17 and 18 August	Deverall, Romer Gans Wilson
Okayama	24 and 25 August	Deverall. Miss Wilson, Gans Wilson
Shikoku	31 August, 1 Sept.	Hoover, Miss Wilson, Gans Wilson
Kagawa Ken		
Fukuoka	7 and 8 Sept.	Hoover, Romer, Gans Wilson

2. Lectures to be given at each point is proposed as follows:

Every Tuesday	0800-0915	U.S. Labor History (Deverall or Hoover)
	1050-1200	Local Union Structure and Mngmnt (Wilson or Romer)
	1300-1415	Labor Contracts (Wilson or Romer)
	1430-1515	Parliamentary Procedurs (Deverall or Hoover)
Every Wednesday	0800-0915	British Labor History (Gans Wilson or substitute)
	1050-1200	Trade Union ducational (Deverall or Hoover)

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

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

7 July 1948

OPERATIONAL DIRECTIVE)

NUMBER 42)

UNEMPLOYMENT INSURANCE

1. Reference Japanese Government Law 146, Unemployment Insurance Law, 1 December 1947, previously distributed to all military government teams.

2. The Unemployment Insurance Law establishes a modern and democratic system for protecting the livelihood of workers separated from their jobs. The system also aims to facilitate redistribution of workers from places where they are not needed to places where they are needed. Serious difficulty is being experienced by the Japanese Government in collecting the tax, which is the unemployment insurance premium. The problem is analogous to the problem of collection of national income taxes and is complicated by the fact that unemployment insurance is a new program not yet generally accepted. Employers have been required to report monthly since November 1947, and to pay the premium for themselves and their employees. However, the number who have reported is far less than the number legally liable. Many have reported but failed to make payment. The majority of delinquents are small employers. A few very large employers of labor are, however, delinquent.

3. Japanese officials concerned have relied on voluntary payment and have failed to effectuate a positive and vigorous program to compel compliance. Such a program would include the following:

a. The Prefectural Employment Security Bureau office responsible for premium collections should determine names and addresses of all liable employers.

b. Field auditors working out of the prefectural office should examine books of employers and (1) establish their liability, (2) assure that employers now paying are turning in the full amount required by the law.

c. Employers who fail to report or to pay should be prosecuted after warning under civil provisions of the law (Article 35).

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

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d. Employers who fail to pay to the government, funds deducted from workers' pay, should be prosecuted after warning, under criminal provisions of the law (Article 53).

4. Commanding officers of military government teams will exercise surveillance over unemployment insurance premium collection operations of the Prefectural Employment Security Bureau aimed at assuring that the Japanese Government requires legally liable employers to file reports and to pay correct premiums.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

J. A. LESTER
Major General, GSC
Chief of Staff

OFFICIAL:
Chazal
CHAZAL
G-1

(MG-E1)

DISTRIBUTION: "Z" plus "B" plus
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DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

HQ KMGR REGION
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HEADQUARTERS EIGHTH ARMY
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OPERATIONAL DIRECTIVE) 7 July 1948

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Major General, GSC
Chief of Staff

OFFICIAL:
Chazal
CHAZAL
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(MG-E1)

DISTRIBUTION: "Z" plus "B" plus
5 Ea Mil Govt Unit
20 Mil Govt Sect, Hq Eighth Army

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)

15 April 1948

NUMBER 29)

LABOR BOSSES

1. References

a. Paragraph 5 of Article 5, Articles 44, 45, 46, 47, 63 and 64 of Law 141, Employment Security Law, promulgated 30 November 1947 by the Prime Minister of Japan (extract attached as inclosure 1).

b. Article 4 of Labor Ministry Ordinance 12 for the enforcement of the Employment Security Law, 20 December 1947 (extract attached as inclosure 2).

2. Labor supply projects are illegal under the Employment Security Law after 1 March 1948, except as operated by a bona-fide labor union recognized by law. A legal contractor, as defined by the Ministerial Ordinance implementing this part of the law, is any person or agency who performs all of the following:

a. Takes full financial and legal responsibility as an enterpriser for completion of a particular project.

b. Performs on-the-job supervision of laborers.

c. Assumes full legal obligation as employer with respect to workers as prescribed by law.

d. Provides necessary machinery, equipment (excluding simple tools of the trade), materials or necessary planning and technique.

Any other person or agency who supplies workers to another person or agency, whether or not a contract is known to exist, and does not comply with all of the above provisions is operating illegally under this law.

3. The Japanese agents or enterprisers who will be unable to meet these requirements are labor contractors who supply from five to twenty-five per cent of the total work force of nearly every industrial establishment in Japan, in the form of daily contract workers; nearly all the work force in the construction industry; and miscellaneous labor supply agencies which furnish non-registered nurses, maids and housekeepers.

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

4. The purpose of this part of the law and the implementing ordinance is to outlaw labor bosses and give Japanese workers a chance to become direct employees of the concerns for which they are working, and to force labor contractors in the construction industry to assume the proper responsibilities of employer-contractors.

5. With this ordinance, the Japanese Government has, for the first time, a tool with which it is possible to make a direct attack on the politically powerful and deeply entrenched labor boss system.

6. Military Government units will exercise surveillance over labor boss activities by giving guidance and assistance to local Japanese Government agencies in the following:

a. The conduct of full and complete investigations to locate and identify those who fall under the purview of the law.

b. Taking proper and adequate actions to require readjustments of personnel controlled by labor suppliers with the minimum amount of personal hardship to workers and the least interruption in production.

c. Strictly enforcing penal provisions of the law against those who attempt to evade or ignore it.

7. The agencies in local Japanese governments responsible for enforcement of the Employment Security Law are the prefectural employment security section and local employment security offices.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

J.A. LESTER
Major General, GSC
Chief of Staff

OFFICIAL:

CHAZAL
G-1

(MG-E1)
2 Incl:
1 - Extract, Employment Security Law
2 - Extract, Labor Ministry Ordinance No. 12, 29 Dec 47

DISTRIBUTION: "Z" plus "B" plus
5 ea Mil Govt Unit
5 Mil Govt Sect, Hq Eighth Army

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The following Articles have been extracted from the Employment Security Law, Law No. 141, enacted by the Japanese Government 30 November 1947.

Article 5: Par. 5

The labor supply project as used in this law means the business or activity of making available the use of workers to employers according to a labor supply contract.

SECTION III. LABOR SUPPLY PROJECT

(Prohibition of Labor Supply Project)

Article 44:

No person, organization or agency, governmental or private, shall be allowed to conduct a labor supply project, except as provided in the Article 45.

(Permission to Conduct Labor Supply Project)

Article 45:

A bona fide labor union as determined by the statutory agencies of the national government may conduct a labor supply project limited for which no compensation shall be made by employer to its own members, provided it obtains permission from the Labor Minister.

(Clean Statement of Working Conditions, Neutrality in Labor Disputes)

Article 46:

Article 18 and 20 shall apply mutatis mutandis to the labor supply project by labor unions stipulated in Article 45.

(Detailed Regulations)

Article 47:

The procedure to obtain the permission for a labor supply project and other necessary matters than stipulated in this section regarding the labor supply project shall be provided for by ordinance.

CHAPTER V. PENAL RULES

Article 63:

Any person who is convicted after due procedure of any of the following offenses shall be subject to a penal servitude not more than ten years and

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not less than one year or a fine not more than thirty thousand yen and not less than two thousand yen.

a. One who conducts or engages in a labor exchange project, labor recruitment or labor supply project in such a way as to cause a worker to be employed by means of violence, intimidation, imprisonment or any other restraint on his mental or physical freedom.

b. One who conducts or engages in a labor exchange project, labor recruitment or labor supply project for the purpose of soliciting jobs with an intention of inducing workers to do works injurious to the public health or morals.

Article 64:

Any person who is convicted after due procedure of any of the following offenses shall be subject to a penal servitude not more than one year or a fine not more than ten thousand yen.

a. One who violates the provisions of Article 32 Paragraph 1 or conducts a profit making or fee charging employment exchange project without permission of the Labor Minister.

b. One who violates the provision of Article 33 Paragraph 1.

c. One who violates the provisions of Article 36 or Article 37.

d. One who conducts the labor supply project violating the provision of Article 44.

e. One who conducts a labor supply project without permission of the Labor Minister or conducts a fee-charging labor supply project violating the provision of Article 45.

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The following Article has been extracted from Labor Ministry Ordinance 12 issued 29 December 1947.

Article 4:

Any person who supplies workers to an employer shall be regarded as an operator of a labor supply project as stated in Art. 5, Par. 5 of Employment Security Law, whether or not there is a known contract, unless that person falls under all of the following items:

a. The said contractor takes full financial and legal responsibility as an enterpriser for the completion of particular project.

b. The said contractor perform on-the-job supervision of the laborers.

c. The contractor takes full legal obligations as an employer with respect to the laborers as prescribed by law.

d. The contractor is the one who provides his machinery, equipment and tools (excluding simple tools of the trade) provides necessary materials for the work, or performs the work that necessitate specific planning or technique, and is the one whose purpose is not supplying physical labor only.

A person is construed to mean any employer, individual or group, juridical person or any other.

Employer is construed to mean any individual, group, juridical person, government agency or entity or any other who has works performed by laborers.

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

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

HQ KMGR REGION
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OPERATIONAL DIRECTIVE) 15 April 1948

NUMBER 29)

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Any other person or agency who supplies workers to another person or agency, whether or not a contract is known to exist, and does not comply with all of the above provisions is operating illegally under this law.

3. The Japanese agents or enterprisers who will be unable to meet these requirements are labor contractors who supply from five to twenty-five per cent of the total work force of nearly every industrial establishment in Japan, in the form of daily contract workers; nearly all the work force in the construction industry; and miscellaneous labor supply agencies which furnish non-registered nurses, maids and housekeepers.

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4. The purpose of this part of the law and the implementing ordinance is to outlaw labor bosses and give Japanese workers a chance to become direct employees of the concerns for which they are working, and to force labor contractors in the construction industry to assume the proper responsibilities of employer-contractors.

5. With this ordinance, the Japanese Government has, for the first time, a tool with which it is possible to make a direct attack on the politically powerful and deeply entrenched labor boss system.

6. Military Government units will exercise surveillance over labor boss activities by giving guidance and assistance to local Japanese Government agencies in the following:

a. The conduct of full and complete investigations to locate and identify those who fall under the purview of the law.

b. Taking proper and adequate actions to require readjustments of personnel controlled by labor suppliers with the minimum amount of personal hardship to workers and the least interruption in production.

c. Strictly enforcing penal provisions of the law against those who attempt to evade or ignore it.

7. The agencies in local Japanese governments responsible for enforcement of the Employment Security Law are the prefectural employment security section and local employment security offices.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

J.A. LESTER
Major General, GSC
Chief of Staff

OFFICIAL:

CHAZAL
G-1

(MG-E1)
2 Incl:
1 - Extract, Employment Security Law
2 - Extract, Labor Ministry Ordinance No. 12, 29 Dec 47

DISTRIBUTION: "Z" plus "B" plus
5 ea Mil Govt Unit
5 Mil Govt Sect, Hq Eighth Army

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

The following Articles have been extracted from the Employment Security Law, Law No. 141, enacted by the Japanese Government 30 November 1947.

Article 5: Par. 5

The labor supply project as used in this law means the business or activity of making available the use of workers to employers according to a labor supply contract.

SECTION III. LABOR SUPPLY PROJECT

(Prohibition of Labor Supply Project)

Article 44:

No person, organization or agency, governmental or private, shall be allowed to conduct a labor supply project, except as provided in the Article 45.

(Permission to Conduct Labor Supply Project)

Article 45:

A bona fide labor union as determined by the statutory agencies of the national government may conduct a labor supply project limited for which no compensation shall be made by employer to its own members, provided it obtains permission from the Labor Minister.

(Clean Statement of Working Conditions, Neutrality in Labor Disputes)

Article 46:

Article 18 and 20 shall apply mutatis mutandis to the labor supply project by labor unions stipulated in Article 45.

(Detailed Regulations)

Article 47:

The procedure to obtain the permission for a labor supply project and other necessary matters than stipulated in this section regarding the labor supply project shall be provided for by ordinance.

CHAPTER V. PENAL RULES

Article 63:

Any person who is convicted after due procedure of any of the following offenses shall be subject to a penal servitude not more than ten years and

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

not less than one year or a fine not more than thirty thousand yen and not less than two thousand yen.

a. One who conducts or engages in a labor exchange project, labor recruitment or labor supply project in such a way as to cause a worker to be employed by means of violence, intimidation, imprisonment or any other restraint on his mental or physical freedom.

b. One who conducts or engages in a labor exchange project, labor recruitment or labor supply project for the purpose of soliciting jobs with an intention of inducing workers to do works injurious to the public health or morals.

Article 64:

Any person who is convicted after due procedure of any of the following offenses shall be subject to a penal servitude not more than one year or a fine not more than ten thousand yen.

a. One who violates the provisions of Article 32 Paragraph 1 or conducts a profit making or fee charging employment exchange project without permission of the Labor Minister.

b. One who violates the provision of Article 33 Paragraph 1.

c. One who violates the provisions of Article 36 or Article 37.

d. One who conducts the labor supply project violating the provision of Article 44.

e. One who conducts a labor supply project without permission of the Labor Minister or conducts a fee-charging labor supply project violating the provision of Article 45.

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

The following Article has been extracted from Labor Ministry Ordinance 12 issued 29 December 1947.

Article 4:

Any person who supplies workers to an employer shall be regarded as an operator of a labor supply project as stated in Art. 5, Par. 5 of Employment Security Law, whether or not there is a known contract, unless that person falls under all of the following items:

a. The said contractor takes full financial and legal responsibility as an enterpriser for the completion of particular project.

b. The said contractor perform on-the-job supervision of the laborers.

c. The contractor takes full legal obligations as an employer with respect to the laborers as prescribed by law.

d. The contractor is the one who provides his machinery, equipment and tools (excluding simple tools of the trade) provides necessary materials for the work, or performs the work that necessitate specific planning or technique, and is the one whose purpose is not supplying physical labor only.

A person is construed to mean any employer, individual or group, juridical person or any other.

Employer is construed to mean any individual, group, juridical person, government agency or entity or any other who has works performed by laborers.

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

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
)
NUMBER 71/1 for 1947)

9 March 1948

MILITARY GOVERNMENT OPERATIONAL REPORTS

1. Operational Directive 71, this headquarters, 10 December 1947, subject as above, is amended as follows:

a. Paragraph 3d (1) (a) to read:

"(a) Discuss trends in public assistance granted during last calender month for which final figures have been compiled (specify month covered). Forward under separate cover one copy of the report required from the Japanese by the Welfare Section to this headquarters, attention: Military Government Section (Welfare Division)."

b. To delete paragraph 3d (5).

c. Paragraph 3d (8) to read:

"(8) Other important public and private welfare matters such as Social Insurance, In-service-training, Community Organization."

d. Paragraph 3e to read:

"e. Annex C Labor Surveillance Report (Reports Control Symbol QESS-02 (R)). Submit in accordance with Inclosure 1."

e. Paragraph 3g to read:

"g. Annex E-1 Civil Education Activities (Reports Control Symbol MG 12). Report pertinent factual information concerning work accomplished and degree of success or failure in the activities listed below."

(1) Education (reference Operational Directive 19, this headquarters, 26 February 1947, subject: "Civil Education Program.)

(2) Religion.

(3) Other important civil education matters.

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f. To add paragraph 2h.

"h. Annex E-2. Civil Information Activities (Reports Control Symbol QCIE-02). Report in narrative form pertinent factual information concerning work accomplished and degree of success or failure in civil information activities (Reference paragraph 7b, c, d, e, f, g and h, Operational Directive 57, this headquarters, 16 August 1947, subject: "Civil Informational Activities")."

g. To change Reports Control Symbol in paragraph 5b, to read "QCIE-01 (RI)."

h. To delete paragraphs 5c and 5e.

2. Operational Directive 16, this headquarters, 10 February 1947, subject: "Labor Surveillance Report," is rescinded.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

OFFICIAL:

BURGESS
G-4

J. M. LESTER
Major General, GSC
Chief of Staff

(MG-X)
1 Incl:
1 - Labor Surveillance Report (Revised)

DISTRIBUTION: "B" plus "Z" plus
Each Mil Govt Unit (5)
Mil Govt Sect, Hq 8th Army (20)

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

ANNEX C

LABOR SURVEILLANCE REPORT

Reports Control Symbol ESS-02 (R)

1. Identification

a. Prefecture covered:

b. Report for month of:

c. Name of individual preparing report:

2. Labor Procurement

To what extent are labor requisitions complied with by the Japanese? State special difficulties, if any.

3. Wages and Working Conditions Labor Standards Law

Progress being made in enforcement of Labor Standards Law, indicating:

a. Administrative delays, i.e. personnel, budget, physical facilities, etc.

b. Efficiency of staff of Labor Standards Offices.

c. Attitude of employers.

d. Cooperation of unions in enforcement.

e. Other information relating to enforcement and results.

f. Adverse working conditions, i.e. forced labor, child labor, safety and sanitation, etc.

g. Complaints from workers.

4. Labor Relations

a. Report labor relations cases where action by Occupation Force was taken. Explain circumstances fully.

Incl 1 to OD 71/1, Hq Eighth Army, 9 March 1948
(Incl 2 to OD 71, Hq Eighth Army, 10 Dec 47)

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

b. Report any action or decision of following with regard to labor disputes, labor unions or labor relations situations:

(1) Japanese Police

(2) Japanese Procurators

(3) Japanese Courts

c. Report complaints or allegations of:

(1) Employer domination or influence in labor union activity.

(2) Discrimination against employees for labor union activity.

d. Report proceedings and actions of Prefectural Labor Relations Committees or Prefectural Governments with respect to sub-paragraph 4 c above.

e. Report instances of conciliation, mediation or arbitration of labor disputes by labor relations committees.

f. Report changes of personnel with background of new members or changes in methods of elections of members of the labor relations committee or the method of appointment of the panel of conciliators.

g. Report change of Executive Secretary or personnel in the offices of the labor relations committee with personal history of new employees or changes in the budgetary allotments for the work of the committee either from the national or prefectural budget.

h. Report improvement in types of labor agreements signed with specific reference to detailed statements of rights and duties of management and labor, grievance machinery, an impartial umpire and inclusion of a "peace clause".

i. Report improvements in the types of trade union constitutions and by-laws with specific reference to democracy within the trade union, monthly meetings, regular secret direct elections for the officers of the unions and delegates to regional or national bodies, unions trial procedure and financial statements.

j. Report changes in the leadership of the local, prefectural and regional labor organizations in your area, with background of the new leaders, with specific reference to their political philosophies, together with your evaluation of the effect such changes will have on the general labor relations picture in your locality.

Incl 1 to OD 71/1, Hq Eighth Army, 9 March 1948
(Incl 2 to OD 71, Hq Eighth Army, 10 Dec 47)

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

5. Employment

a. Is unemployment being absorbed by the following:

(1) New developments in private industry.

(2) Public Works.

(3) Vocational training.

(4) Other

b. Has repatriation, immigration or any industrial readjustment increased unemployment significantly in the period covered by this report?

6. Labor Education

a. Lectures on labor topics sponsored by unions, employer associations, prefectural government, Labor Relations Committee and political parties.

b. Instances of demand for a permanent labor school.

c. Demand compared to supply of labor books and pamphlets in union offices, prefectural libraries and CI&E reading rooms.

d. Types of information currently most needed.

e. Activities of MG Officers in labor education.

7. General observations.

8. Recommendations.

Incl 1 to OD 71/1, Hq Eighth Army, 9 March 1948
(Incl 2 to OD 71, Hq Eighth Army, 10 Dec 47)

14

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

G. Tillotson

8th Army Policy

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
)
NUMBER 11)

12 February 1948

JAPANESE PUBLIC WORKS AND RECONSTRUCTION PROGRAM

1. References.

a. Paragraph 4, Memorandum for the Japanese Government from General Headquarters, Supreme Commander for the Allied Powers, AG 111 (18 May 46) GD (SCAPIN 967), 18 May 1946, subject: "Japanese Budget for Fiscal Year 1946", inclosure 1.

b. Letter, General Headquarters, Supreme Commander for the Allied Powers, file 675 (8 Nov 46) WSS/LA, 8 November 1946, subject: "Information on Japanese Public Works Program", (previously distributed to military government labor officers).

2. The mission of the Japanese Government public works program is two-fold: increasing in the immediate future the supply of food, clothing, fuel, shelter and minimum services for the Japanese economy: the relief of unemployment. Among the individual projects, some fulfill both objectives; others are designed primarily for the accomplishment of but one phase. However in the overall program, these functions do not exist separately, but as a single integrated attempt to achieve both objectives.

3. The Economic Stabilization Board of the Japanese Government is charged with coordination responsibility for the public works program. Its function is to review programs submitted to it by the various ministries. Ministry programs themselves are compilations of regional, prefectural and local requests for projects. From the inception of a project plan, to the completion of its execution, Japanese governmental channels are used. The public works program is for the furtherance of the Japanese economy and the Occupation Force has no direct responsibility. Further, the interest and responsibility of the Occupation Force in respect to works carried on by the Japanese Government at the direction of and in furtherance of the Occupation Force, should not be confused with public works projects in furtherance of the Japanese economy to which this directive has primary reference.

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4. In order to coordinate the program at the prefectural level, most prefectures have already formed coordination committees made up of officials charged with responsibility in the prefectures, for particular segments of the program. The responsibilities of these committees are:

a. Public works planning and programming.

b. Investigation of progress of projects.

c. Surveillance over construction materials.

d. Achievement of uniformity of reporting procedures.

e. Compliance with national and prefectural directives.

f. Preparation of data to determine anticipated economic effects of the program.

g. Integration of administration between prefectural agencies in the fields of:

(1) Manpower utilization.

(2) Coordination of location of projects.

(3) Better utilization of field supervisory personnel.

MG

5. Conferences will be held between military government units and local prefectural government officials in charge of public works projects, as often as deemed necessary to keep abreast with the programs in each prefecture. Major bottlenecks or malpractices hindering the normal expected progress of specific projects or the program as a whole, will be reported promptly through channels to this headquarters. Projects that are already included in the program and are underway, which are considered impracticable, will also be reported.

MG

6. Military government teams having recommendations for projects that could qualify under the Japanese Government "Regulations Concerning Public Works" of 3 September 1946, will forward them with accompanying maps and data through channels to General Headquarters, Supreme Commander for the Allied Powers, for review. If such projects comply on the basis of engineering feasibility and ability to meet criteria established, the Economic Stabilization Board will be advised to request the appropriate Japanese Government agency to submit them, through Japanese channels, for consideration by the competent ministry and by the Economic Stabilization

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Board. It will be judged by the Economic Stabilization Board on a cost-benefit basis against other projects of the same type and priority. Recommendation, therefore, does not insure inclusion of a project, but does allow General Headquarters, Supreme Commander for the Allied Powers, to follow up recommendations by units in the field and to insure their adequate evaluation and consideration by the Japanese Government.

7. The following Operational Directives are rescinded:

a. Operational Directive 14, this headquarters, 27 January 1947, subject as above.

b. Operational Directive 14/1, this headquarters, 25 April 1947, subject as above.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

J. A. LESTER
Major General, GSC
Chief of Staff

OFFICIAL:

Burgess
BURGESS
G-4

1 Incl.
Memo to JG, 18 May 46 (SCAPIN 967)

DISTRIBUTION: "B", "C", "D" and "X" plus

SCAP	(10)	CG 5TH AF	(3)
COMNAVFE	(5)	MG Teams	5 each
CG FEAF	(3)	Eighth Army MG Sec	(50)
GOC BCOF	(5)		

(9) 13

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

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

AG 111 (18 May 46) GD
(SCAPIN - 967)

APO 500
18 May 1946

MEMORANDUM FOR: IMPERIAL JAPANESE GOVERNMENT

THROUGH : Central Liaison Office, Tokyo.

SUBJECT : Japanese Budget for Fiscal Year 1946.

1. Recent letters from the Minister of Foreign Affairs transmitting aide-memoires of the Japanese Government on the matter of the Japanese budget for the fiscal year 1946 have been received by the Supreme Commander for the Allied Powers.

2. The Japanese Government is informed that the so-called GHQ Plan for dependent housing as described in the Memorandum for the Imperial Japanese Government from GHQ SCAP (SCAPIN-799), dated 6 March 1946, has been modified. A revised directive adjusting the production and delivery of required construction materials to satisfy a demand for approximately 10,000 family groups during the Japanese fiscal year 1946 is being prepared and will be forwarded upon completion to the Imperial Japanese Government. This modification will not be construed as a rescission of the ultimate family housing requirements set forth in the afore-mentioned memorandum.

3. The Japanese Government is advised that a recomputation of costs for the construction of dependent and troop housing, subject to the strict application of legal prices and appropriate crediting of materials stock piles seized from the Japanese military which have been returned to the Japanese Government, should result in very substantial reductions in budget estimates. In this connection, it is pointed out that a recent informal recomputation of troop housing construction costs by Japanese Ministries representatives indicates that budget estimates for this project should be more nearly 3.3 billion yen than 5.4 billion yen, even without consideration to returned military stocks.

4. The Japanese Public Works Program in the so-called GHQ Plan is designed to provide from 1,000,000 to 1,250,000 man years of employment. This program is considered essential to increase the supply of food, clothing and fuel for the Japanese people and to establish a counter-inflationary program and will be included in the budget without change.

Incl 1 to OD No. 11 , Hq Eighth Army, 12 Feb 48

9 13

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

BASIC: Ltr, GHQ, SCAP, file AG 111 (18 May 46) GD, dtd 18 May 1946, subject: "Japanese Budget for Fiscal Year 1946", to IJG through CLO.

5. The contention that the proposed budget is beyond the economic or productive capacity of Japan appears to be without foundation. Accordingly, the Japanese budget for the FY 1946 will be revised to reflect actual costs based upon legal prices applied to the list of materials required for the accomplishment of the dependent and troop housing construction of the so-called GHQ Plan as modified and credit for stocks returned to the Japanese Government and submitted without further delay.

(signed) Paul J. Mueller
(typed) PAUL J. MUELLER
Major General, General Staff Corps
Chief of Staff

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

File

copy

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General

OPERATIONAL DIRECTIVE)

NUMBER .....71)

10 December 1947

Rescinded by OD 43 (Ref 48)

MILITARY GOVERNMENT OPERATIONAL REPORTS

1. This operational directive lists all the recurring military government operational reports required by this and higher headquarters. New reports which may be required by subsequent directives from this headquarters and changes in current requirements will be recorded in appropriate changes to this directive.

2. Monthly Military Government Activities Report (Reports Control Symbol MG-4)

a. Each prefectural, district and regional military government team will submit a military government activities report for each calendar month. The report will contain all information available, up to and including the last day of the month.

b. Reports will not be consolidated by successive higher echelons, but will be mailed by the reporting unit direct to this headquarters, in six copies, by prefectural and district teams, and two copies by regional teams, to arrive by the 15th of the following month. The reports of prefectural and district military government teams will consist of a basic letter (MG-4)and titled annexes listed below. The regional military government team reports will consist of a basic letter only.

c. This report will be carefully edited, giving special attention to the elimination of inconsequential and irrelevant material. Sucessive reports will reflect the progress of the team's general mission and will be clear, concise and brief. It is an informational report and therefore, should not repeat those things well known by everone or covered by previous reports, but should contain only current, significant trends and facts. Recommendations and complaints on important specific problems will not be included in the report, but will be made the subject of special reports, brief notations of which will be made in the appropriate annexes. The titled annexes of these reports will contain pertinent details concerning the itemized topics indicated only when action has been taken thereon or important new information is available. Unlisted pertinent subjects should be included in the annex most closely associated with the subject. Each annex will be started on a separate page

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and will contain in its heading, the name of the headquarters submitting the report and the authority of the annex, Both sides of the paper will be used in such a manner that the back side may be read when the sheet is turned from the botton.

3. Prefectural and District Team Reports.

a. The basic letter (MG-4) will be a brief narrative not to exceed one sheet typed on both sides. It will cover only those activities, observations and trends of special significance - briefed items of national or prime local importance which are covered in detail by the appropriate annex.

b. Annex A: Political and Governmental Activities (reports control Symbol QGD-01).

(1) Japanese government administration, including, but not restricted:

(a) Japanese local government administration, activities of governors, mayors and local assemblies.

(b) Activities of local branches of national government and their relations to local governmental agencies.

(c) Matters pertaining to Japanese courts and the administration of justice.

(2) Activities of national, regional or local political parties in prefectures, cities, towns and villages.

(3) Activities of local governmental groups, branches of national political administration headquarters, local youth or other groups, in connection with sponsoring political education.

(4) Instances of non-compliance by judges, procurators and police with provisional code of criminal procedure and other laws.

(5) Instances of violations of the injuctions contained in the purge directives.

(6) Instances of non-compliance by the Japanese government with the requirements of SCAP directives.

(7) Other important political, government or legal matters and comments.

c. Annex B-1: Public Health and Welfare Activities (Report Control Symbol QPH-01)

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(1) When applicable to the following paragraphs, appropriate comments will be made in regard to port quarantine activities, chief factors retarding any constructive public health projects, evaluation of effectiveness of Japanese officials in carrying out public health programs, medical school surveys, additional programs undertaken to inform the public of good public health practices, any measures on the part of local Japanese that have proved particularly outstanding in creating a good public health program and other public health matters.

(a) Administration of health activities to include prefectural government organization, health center activities and hospitals.

(b) Veterinary affairs.

(c) Dental affairs.

(d) Nursing affairs.

(e) Medical supply situation, including production, storage and distribution, where applicable.

(f) Preventive medicine activities, such as status of immunization programs, serious epidemics and effectiveness of control measures.

(g) Sanitary engineering activities, including water supply, sewage, barbage disposal and insect and rodent control.

(h) Laboratory activities, medical, dental and veterinary.

(i) Nutritional activities, such as nutritional levels in both city and rural areas and surveys.

d. Annex B-2: Public Health and Welfare Activities (Reports Control Symbol QPH-01).

(1) Public assistance (reference Operational Directive 9, this headquarters, 14 January 1947, subject: "Public Welfare".)

(a) Assistance granted during last calendar month for which final figures have been

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Compiled (specify month covered). Inclose a copy of report required from Japanese.

(b) Administrative review, List local public welfare agencies revided and discuss discrepancies and action taken.

(2) Child welfare. Describe briefly significant activities and developments in the field of child welfare.

(3) Welfare and penal institutions (reference Operational Directive 3, this headquarters, 6 January 1947, subject: "Inspection ofJapanese Penal Institutions". List institutions visited indicating type and discuss briefly conditions found and any action taken.

(4) Homeless persons. New developments or actions taken by Japanese to provide for juveniles and / or other homeless persons found in streets railroad stations, or other places.

(5) Special insurance (reference Section VIII, Public Health and Welfare Weekly Bulletin 8, SCAP, 16 February 1947. List associations and industrial plants visited and discuss findings and action taken.

(6) Foreign Nationals (reference Operational Directive 83, this headquarters, 3 October 1946, subject:"Rations for United Nations' Nationals Neutral National and Stateless Persons", as maneded. Compliance by the Japanese government in providing the supplementary good ration for purchase by foreign nationals.

(7) Repatriation. Problems of repatriates and need for public assistance.

Ammended — see OD 71/1

(8) Other important public welfare matters and comments.

e. Annex C: Labor Surveillance Report (Reports Control Symbol QESS-02). Submit in accordance with Operational Directive 16, this headquarters, 10 February 1947, subject: "Labor Surveillance report". Do not duplicate data of QESS-05.

f. Economics Summary (Reports Control Symbol MG 11) (RI)

(1) Annex D-1. Industry

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(a) Summarize significant industrial activities.

(b) Surveillance of ship building. Report Unauthorized construction of any steel vessels and of wooden vessels of 100 gross tons or over. (Reference Operational Directive 79, this headquarters, 21 September 1946, subject: "Ship Building".)

(c) Other economics matter. Summarize other important economic problems and/or activities.

(2) Annex D-2. Natural Resources

(a) Agriculture. Summarize significant agricultural conditions.

(b) Fishing. Summarize significant fishing conditions.

(c) Summarize other natural resources factors of importance to Japanese economy.

(3) Annex D-3 Reparations. Report progress of current inventories and inspection of reparations installations. List number of plants inspected and name of plants where maintenance is unsatisfactory.

8. Annex E. Civil information and Education Activities (Reports Control Symbol MG-12). Report pertinent factural information concerning work accomplished and degree of success or failure in the activities listed below.

(1) Education (reference Operational Directive 19, this headquarters, 26 February 1947, subject: "Civil Education Program".

(2) Information (reference paragraph 7c, d, e, f, g, and h, Operational Directive 57, this headquarters, 16 August 1947, subject: "Civil Informational Activities".

(3) Religion

(4) Other important civil information and education matters.

4. Regional Reports.

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a. This report will consist of basic letter (MG-4). It will be prepared in form as follows.

(1) Discussion of important military government matters of current significance on a regional level.

(2) Visits made to prefectural teams with special reference to instruction in and coordination of the military government activities of these teams, to include the amount of time spent with the team, the important activities covered and any other help rendered to increase their operating efficiency.

(3) Conference attended by team members, to include subject covered, problems presented and solution arived at.

5. Special Activities Reports.

a. QCCS-01: "Progress of Rehabilitation of Postal Savings Branches". Report submitted direct to SCAP by 10th of the following month, with copy to this headquarters. (Reference Operational Directive 88, this headquarters 12 November 1946, subject:"Rehabilitation of Postal Savings Branches", as amended.

b. QCIE-01. "School Inspection Report". Report period 20th to 20th of each month, submitted in duplicate to this headquarters by the 10th of the following month. A minimum of five additional institutions will be inspected each month with emphasis on primary and secondary schools, (Reference Operational Directive 92, this headquarters, 6 December 1946, subject: "Inspection of Japanese Educational Insitutions", L.

c. QCIE-02. "Informational Media Guidance". Prepare in accordance with paragraph 7b, Operational Directive 57, this headquarters, 16 August 1947. This report will be submitted at least once each quarters.

d. QESS-03. "Shipment of Coal to Pusan Korea". Report on each shipment submitted by appropriate I Corps and IX Corps teams only.(Reference letter GHQ,AFPAC, AG 462.7, 7 March 1946 GD,"Shipment of Coal to Korea", as amended).

Rescinded → e. ~~QESS-05.~~ "Report of Labor Furnished to Occupation Forces by the Japanese Government". Submit in accordance with Operational Directive 1, this headquarters, 5 January 1946, as amended.

f. QESS-08. "Surveillance of Mine Machinery Production". Submit in accordance with paragraph 5, Operational Directive 36, 24 April 1947.

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

g. QESS-12. "Transportation Control of Critical Materials. Submit monthly narrative report to reach this headquarters by twentieth of following month in accordance with Operational Directive 70, this headquarters, subject: Transportation Certificates", 10 December 1947.

h. QNR-03. "Report on Japanese Land Reform Program".

(1) Local agriculture land commission monthly report.

(2) Monthly progress report.

(3) Narrative report. Submit in accordance with Operational Directive 10, this headquarters, 18 January 1947, subject: "Land Reform".

i. QNR-04 "Report on Japanese Food Collection Program". Submit in accordance with Operational Directive 28, this headquarters, 13 March 1947, subject : "Rice Collections", as amended.

j. QNR-05 "Quarterly spot-checking on status of Supplies for Japanese Fishing and Landings of Marine Products". Submit in accordance with Operational Directive 63, this headquarters, 17 September 1947, subject: "Quarterly Spot-checking of Status of Supplies for Japanese Fisheries and Landing of Marine Products".

k. QGD-28 "Estimate of Petroleum Products Requirements for Occupation Forces". Submit in accordance with Circular 154, this headquarters, 26 September 1947.

l. Q-2. "Unit Occupational History Report". Include pertinent information of unit historical significance as outline din paragraph 4, Circular 22, this headquarters, 17 January 1946. All matters of an operational nature should be included in the monthly military government activities report (Report Control Symbol MG-4).

6. Operational Directive 37, this headquarters, 30 April 1947, subject: "Military Government Operational Reports", and letter, this headquarters, File AG 319.1, General (MG-X), 31 December 1946, subject: "Military Government Reports", are rescinded.

BY COMMAND OF MAJOR GENERAL RYDER:

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

OFFICIAL:
BURGESS
G-4

Distribution:
"B" plus "Z" 5 copies to each Mil Govt unit
20 copies to Mil Govt Sect, Hq 8th Army

12

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

The C.I.& E. officers are supposed to be the people who send material out to the press and magazines and who are the contact people on the various teams for publications of information material. The Labor Relations Officers are the ones who deal directly with the labor employer associations, prospective unions, etc. In each team, there should be one person who knows the subject of labor relations thoroughly and who will be the one to energize and encourage this program.

Attitude in Labor Disputes.

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Q: On most of the labor education programs that have gone out, we deal entirely with the privileges and opportunities of the working class, but have not discussed their responsibilities too. Is that part of the program?

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Government employees who are directly engaged in administrative and judiciary work may not strike, but the janitor who serves them tea has the right to do so. Railroad, communications and government services (which, in Japan are owned by the government) have the right to strike. If it is a public utility, whether it be privately or publicly owned, there is a thirty-day waiting period before they can strike: we do not want the Japanese Government to be in a position where they can be overthrown by a small group of people. That is the reason why the administrative and judiciary officials do not have the right to strike. It is all in the Labor Relations Adjustment Law.

Q: People employed on a public works are government employees. What will be their status?

A: They are <u>not</u> government administrative employees. They will be able to strike and join unions. The only people who can't strike are those stated in the question above. Some government employees have the right to strike, some do not. All have the benefits of conciliation, mediation, and arbitration. Railroad and communications employees have certain restrictions. Employees in the government monopolies, such as camphor, tobacco, and salt, are not restricted as to the right to strike.

Under the trade union law, employees of police, fire department,

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and penal institutions cannot join trade unions, and government administrative employees cannot strike.

Q: What is SCAP's policy toward labor unions of employees of the occupation forces?

A: They can have unions. Some time in the spring, instructions will be issued which define the rights of the occupation force worker.

Q: Does your division anticipate any specialized method of handling problems of teachers' unions, or what attitude or action would you suggest on the part of CI&E labor officials toward teachers' unions?

A: We know that those are special problems, but I have not been convinced that they are of such magnitude that they require a new approach on the problems of teachers. Of course, we don't want a situation in which the teachers' unions are running the educational system, because the educational system should be responsible to the whole people and not just the member of the union, even more so since the union may be controlled by a small group. On the other hand, the teachers have a perfect right to deal in the usual union fashion. In matters dealing with the working conditions and economic status, the teachers may strike, but if they strike simply because they do not like the principal or want to change the text and the books, etc., they will receive no special legal protection as accorded under the Trade Union Law.

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Q: What specific law or SCAP policy would be violated by the teachers' union, which struck because the members did not like the principal?

A: Strikes initiated by teachers' unions for reasons other than to improve hours, wages, and working conditions do not violate existing laws, nor SCAP policy. However, the Ministry of Education has the prerogative of dismissing teachers who strike for acts of dispute not protected by the Trade Union Act of 1946 (See Article 11, Basic Japanese Labor Union Legislation, ESS, GHQ, SCAP, March 1946).

Determination of the legality of strikes, or acts of dispute is a function of the Labor Relations Committee. Strikes of this nature do not normally constitute a basis for action by SCAP, unless a general trend is indicated toward ends which are incompatible with occupation objectives. Further, if such a strike is communist-inspired, it is a matter of interest to SCAP, but does not necessarily comprise cause for SCAP action.

Q: Would people who have made statements that have gone to the press that teachers in the United States do not strike and that therefore the Japanese teachers should not strike, be stepping out of line?

A: In the first place, teachers in the United States have struck, and in the second place, the Japanese law governs in this case and the Japanese law gives the teachers a right to strike.

Politics in Labor

Q: Why should trade unions be allowed to take part in political activities and support political parties?

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Unofficial

A: The democratic way of accomplishing your aims is through having a person or group that will represent your wants, and it is perfectly legitimate for unions to get the support of parties and voting representatives that will work for their best interests. Free assembly of people should be encouraged to participate to the maximum through the use of democratic procedures - not by a general strike, but through elections.

Q: If the minority groups get control of the unions through undemocratic methods and try to dominate policies, is there any particular line of action we should take?

A: The line of action for the Military Government man to take would be largely a question-and-answer approach to the people most closely connected, such as asking the questionable officials "When was the last election and when were they elected?" "How were the elections conducted?" On the SCAP level, we are considering whatever may be necessary along the lines of amended national legislation on such questions as requiring elections by secret ballot at regular intervals and requiring the union to make its financial statement available to the public. Also, proper investigation and report of conditions should be made to higher headquarters.

Q: During the Toho movie strike, a communistic problem came up, and one of the employers asked whether there was any specific information available showing the problems that the

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American unions have had with Communistic elements within the rank and file. Is there any particular slant in the Information and Education field that SCAP is putting out along that line, or is it strongly 100% "hands off" and let the unions work it out themselves?

A: First of all, the SCAP attitude is that the unions should be democratic. If the union elects Communists, it is "hands off" as far as their democratic and orderly activities are concerned; SCAP does not specifically act against Communistic elements as such, but does act if there is a perversion of democracy. In the case of the Youth Action Corps, where they actually have, through intimidation, through secret caucus, through perversion or avoidance of free elections, seized control of unions, it is our job to expose them.

Q: What do you mean by "exposing" them?

A: We will simply make it clear that the union members were not told what we asked the union leaders to tell them- that the membership were not asked under what conditions they would strike. We need not get to the point of mentioning names. If a man has been following an anti-occupation course - if we get the evidence - he will be hauled into the Provost Court. Basic methods will have to be approved in higher echelon.

Q: I suggest that we get more information about Youth Action Corps to Military Government Teams to avoid confusion. In Kyoto prefecture there are more than 300 youth groups,

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which are parts of the Sanbetsu Kyoto Prefecture Branch. It is extremely doubtful that of the 300, they were all inspired by anti-occupation leaders. Many could be under the extremely intra-union democratic influence.

A: The basic job is one of democratic education. Specific activities may be sound; there is no objection to a Youth Action Corps which serves the youth as such. There is, however, specific objection to any Corps that acts as a caucus to get undemocratic representation or to force minority views on the majority through force or intimidation.

Screening.

Q: What steps is Military Government supposed to take to insur compliance by the Japanese Government with the new regulations purging various people from labor administration?

A: Military government units should report any non-compliance in the form of a report to higher headquarters giving the names of the individuals in question. Basically, the thing is in the Imperial Japanese Ordinance, and should be answer ed by the Japanese. It is the responsibility of the Japane to see to it that a new official is clean insofar as the purge is concerned. If they fail, they are breaking the law.

Q: How would we be able to check which labor leaders should be screened by the prefecture screening committee?

A: The appointment of purged officials would be unlawful; it's the responsibility of the appointing officials to see that any they appoint are eligible under the law. A survey is

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being made of present administrative officials who may come within the purge. Enforcement will come from the public, who should be informed as to who has been purged. The unions are aware of purging, and will insist upon removal even if the government doesn't. They have a screening committee for each city of 50,000 or more, and they don't necessarily screen everyone, only those brought to their attention. You labor Relations people can check on trade unions. Ask them to bring you a list of officials of the union. You probably will not have time to check all of them, but you can keep your ears open. When some question comes up, check the list and call in someone and ask questions. We have two large affiliations, CIU and JFL. No person who is subject to a purge or who was connected with the wartime obstruction or repression of trade union organization or activity should be allowed to hold office in a trade union. Government or other agencies which were set up to obstruct free labor organization and legitimate trade union activities should be abolished or their powers in respect to labor revoked, and undemocratic workers' organizations should be dissolved and not allowed to revive.

We sometimes find that labor relations committees are dormant. Machinery set up to settle labor disputes sometimes doesn't function too well. You can stimulate them by asking questions such as: Who is on your committee? What's his back ground? Who is the executive director? When was he appointed?

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How many cases has the committee handled by conciliation, mediation, arbitration? What's the definition of conciliation, mediation, arbitration?

Do you have a system of job classification? Do you interview and classify them? What kind of job analysis is made? Get them interested in the public works program, unemployment, vocational training.

Prefectural or Government Labor Committees.

Some of the labor committees are good and some bad. Few people in Japan know anything about labor relations. It is difficult to get good neutrals to serve on the committees. A committee may be re-organized. The laborers can select people they trust, and the employers can select people they trust. The neutral members should represent the public; don't let each side choose half the "neutral" members. You don't direct that the committee be reorganized, but you can refer every case, explain potentialities to the labor unions, and encourage them to use the labor committees. In some disputes, the labor committee has authority to go ahead. In others, it waits until asked to do something by either the laborer or the employer. Military Government officers will <u>not</u> attempt to settle labor disputes, but will refer parties to existing labor committees (see OD 1, Hq 8th Army, dated 5 Jan 46, and OD 1/1, dated 18 Feb 46). The function of MG is to encourage recourse to orderly procedure under law.

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Publication Policy

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Q: Do we have full reproduction and translation rights on all of this material that comes down to us?

A: Only for the material you receive which is marked "Release for Publication," or which is indicated on a letter to be sent through technical channels, listing materials which are released for publication but which have not been so marked. In other words, you will receive notice <u>in writing</u>, either by letter or by notation on the publication itself, that such and such material is "Released for Publication." No other material is so released. "Released for Publication" means that the material can be printed in newspapers and magazines. It does not mean that the material may be published in a bulletin or booklet or to be sold, special arrangements will have to be made with SCAP for that.

Q: Is that doing away with the 500-word policy? Up until now, you have permitted the re-printing of up to 500 words of any article in any educational magazine.

A: In anything we send you marked "Released for Publication," you can give to the people in your area permission to reproduce as much as they wish, provided it is released in magazines and newspapers.

Q: Why are some pamphlets not released except by permission?

A: They are released for reproduction by yourself to get out to the unions. The restriction is only on commercial pub-

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Secret

lications. Newspapers and magazines are not considered commercial publications. This restriction is to prevent the individual commercial publisher from maneuvering you into a pressure position on the paper allocation committee.

Q: Should MG be mentioned as responsible for distribution of information that is released by them?

A: Credit need not be given military government and above all never should the release be interpreted as coming directly from the Supreme Commander of the Allied Powers. It can be said that Military Government made the following material available. Don't indicate that the matter is a directive. Merely say we are making the information available. If the Japanese print the material themselves, they do not have to give credit to Military Government; they must not say it is an official SCAP statement. In cases of distortion by the press, report such distortion to your nearest CCD man or send it to Eighth Army.

Q: You do not order anything published?

A: No, if they want it, they can print it; if they don't want it, they don't have to.

Q: Do you have policies set up as to the proper action to be taken by the people who want to make speeches?

A: CI&E Section at SCAP is the one that does the releasing and checking for SCAP policy for anything going to the Japanese for publication or on the radio. Speeches are a command responsibility. On labor subjects, our material should come from these SCAP pamphlets. If we confine our

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talks to the things found in the pamphlets, there should be no worry on anybody's part. Just don't inject your own ideas.

Q: Is the speech material we receive released for publication?

A: The printed material of the speeches given at this conference should <u>not</u> be released for publication, because the material is presented from the wrong viewpoint insofar as publication is concerned. It is just a medium of explaining to those in the field what they should know about the subject. These speeches are for your personal file and are not meant for publication. One primary mission of CI&E officers is to work with editors. Show them the press code, and tell them they are expected to live up to it. When anything is given to the press, it might be a good idea to let CCD know so it can follow up and check.

Censorship

CCD operates principally from Tokyo. It exists in the field particularly for the handling of Japanese radio. Programming and policy are directly under CI&E; security under CCD. CCD has post-censorship on newspapers and magazines. Contact your nearest CCD station if you have any trouble in the field. Because of increased use of the press, you may have to set up a surveillance system. You will run across papers getting out of line. These should be reported

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to CCD through local commanders. Give name of papers, editors, what the violations were, and what date. They will run a special investigation of the papers for you. Some of these violators you can keep in line with the press code. On press censorship, CCD does not have time or resources to censor all this material. On any items that should be pre-censored, if you find it difficult to handle through military means, require the Japanese to get it cleared through the CCD. CCD has the authority to censor everything in Japan. It is not possible or practical to censor it all. Spot checking is used. Any I&E officer of a military government unit may require newspapers and magazines in his area to send him copies of the publications.

Interpretation of Policy

Do not invent SCAP policy. All SCAP policy stated at these conferences will reach you in written form. Be sure that you realize not only what you know, but more so, what you do not know. Do not make up SCAP policy.

Perhaps many of you have been questioned by the Japanese regarding the press statement by General MacArthur concerning the general strike. In Tokyo, we get very explicit instructions not to try to interpret an official SCAP statement. You should stick to the letter of the word, especially since SCAP makes it. I invite your attention to the importance of the subject matter being dis-

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cussed, and to the obviously intricate character of labor management relations. SCAP has established the most positive safeguards for you that they could in furnishing you with "canned" speeches, verbatim copies of all speeches being given at conferences, and copies of pamphlets whic have been approved by SCAP on this subject. In addition to that, stenographic notes are being taken so that you will have an accurate copy of everything brought out during the question-and-answer periods.

Obviously, this conference is to enable you to get a reasonable understanding of policies back of labor problems. It must be apparent to you that it is your duty, therefore, to put out to the Japanese people the policies presented to you here. However, I wish to again caution you against entering into labor controversies and labor disputes. In such cases, you should make available facts and policies to both sides, and urge recourse to available machinery for the peaceful settlement of disputes without in any way giving your support to one side or another. The point is that you must not enter into labor controversies or take sides one way or another, nor must you be a referee in labor controversies.

Labor Libraries

Q: What is the reaction to having a labor-management library in the same room as a CI&E reading room?

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A: Fine. Simply have a special labor-management section in the CI&E reading room.

Q: Could the Japanese Government be asked for financial assistance in setting up these libraries?

A: The Japanese Welfare Ministry put out a request that each Ken set up a Labor Management Library on a Ken basis. If an individual wishes to donate any lump sum, it can be accepted if approved by SCAP. The practice of free librari as in the United States has not been in prevalent use in Japan. The people are hungry for information, but they do not have the opportunity to get the information that they want, so SCAP in a modest way is trying to lead the way, and we feel that they will follow the lead. In Saitama-Ken, they are having a grand opening this Saturday of their new library. The labor material placed in this library has been provided by the Welfare Ministry. Whenever possible, it would be a good idea if Military Government would participate in such openings to show them that we are interested.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

R. SCHAFER
Lt Col, AGD
Asst Adj Gen

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This Document is Not Signed

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

File "Conferences" "Labor Relations"

EXCERPTS FROM LABOR RELATIONS CONFERENCES

The following questions and answers are excerpts from the recent labor relations conferences. The material contained herein represents approved policy, which is furnished for information and guidance.

General Policy

Q. Can you re-state briefly the policy concerning labor relations?

A. The policy involves 3 points:

(1) Dealing with democratic labor organizations
(2) Development of orderly procedures and machinery
(3) Provisions of government services

Responsibility for Labor Policy

Q. The commerce and Industry Officer has practically all of the contacts with the employer, but the C.I.& E. officers do not see much of them; if they could, they would have a great chance to influence them.

A: It would be a fine chance for liaison. The C.I.& E. officer could do his information work in cooperation with the Commerce and Industry Officer.

Inclosure No. 1

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Q: Are SCAP policies any different towards government workers' unions and local unions?

A: SCAP policy is not the right term for it. I think Japanese law is a better term, because it goes into more detail. Japanese law states that anybody can join a trade union except policemen, firemen, or guards of a penal institution. The Labor Relations Adjustment Law says anyone can strike except policemen, firemen and employees of a penal institution.

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Government employees who are directly engaged in administrative and judiciary work may not strike, but the janitor who serves them tea has the right to do so. Railroad, communications and government services (which, in Japan are owned by the government) have the right to strike. If it is a public utility, whether it be privately or publicly owned, there is a thirty-day waiting period before they can strike: we do not want the Japanese Government to be in a position where they can be overthrown by a small group of people. That is the reason why the administrative and judiciary officials do not have the right to strike. It is all in the Labor Relations Adjustment Law.

Q: People employed on public works are government employees. What will be their status?

A: They are not government administrative employees. They will be able to strike and join unions. The only people who can't strike are those stated in the question above. Some government employees have the right to strike, some do not. All have the benefits of conciliation, mediation, and arbitration. Railroad and communications employees have certain restrictions. Employees in the government monopolies, such as camphor, tobacco, and salt, are not restricted as to the right to strike.

Under the trade union law, employees of police, fire department,

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and penal institutions cannot join trade unions, and government administrative employees cannot strike.

Q: What is SCAP's policy toward labor unions of employees of the occupation forces?

A: They can have unions. Some time in the spring, instructions will be issued which define the rights of the occupation force worker.

Q: Does your division anticipate any specialized method of handling problems of teachers' unions, or what attitude or action would you suggest on the part of CI&E labor officials toward teachers' unions?

A: We know that those are special problems, but I have not been convinced that they are of such magnitude that they require a new approach on the problems of teachers. Of course, we don't want a situation in which the teachers' unions are running the educational system, because the educational system should be responsible to the whole people and not just the member of the union, even more so since the union may be controlled by a small group. On the other hand, the teachers have a perfect right to deal in the usual union fashion. In matters dealing with the working conditions and economic status, the teachers may strike, but if they strike simply because they do not like the principal or want to change the text and the books, etc., they will receive no special legal protection as accorded under the Trade Union Law.

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Q: What specific law or SCAP policy would be violated by the teachers' union, which struck because the members did not like the principal?

A: Strikes initiated by teachers' unions for reasons other than to improve hours, wages, and working conditions do not violate existing laws, nor SCAP policy. However, the Ministry of Education has the prerogative of dismissing teachers who strike for acts of dispute not protected by the Trade Union Act of 1946 (See Article 11, Basic Japanese Labor Union Legislation, ESS, GHQ, SCAP, March 1946). Determination of the legality of strikes or acts of dispute is a function of the Labor Relations Committee. Strikes of this nature do not normally constitute a basis for action by SCAP, unless a general trend is indicated toward ends which are incompatible with occupation objectives. Further, if such a strike is communist-inspired, it is a matter of interest to SCAP, but does not necessarily comprise cause for SCAP action.

Q: Would people who have made statements that have gone to the press that teachers in the United States do not strike and that therefore the Japanese teachers should not strike, be stepping out of line?

A: In the first place, teachers in the United States have struck, and in the second place, the Japanese law governs in this case and the Japanese law gives the teachers a right to strike.

Politics in Labor

Q: Why should trade unions be allowed to take part in political activities and support political parties?

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A: The democratic way of accomplishing your aims is through having a person or group that will represent your wants, and it is perfectly legitimate for unions to get the support of parties and voting representatives that will work for their best interests. Free assembly of people should be encouraged to participate to the maximum through the use of democratic procedures - not by a general strike, but through elections.

Q: If the minority groups get control of the unions through undemocratic methods and try to dominate policies, is there any particular line of action we should take?

A: The line of action for the Military Government man to take would be largely a question-and-answer approach to the people most closely connected, such as asking the questionable officials "When was the last election and when were they elected?" "How were the elections conducted?" On the SCAP level, we are considering whatever may be necessary along the lines of amended national legislation on such questions as requiring elections by secret ballot at regular intervals and requiring the union to make its financial statement available to the public. Also, proper investigation and report of conditions should be made to higher headquarters.

Q: During the Toho movie strike, a communistic problem came up, and one of the employers asked whether there was any specific information

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available showing the problems that the American unions have had with Communistic elements within the rank and file. Is there any particular slant in the Information and Education field that SCAP is putting out along that line, or is it strongly 100% "hands off" and let the unions work it out themselves?

A: First of all, the SCAP attitude is that the unions should be democratic. If the union elects Communists, it is "hands off" as far as their democratic and orderly activities are concerned; SCAP does not specifically act against Communistic elements as such, but does act if there is a perversion of democracy. In the case of the Youth Action Corps, where they actually have, through intimidation, through secret caucus, through perversion or avoidance of free elections, seized control of unions, it is our job to expose them.

Q: What do you mean by "exposing" them?

A: We will simply make it clear that the union members were not told what we asked the union leaders to tell them - that the membership were not asked under what conditions they would strike. We need not get to the point of mentioning names. If a man has been following an anti-occupation course - if we get the evidence - he will be hauled into the Provost Court. Basic methods will have to be approved in higher echelon.

Q: I suggest that we get more information about Youth Action Corps to Military Government Teams to avoid confusion. In Kyoto prefecture

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there are more than 300 youth groups, which are parts of the Sanbetsu Kyoto Prefecture Branch. It is extremely doubtful that of the 300, they were all inspired by anti-occupation leaders. Many could be under the extremely intra-union democratic influence.

A: The basic job is one of democratic education. Specific activities may be sound; there is no objection to a Youth Action Corps which serves the youth as such. There is, however, specific objection to any Corps that acts as a caucus to get undemocratic representation or to force minority views on the majority through force or intimidation.

Screening.

Q: What steps is Military Government supposed to take to insure compliance by the Japanese Government with the new regulations purging various people from labor administration?

A: Military government units should report any non-compliance in the form of a report to higher headquarters giving the names of the individuals in question. Basically, the thing is in the Imperial Japanese Ordinance, and should be answered by the Japanese. It is the responsibility of the Japanese to see to it that a new official is clean insofar as the purge is concerned. If they fail, they are breaking the law.

Q: How would we be able to check which labor leaders should be screened by the prefecture screening committee?

A: The appointment of purged officials would be unlawful; it's the responsibility of the appointing officials to see that any they

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appoint are eligible under the law. A survey is being made of present administrative officials who may come within the purge. Enforcement will come from the public, who should be informed as to who has been purged. The unions are aware of purging, and will insist upon removal even if the government doesn't. They have a screening committee for each city of 50,000 or more, and they don't necessarily screen everyone, only those brought to their attention. You Labor Relations people can check on trade unions. Ask them to bring you a list of officials of the union. You probably will not have time to check all of them, but you can keep your ears open. When some question comes up, check the list and call in someone and ask questions. We have two large affiliations, CIU and JFL. No person who is subject to a purge or who was connected with the wartime obstruction or repression of trade union organization or activity should be allowed to hold office in a trade union. Government or other agencies which were set up to obstruct free labor organization and legitimate trade union activities should be abolished or their powers in respect to labor revoked, and undemocratic workers' organizations should be dissolved and not allowed to revive.

We sometimes find that labor relations committees are dormant. Machinery set up to settle labor disputes sometimes doesn't function too well. You can stimulate them by asking questions such as: Who is on your committee? What's his background? Who is the executive director? When was he appointed? How many cases has the committee handled by conciliation, mediation, or arbitration? What's the definition of conciliation, mediation, arbitration?

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Do you have a system of job classification? Do you interview and classify them? What kind of job analysis is made? Get them interested in the public works program, unemployment, vocational training.

Prefectural or Government Labor Committees.

Some of the labor committees are good and some bad. Few people in Japan know anything about labor relations. It is difficult to get good neutrals to serve on the committees. A committee may be reorganized. The laborers can select people they trust, and the employers can select people they trust. The neutral members should represent the public; don't let each side choose half the "neutral" members. You don't direct that the committee be reorganized, but you can refer every case, explain potentialities to the labor unions, and encourage them to use the labor committees. In some disputes, the labor committee has authority to go ahead. In others, it waits until asked to do something by either the laborer or the employer. Military Government officers will not attempt to settle labor disputes, but will refer parties to existing labor committees (see OD 1, Hq 8th Army, dated 5 Jan 46, and OD 1/1, dated 18 Feb 46). The function of MG is to encourage recourse to orderly procedure under law.

Publication Policy

Q: Do we have full reproduction and translation rights on all of this material that comes down to us?

A: Only for the material you receive which is marked "Release for Publication," or which is indicated on a letter to be sent through technical channels, listing materials which are released for publication

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but which have not been so marked. In other words, you will receive notice in writing, either by letter or by notation on the publication itself, that such and such material is "Released for Publication." No other material is so released. "Released for Publication" means that the material can be printed in newspapers and magazines. It does not mean that the material may be published in a bulletin or booklet to be sold, special arrangements will have to be made with SCAP for that.

Q: Is that doing away with the 500-word policy? Up until now, you have permitted the re-printing of up to 500 words of any article in any educational magazine.

A: In anything we send you marked "Released for Publication," you can give to the people in your area permission to reproduce as much as they wish, provided it is released in magazines and newspapers.

Q: Why are some pamphlets not released except by permission?

A: They are released for reproduction by yourself to get out to the unions. The restriction is only on commercial publications. Newspapers and magazines are not considered commercial publications. This restriction is to prevent the individual commercial publisher from maneuvering you into a pressure position on the paper allocation committee.

Q: Should MG be mentioned as responsible for distribution of information that is released by them?

A: Credit need not be given military government and above all never should the release be interpreted as coming directly from the Supreme Commander of the Allied Powers. It can be said that Military Government made the following material available. Don't indicate that the

(8) 10

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matter is a directive. Merely say we are making the information available. If the Japanese print the material themselves, they do not have to give credit to Military Government; they must not say it is an official SCAP statement. In cases of distortion by the press, report such distortion to your nearest CCD man or send it to Eighth Army.

Q: You do not order anything published?

A: No, if they want it, they can print it; if they don't want it, they don't have to.

Q: Do you have policies set up as to the proper action to be taken by the people who want to make speeches?

A: CI&E Section at SCAP is the one that does the releasing and checking for SCAP policy for anything going to the Japanese for publication or on the radio. Speeches are a command responsibility. On labor subjects, our material should come from these SCAP pamphlets. If we confine our talks to the things found in the pamphlets, there should be no worry on anybody's part. Just don't inject your own ideas.

Q: Is the speech material we receive released for publication?

A: The printed material of the speeches given at this conference should not be released for publication, because the material is presented from the wrong viewpoint insofar as publication is concerned. It is

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just a medium of explaining to those in the field what they should know about the subject. These speeches are for your personal file and are not meant for publication. One primary mission of CI&E officers is to work with editors. Show them the press code, and tell them they are expected to live up to it. When anything is given to the press, it might be a good idea to let CCD know so it can follow up and check.

Censorship

CCD operates principally from Tokyo. It exists in the field particularly for the handling of Japanese radio. Programming and policy are directly under CI&E; security is under CCD. CCD has post-censorship on newspapers and magazines. Contact your nearest CCD station if you have any trouble in the field. Because of increased use of the press, you may have to set up a surveillance system. You will run across papers getting out of line. These should be reported to CCD through local commanders. Give name of papers, editors, what the violations were, and what date. They will run a special investigation of the papers for you. Some of these violators you can keep in line with the press code. On press censorship, CCD does not have time or resources to censor all this material. On any items that should be pre-censored, if you find it difficult to handle through

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military means, require the Japanese to get it cleared through the CCD. CCD has the authority to censor everything in Japan. It is not possible or practical to censor it all. Spot checking is used. Any I&E officer of a military government unit may require newspapers and magazines in his area to send him copies of the publications.

Interpretation of Policy

Do not invent SCAP policy. All SCAP policy stated at these conferences will reach you in written form. Be sure that you realize not only what you know, but more so, what you do not know. Do not make up SCAP policy.

Perhaps many of you have been questioned by the Japanese regarding the press statement by General MacArthur concerning the general strike. In Tokyo, we get very explicit instructions not to try to interpret an official SCAP statement. You should stick to the letter of the word, especially since SCAP makes it. I invite your attention to the importance of the subject matter being discussed, and to the obviously intricate character of labor management relations. SCAP has established the most positive safeguards for you that they could in furnishing you with "canned" speeches, verbatim copies of all speeches being given at conferences, and copies of pamphlets which have been approved by SCAP on this subject.

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In addition to that, stenographic notes are being taken so that you will have an accurate copy of everything brought out during the question-and-answer periods.

Obviously, this conference is to enable you to get a reasonable understanding of policies back of labor problems. It must be apparent to you that it is your duty, therefore, to put out to the Japanese people the policies presented to you here. However, I wish to again caution you against entering into labor controversies and labor disputes.

In such cases, you should make available facts and policies to both sides, and urge recourse to available machinery for the peaceful settlement of disputes without in any way giving your support to one side or another. The point is that you must not enter into labor controversies or take sides one way or another, nor must you be a referee in labor controversies.

Labor Libraries

Q. What is the reaction to having a labor-management library in the same room as a CI&E reading room?

A: Fine. Simply have a special labor-management section in the CI&E reading room.

Q: Could the Japanese Government be asked for financial assistance in setting up these libraries?

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A: The Japanese Welfare Ministry put out a request that each Ken set up a Labor Management Library on a Ken basis. If an individual wishes to donate any lump sum, it can be accepted if approved by SCAP. The practice of free libraries as in the United States has not been in prevalent use in Japan. The people are hungry for information, but they do not have the opportunity to get the information that they want, so SCAP in a modest way is trying to lead the way, and we feel that they will follow the lead. In Saitama-Ken, they are having a grand opening this Saturday of their new library. The labor material placed in this library has been provided by the Welfare Ministry. Wherever possible, it would be a good idea if Military Government would participate in such openings to show them that we are interested.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

R. SCHAFER
Lt Col, AGD
Asst Adj Gen

Not Signed!

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5 copies to each corps and BCOF
2 copies to each Mil Govt Team
10 copies to Mil Govt Sec., Hq 8th Army

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

MESSAGE FORM

16 August 1947
014 MG

FROM: CG Eighth Army, APO 343

TO : See Distribution

Precedence: Courier
Initials :AB/md

MESSAGE:

ALL PERSONS CONCERNED WILL BE INFORMED OF THE FOLLOWING DIRECTIVE FROM SCAP CLN QUOTE IN CONNECTION WITH REORIENTATION AND INFORMATIONAL PROGRAMS CMA OCCUPATION PERSONNEL PAREN INCLUDING DEPENDENTS PAREN WILL AVOID SUCH PRACTICES AS THE FOLLOWING CLN PAR ABLE PD THE AMPLIFICATION AND INTERPRETATION OF POLICIES OF GENERAL HEADQUARTERS CMA SCAP CMA UNLESS GUIDANCE FOR SUCH INTERPRETATION HAS BEEN RECEIVED FROM GENERAL HEADQUARTERS CMA SCAP PD PAR BAKER PD THE AMPLIFICATION AND INTERPRETATION OF JAPANESE GOVERNMENT POLICIES AND LEGISLATION UNLESS AUTHORIZATION AND GUIDANCE HAVE BEEN RECEIVED FROM GENERAL HEADQUARTERS CMA SCAP PD PAR CHARLIE PD PARTICIPATION IN JAPANESE RADIO PROGRAMS CMA TEATRICALS CMA MOTION PICTURES CMA ETCETRA PD PAR GOD PD PARTICIPATION IN JAPANESE ORGANIZATIONS AS OFFICERS CMA OFFICIAL ADVISERS CMA OR IN ANY OTHER OFFICIAL OR SEMI OFFICIAL CAPACITY PD PAR EASY PD THE GIVING OF TALKS WHEN NOT IN A POSITION TO KNOW THOROUGHLY THE POLICIES OF GENERAL HEADQUARTERS CMA SCAP CMA ON THE TOPICS CONCERNED AND WITHOUT THE APPROVAL OF LOCAL COMMANDERS PD PAR FOX PD THE PRESENTATION TO EDITORS AND PUBLISHERS OF COPYRIGHTED MATERIAL OF ALLIED ORIGIN FOR REPRODUCTION OR TRANSLATION UNLESS PERMISSION HAS BEEN OBTAINED THROUGH GENERAL HEADQUARTERS CMA SCAP CMA FROM THE COPYRIGHT OWNERS PD PAR GEORGE PD THE PROCUREMENT FOR INFORMATIONAL MEDIA AND ORGANIZATIONS OF SUCH CRITICAL COMMODITIES AS PAPER AND GASOLINE OUTSIDE THE ESTABLISHED RATIONING CHANNELS AND SUCH SERVICES AS TRANSPORTATION IN A MANNER CONTRARY TO REGULATIONS PD UNQUOTE PAR AN OPERATIONAL DIRECTIVE COVERING DETAILED INSTRUCTIONS CMA IN ADDITION TO THE ABOVE CMA WILL BE DISTRIBUTED TO BCOF CMA CORPS CMA KOBE BASE CMA SECOND MAJOR PORT AND TO ALL MILITARY GOVERNMENT UNITS PD END

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

P O L I C Y

SUBJECT: Policy on Strikes In Reparations Plants

1. Reparations custodians are permitted to strike. In the event of a strike, the Japanese Government will still be held responsible for guarding, custody and control of reparations equipment. Teams will then observe and report.

Authority Inclosure 3
to O.D. 5 - 1946

P O L I C Y

669

OK.

This is rescinded, for authority now see:
OD #21 for 48
SCAPIN 1219 for 46.

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File → 1XD-11 1XD-5 a

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
NUMBER ..... 1/6) 26 December 1946

1. References:

a. Operational Directive Number 1/2, this headquarters, dated 22 April 1946.

b. Operational Directive Number 1/4, this headquarters, dated 23 July 1946.

2. Paragraphs 2 and 3, Operational Directive Number 1/4, are rescinded and the following substituted therefor:

"2. All reports submitted in compliance with Operational Directive Number 1/2 will be submitted on OGA Form No.2, copy attached as Inclosure 11. Reproduction of this form is authorized.

a. The column totals of the reports, subject: "Monthly Report of Labor Received in Response to Labor Requisitions (MGL Form No.27)," will be consolidated and total figures entered on OGA Form No.2.

b. One copy of each unit report (MGL Form No.27) will be inclosed with the reports submitted in compliance with paragraph 6d (2)(a), Operational Directive Number 1/2.

c. To facilitate accurate and complete reports, increased efforts will be made by Military Government Teams to obtain MGL Forms No.27 from all units and agencies within their respective prefectures.

"3. Prior to submission of OGA Form No.2 as required in paragraph 2, above, military government teams will obtain from the local prefectural government the corresponding Japanese labor report. This report will be reviewed in connection with OGA Form No.2 and the two reports will be reconciled insofar as is practicable. Where differences not correctible by military government action exist, a brief statement of the reasons for differences between Japanese

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Opnl Dir No. 1/6, Hq Eighth Army, 26 Dec 46.

Government reports and military government reports will be inclosed with the reports forwarded through channels in compliance with paragraph 4d (2)(a), Operational Directive Number 1/2."

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

OFFICIAL: Schanze
SCHANZE
G-1

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
NUMBER ..... 1/5)

13 September 1946

1. Paragraph 2, Operational Directive Number 1, this headquarters, dated 5 January 1946, is amended by adding sub-paragraphs e, f, and g, as follows:

"e. The following persons will not be employed by the occupation forces in any position of executive or supervisory responsibility, or in any position which requires action in a liaison capacity with Japanese officials or nationals, or as instructors in schools sponsored by the occupation forces:

(1) Japanese nationals who were formerly police officials, members of police forces or members of organizations or public agencies responsible for the control of thought, speech or assembly.

(2) Japanese nationals who are affected by Memorandum to the Imperial Japanese Government, GHQ, SCAP, file AG 350 (22 Oct 45) CIE, (SCAPIN - 178), dated 22 October 1945, subject: "Administration of the Educational System of Japan," copy attached as Inclosure 14.

(3) Japanese nationals who are affected by Memorandum to the Imperial Japanese Government, GHQ, SCAP, file AG 350 (30 October 1945) CIE, (SCAPIN - 212), dated 30 October 1945, subject: "Investigation, Screening and Certification of Teachers and Educational officials," copy attached as Inclosure 15.

f. The following persons will not be employed in any capacity by the occupation forces:

(1) Japanese nationals who exhibit militaristic or militant nationalistic tendencies or who in a supervisory capacity attempt to limit or restrict freedom of speech, thought, or assembly of others.

(2) Japanese nationals who are affected by any of the following GHQ, SCAP Memoranda to the Imperial Japanese Government:

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

Opnl Dir No. 1/5, Hq Eighth Army, 13 Sep 46.

(a) AG 091.1 (4 Jan 46) GS , (SCAPIN - 550), dated 4 January 1946, subject: "Removal and Exclusion of Undesirable Personnel from Public Office," copy attached as Inclosure 16.

(b) AG 091.1 12 (4 Oct 45) CIS, (SCAPIN - 93), dated 4 October 1945, subject: "Removal of Restrictions on Political, Civil and Religious Liberties," copy attached as Inclosure 17.

(c) Any other memorandum or directive which requires the dismissal and exclusion of any person from all government service.

7. Persons falling within any of the categories listed below will not be employed in any capacity by the occupation forces, except in cases involving technical specialists whose services are essential to the achievement of the occupation objectives, and who are irreplaceable. Such exceptions will be referred to this headquarters for approval.

7 (1) Nationals of Germany (including Austria), Bulgaria, Hungary and Rumania, except:

(a) Those who during the war were confined by the Japanese Government as anti-Nazis, anti-Fascists, anti-militarists or pro-Ally.

(b) Those who during the Nazi regime were rendered stateless for racial or political reasons.

(c) Such others as can show satisfactory evidence that they were opponents of the Nazi or Fascist regimes in their respective countries.

7 (2) Nationals of Italy who, following the surrender of that country, registered as persons loyal to the Italian Fascist Republic.

7 (3) Nationals of any of the United Nations who during the war were ardent sympathizers of collaborationists in their respective countries.

7 (4) Nationals of the United Nations or of neutral countries who during the war acted as representatives in Japan of commercial interests of enemy (except Japanese) nationality or registry.

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

Opnl Dir No. 1/5, Hq Eighth Army, 13 Sep 46.

2. In the event of conflict with previous instructions, the above provisions will apply.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

OFFICIAL: Schanze

SCHANZE
G-1

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

4 Incls:
14 - Memo to IJC, file AG 350 dtd (22 Oct 45) CIE SCAPIN 178, sub: "Administration of the Educational System of Japan."
15 - Memo to IJG, file AG 350 dtd (30 Oct 45) CIE SCAPIN 212, sub: "Investigation, Screening, and Certification of Teachers and Educational officials."
16 - Memo to IJG, file AG 091.1 dtd (4 Jan 46) GS SCAPIN 550, sub: "Removal and Exclusion of Undesirable Personnel from Public Office."
17 - Memo to IJG, file AG 091.112 dtd (4 Oct 45) SCAPIN 93, sub: "Removal of Restrictions on Political, Civil, and Religious Liberties."

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

File a

IXD-5

HEADQUARTERS EIGHT ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE) 23 July 1946

Number.....1/4)

1. Reference: Operational Directive Number 1/2, this headquarters, dated 22 April 1946.

a. Paragraph 6c (1) (d) is rescinded and the following is substituted therefore:

"(d) Total amount of cash wages EARNED (as determined by present wage scale) by Japanese labor working for Allied Forces during month."

b. Paragraph 6c (5) is rescinded and the following is substituted therefor:

"5) On each report shall appear the actual break down of each item detailed in paragraph 6c (1) above, that should be charged to:

(a) U.S.Army (excluding Army Air Forces)

(b) U.S.Army Air Force

(c) U.S.Navy

(d) U.S.Marine Corps

(e) American Red Cross

(f) War Shipping Administration

(g) Other Accredited U.S.Civilian Components (specify)

(h) British Commonwealth Occupation Force

(i) Other Accredited Allied Missions or Groups (specify)

Rescinded by OD 1/6

2. All reports submitted in compliance with Operational Directive Number 1/2 will be submitted on OGA Form No 2 copy attached as Inclosure 11. Reproduction of this form as needed is authorized.

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

Rescinded by OD 1/6

3. All reports submitted in compliance with Operational Directive Number 1/2 will be supported as completely as is practicable by the inclosure of receipts from using units and agencies for the labor received by them in response to "Labor Requisition for Military Units (Labor Form No,1)". The receipt from each labor using unit and agency will be in the form of "Monthly Report of Labor Received in Response to Labor Requisitions (MGL Form No.27)". Copy attached as Inclosure 12. A single copy of each receipt will be enclosed with the reports which are forwarded through channels in compliance with paragraph 6d (2) (b), Operational Directive Number 1/2.

4. All military units, accredited United States civilian agencies, and accredited Allied missions or groups which utilize Japanese civilian labor will submit in duplicate a "Monthly report of Labor Received in Response to Labor Requisitions (MGL Form No. 27)", copy attached hereto, to the prefectural military government team (locations of Eighth Army military government teams are listed in Inclosure 13). This report will be dispatched not latter than the 3rd day of the month following the period reported. The initial report will be for the month of August 1946.

FOR COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

Official:

SCHANZE

3 Incls: added):

No. 11 OGA Form No. 2
No. 12 MGL Form No. 27
No. 13 List of 8th Army MG Teams

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

copy

HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
NUMBER .....1/3) 18 June 1946

1. This directive supplements policy stated in Operational Directive Number 1. This headquarters, 5 January 1946.

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

a. Unit labor requisitions within each prefecture will be reviewed by the appropriate authority to insure that such requisitions do not exceed the amount of labor reasonably required.

b. The use of labor will be limited to productive employment for projects directly concerned with accomplishing the mission of the occupation.

c. Increased efforts will be made to provide adequate supervision of labor by competent Japanese supervisors.

3. For the information of all concerned, the Japanese Government has been prohibited from recruiting labor by coercion or compulsory summons except in a case of genuine threat to the security of the occupation forces or in a case of grave military necessity.

BY COMMAND OF LIEUTENANT GENERAL EIGHELBERGER:

OFFICIAL:

A.P. THAYER
Colonel, GSC
Dep Chief of Staff

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

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE
NUMBER 1/2 22 April 1946

1. Paragraph 6, of Operational Directive Number 1, dated 5 January 1946, is rescinded and the following is substituted therefor:

"6. Reports:

a. It shall be the responsibility of the commanding generals of all corps, the General Officer Commanding British Commonwealth Occupation Forces, and the commanding officers of all military government units operating directly under this headquarters to take the action necessary to insure that labor reports required hereunder are submitted in proper form and on the dates specified.

b. The military government units administering the functions of military government within each prefecture will receive for all "local Allied Labor Officers" therein the labor reports from the responsible Japanese authorities pursuant to the requirements of the memorandum of the Supreme Commander for the Allied Powers to the Imperial Japanese Government (Inclosure 9).

c. A report is desired for each of the forty-six (46) Japanese prefectures, including Hokkaido, for each month beginning with September 1945, and every month thereafter until further notice, detailing the following data:

(1) (a) Average number of workers requisitioned by allied forces per work day during month.

(b) Average number of workers furnished to allied forces per work day during month.

(c) Number of laborers working for occupation forces on last work day of month.

See OD 1/4 (d) Rescinded by 1/4 dated 23 July 46.

(e) Estimated value of wages in kind, such as food, furnished by the Japanese Government, without cost, to laborers working for occupation forces during month.

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(2) Each report shall be supported by a corresponding Japanese Prefectural Government "Monthly Labor Report" shich shall be secured from the prefectural authority concerned in accordance with the requiremehts of inclosure 9.

(3) Each report shall be supported and qualified further by an accompanying statement which shall outline and organizations represented for requisitioning purposes during the month. Requisitions bearing fictious signatures are to be included as well as bona fide requisitions.

(4) Each report shall cover labor services rendered as such in response to formal or informal labor requests by allied occupation forces for a specified number of individuals having specified qualifications to perform work as directed. It shall not cover services incolved in the production or provision of supplies, real estate or the completion of specific projects requisitioned pursuant of General Procurement Agent Regulation Number 1 (Inclosure 10) Civilian labor support furnished to the Allied Occupation Forces by Japan shall not be reported in more than one (1) category.

(5) Rescinded by 1/4 dated 23 July 1946.

d. (1) (a) All forty-six (46) prefectural report for April 1946 and for each month thereafter shall be dispatched not later than the 15th day of the month following the period reported.

(b) All forty-six (46) prefectural report for April 1946 and for each month thereafter shall be dispateched not later than the 15th day of the month following the period reported.

(c) Negative reports will be submitted.

(2) (a) Original and two (2) copies of each report shall be forwarded through channels to General Headquarters Supreme Commander for the Allied Powers APO 500, Attention: Economic and Scientific Section, Labor Division.

(b) One (1) additional copy of each report direct to General Headquarters Supreme Commander for the Allied Powers APO 500, Attention: General Procurement Agent".

(3)

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

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

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(b) One (1) additional copy of each report direct to General Headquarters Supreme Commander for the Allied Powers APO 500, Attention: General Procurement Agent".

(3)

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

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

OFFICIAL:

CLOVIS E. BYERS
Maj Gen GSC
Chief of Staff

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1 Incl No. 9 No. 10

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)
NUMBER ..... 1/1)

18 February 46

1. Operational Directive No.1, dated 5 Jan 46 is ammended as follows:

a. The following sub-paragraphs are added to par 5, "Labor Union".

(d) Mediation and arbitration of labor disputes which are not inimical to the occupation objectives are responsibilities of the Japanese Government. As a means to accomplish this, Prefectural governors have been ordered to establish mediation committees composed of management, labor, and public representitives (inclosure 7). When an application (oral or written) is recieved by the occupation forces to mediate or arbitrate a labor dispute, the applicant will be advised to refer the matter to the appropriate Japanese officials for action.

(e) Japanese Police shall not participate in labor relations activities or intervene in labor disputes unless such intervention is necessary to preserve public order. Violations of this policy on the part of the police will be reported to this headquarters without delay.

(f) A labor union act (inclosure 8) which legalizes the status of labor unions and encourages collective bargaining was recently promulgated by the Japanese Government. Administrative procedures to implement this act are to be authorized by a separate Imperial Ordinance which will become effective on or about 1 Feb 46.

BY COMMAND OF LIEUTENANT GENERAL EICHELBERGER:

OFFICIAL: Burgess
BURGESS
G-4

CLOVIS E BYERS
Major General, GSC
Chief of Staff

2 Incls:
#7 Translation of Instructions concerning mediation in labor disputes Issued by Japanese Government 2 Nov 45.
#8 Trade Union Law.

Distribution:
"B" plus "Z"
1 copy each Mil Govt CO.

(For inclosures see central file)

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

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HEADQUARTERS EIGHTH ARMY
United States Army
Office of the Commanding General
APO 343

OPERATIONAL DIRECTIVE)

NUMBER..... 1) 5 January 1946

1. The utilization of civilian labor by units of this command is authrorized. The initiation and processing of labor requisitions and all procedures taken in regard thereto by unit labor officers appointed pursuant to paragraph 2a hereof, will be supurvised by and coordinated with the military government unit administering the functions of military government in the prefecture in which the using unit is located.

2. Procurement of Labor:

a. The commanding generals of all corps and the Commanding General of USASCOM C and such commanders as they may authorize will designate labor officers for their commands, who in coordination with the appropriate military government unit, will requisition Japanese nationals directly from the local prefectural authorities, if a local liaison committee has not been established. The prescribed requisition form will be labor Form No. 1, a copy of which is attached as Inclosure 1. At least twenty-four (24) hours advance notice of labor requirements will be given to the Japanese authorities in order to insure compliance with requisitions.

See additions to this paragraph in OD 1/5

b. Foreign nationals will be employed in accordance with Operational Directive No. 21, as amended, this headquarters, dated 14 October 1945, Subject: "Employment of Foreign Nationals".

c. Attached as Inclosure 2 is a translation of labor Order 199 issued. by the Japanese Welfare Ministry instructing prefectural authorities and inspectors general, as to their responsibilities in supplying labor for occupation needs.

d. Also attached as Inclosure 3 is a translation of Order No. 41 issued by Welfare Ministry which provides methods for conscription of labor for occupation forces should adequate volunteer labor not be readily obtainable.

3. Payment of Labor:

a. Japanese nationals will not be paid by occupation troops: the Japanese Government will insure that workers are paid in accordance with wage rates established by prefectural authorities. Wage supplements, such as increased food rations, will also be issued by Japanese authorities.

(1)

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

or trade unions for the purpose of bargaining collectively with private employers, official and semi-official companies and government industries and services will be recognized. The development and activities of labor organizations will be observed closely in order to prevent growth of militarism and hostility to occupation objectives under the guise of labor unionism.

b. Strikes, lock-outs or other work stoppages which are inimical to the objectives of military occupation are prohibited. Whenever work stoppages of this category require military intervention, the commanding generals of all corps and the CommandingGeneral or USASCOM C will secure prior authorization from this headquarters.

c. A labor dispute "inimical to the objectives of military occupation" is one which jeopardizes the safety of allied troops, interferes with troop supply, disrupts services or production necessary to the maintenance of public order, public service and public health or adversely affects other purposes of the occupation.

See additions to this par in OD 1/1

6. Reports.

Rescinded by OD 1/2

The memorandum of the Supreme Commander for the Allied Powers to the Imperial Japanese Government, copy of which is attached as inclosure 5, directs that the Japanese authorities responsible for the procurement and payment of labor furnished offupation forces will prepare and submit reports to "local Allied Labor Officers". The military government units administering the functions of military government within each prefecture will receive for all "local Allied Labor Officers" therein the above reports from the responsible Japanese authorities. The commanding generals of all corps and the Commanding General USASCOM C will submit a consolidated report of the data received from the Japanese authorities in the areas of their military government responsibility on Labor Form No. 2, attached as inclosure 6, to this headquarters, attention: Military Government Section, within twenty (20) days after the period covered by the report.

BY COMMAND OF LIEUTENANT GENERAL HALL:

CLOVIS E. BYERS
Major General, GSC
Chief of Staff

OFFICIAL:

BURGESS
G-4

6 Incls:
1. Labor Form No. 1
2. Labor Order No. 199, Welfare Ministry

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

3. Order No. 41, Welfare Ministry
4. Labor order No. 950, Welfare Ministry
5. Memorandum to the Japanese Government
6. Labor Form No. 2

DISTRIBUTION: "B" plus "Z"
2 copies to each mil govt Hq & Hq Co
and each Hq & H2 Det Mil Govt Group