GHQ/SCAP Records(RG 331)
Description of contents

THE NATIONAL ARCHIVES OF THE UNITED STATES

(1) Box no. 2041

(2) Folder title/number: (8)
Recruitment

(3) Date: Oct. 1945 - Mar. 1951

(4) Subject:

Classification	Type of record
324	c, e

(5) Item description and comment:

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

File

National Personnel Authority

March 5, 1951

Staff Recreuitment Section,
Bureau of Personnel

List of Data Forwarded to Civil Service Commission, Okinawa

Bureau of Personnel,
National Personnel Authority

Data	Author	No. of Copy
Annual Report (1948 and 1949)		1
Detailed Explanations of Amendment of Compensation Law	Keitoku Shoi	1
General Outline of Compensation Law	Personnel Administration Society	1
Knowledge of Operation of Position Classification Plan	Yoneyama Takeshi	1
Position Classification Plan is prepared by You	Bureau of Public Information, National Personnel Authority	1
Position Classification Plan of National Public Employees	Ditto	1
Position Classification Plan	Okabe Shiro	1
Actual Work of Position Classification Plan	Onouchi Yukio	1
Commentary on Pay System in Government Agencies	Office of New Pay Administration	1
Compendium of Laws and Ordinance For Compensation	Allowance Bureau, Ministry of Finance	1

Ditto, Supplementary	No. 1	Ditto	1
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Monthly Bulletin of National Personnel Authority (No. 2)			1
Ditto	(Separate Volume of No. 2)		1
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Relationship between Management and General Employees in Public Service System		Bureau of Public Information, National Personnel Authority	1
Development of Bureau of Personnel		Bureau of Personnel, National Personnel Authority	1
Sequence in Solution of Problems of Personnel Affairs (How to use Employees)		Ditto	1
Guide to Personnel Management		Ditto	1
Efficiency Monthly Bulletin No. 2		Bureau of Efficiency, National Personnel Authority	1
Ditto	No. 3	Ditto	1
Ditto	No. 4	Ditto	1
Basic Concept of Training		Training Section, Bureau of Efficiency	1
Central Training Unit		Ditto	1
Gist of Lectures on General Discussions on Education		Ditto	1

Employee Evaluation System	Asai Kiyoshi	1
Guide to Administration Investigation for Selecting Evaluation Elements	Employee Evaluation Section, Bureau of Efficiency	1
Evaluation Elements of Positions Belonging to X	Ditto	1
Guide-book for Study on Administration of Trial Performance Evaluation	Bureau of Efficiency, National Personnel Authority	1
Reference Materials for Commendation System	Employee Evaluation	1
Commendation System in Japanese Government	Ditt o	1
Report of First Training for Recreation Officers of Ministries and Agencies	Welfare Section, Bureau of Efficiency	1
Training of Leaders of Recreation Activities	Shirayama Genzaburo	1
Report of Second Advanced Training for Recreation Officers of Ministries and Agencies	Recreation Section, Bureau of Efficiency	1
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How to hold outdoor activities athletic meets	Recreation Section	1
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Minutes of the First National Public Service Conference	National Personnel Authority	1
Report on survey of long-term absentees due to sickness	National Personnel Authority's Secretariat	1
Handbook for the conduct of business , No. 1	National Personnel Authority	1 (In English) 1 (Japanese)
National Public Service Law	Ditto	1
Law concerning Compensation for National Public Service Personnel in the Regular Government Service	Ditto	1
Law concerning Position Classification Plan for the National Public Service	National Personnel Authority	1
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Bureau of Recruitment, National Personnel Authority

Law Concerning the Position Classification of Govt. Employees.

Position Classification of Government Employees - Pub. Info. Bureau.

Classified Positions In the National Government Service- Class. Sect.

Actual Work of Position Classification - Yukio Onouchi

You Will Prepare the Position Classification - Pub. Info. Bur.

Detailed Explanation on Classes of Positions - Pub. Info. Bur.

Position Description Forms, Guide in filling out position description forms (For supervisors)

Position Description Forms, Guide in filling out position description forms (For employees)

National Personnel Authority Monthly Report, Special Issue on Position Classification.

Delivered to
Mr. Inoue, NRS,
5 Mar 51

6 Feb 51

Exam. File

SOME POSSIBLE LINES OF DEVELOPMENT FOR RECRUITMENT BUREAU, NPA

1. Extension of the Areas for Entrance Examinations:

NPA, being responsible for recruitment in all fields of employment in the regular service, should constantly strive within the limits of its facilities to extend the present partial examination coverage. This can be done partly by delegation of certain functions to the Agencies, and partly by increased activity of NPA itself. The latter can be assisted by (a) increasing the role of the NPA regional offices, and (b) by taking advantage of improved techniques such as the development and maintenance of batteries of standardized aptitude tests or sub-tests.

2. Tie-in of Examinations with Position-classification:

Upon implementation of the position-classification plan, and in anticipation of it, definite plans should be developed for utilizing the class specifications and other information in the development of test plans. The position-classification data should also form the foundation for orderly transfers, promotions, and demotions - and a standard method for their use should be prepared.

3. Establishment of Special Examining Boards:

As NPA actually assumes more and more of its responsibility for all recruiting it will need to establish, on a permanent basis, a considerable number of special examining boards, particularly in the professional and technical fields. These boards should develop the plan and content of appropriate tests and administer them under NPA standards and control. These boards will be necessary for both entrance and promotional examinations.

4. Expansion of the Role of the Regional Offices in Discovering and Filling Local Needs:

Much of the examination burden of the NPA central office can be lightened through increased use of strengthened regional offices. These offices should be equipped so as to be able to survey and determine the personnel needs of the various Agencies in their jurisdiction, and to plan and administer examinations, and establish registers, in cases where the regional offices could do the job most effectively. It is understandable that the lack of trained personnel is a present handicap - but every effort should be made to develop the regional offices into more useful recruitment agencies.

5. Strong Training Programs in the Agencies:

When the personnel system has been fully established, the Agencies themselves will find many functions delegated to them to be administered under NPA standards. To the degree that such decentralization is to be effective,

the personnel of the Agencies must be trained in the techniques needed and educated in the purposes of the merit system. Some part of the programs relating to entrance and promotional examinations, position-classification, service ratings, etc. will be performed in the Agencies. It is therefore necessary to train carefully not only those who will directly participate in the work, but also those who will be less closely involved. The attitudes of this latter group are very important, and a sympathetic, cooperative attitude almost always rests upon a clear understanding of the aims and procedures of any program. Delegation of functions is essential, but they can only be delegated to organizations or individuals who are capable and willing.

6. Standardization and Validation of Major Examinations:

For examinations which are to be given only once it is probably not feasible to undertake elaborate standardization or validation studies (although often such examinations can be made up partially of previously standardized and validated sub-tests from the test files). However, in important and frequently recurring examinations such as the police and the intelligence sections of the general extrance examinations, both standardization and validation should be made.

Standardization in test administration and scoring has been fairly well achieved, but definite normative data should be developed and utilized in future test construction.

Validation of civil service tests is more difficult to achieve, but much can be done - a beginning, though a small one, has been made in the case of the police tests. The crucial problem is finding a satisfactory criterion (or criteria) which itself has both validity and reliability. A comprehensive survey of the various types of criteria available or attainable in various fields would be a fruitful foundation for a general NPA test validation program.

Since certain types of tests are comparatively new in Japan, it is very important that studies be made to determine just what they measure and how well. We must not depend on the fact that analogous tests were used in the United States, and perhaps validated there.

A caution might be added here: In any validation study the purpose should not be to find what statistical devices will yield the highest validity coefficients, but to discover the weakest elements of a test and replace them with something better.

7. Research on New and More Appropriate Written Test Material:

Of course, until validation data is available one cannot speak with much sureness concerning the value of any specific types of test items. However, I feel that improvement can be made in NPA tests, particularly in the intelligence tests.

There is a tendency to construct long, complicated items, unnecessarily wordy and unnecessarily clumsy in making clear the basic problem. This tendency has not abated much in spite of considerable experience. The test writer should have clearly in mind just what he wants the item to measure, and then frame the item so it will measure that quality in the simplest, most direct manner.

New types of test material should be more actively sought. Clerical test material, certainly, could be made more appropriate to the kinds of tasks actually performed in Japanese offices.

Although it would be well to increase the general variety of test items available, it would be advisable, in most instances, to reduce the number of kinds of items in any one test. Too many varieties of items in one test often permits inclusion of inappropriate material, and also, the number of items of any one type is so small as to severely limit statistical analysis of them because of lack of reliability.

8. Intra-Bureau Training:

No doubt a considerable amount of such training, formally or informally, is being carried on. The only point to be made here is that there should be constant improvement opportunities for all employees - not only for the key men. Members of the Research Unit, for example, might develop a training course in more advanced test construction for all members of the test construction units. Every member of the Bureau should have the opportunity to receive training or information, as available, about the latest developments in the field in which he is working.

9. Training Aids for Agencies and their Regional Offices:

Because the Agencies will necessarily perform examining functions delegated to them by NPA, it is essential that their personnel be adequately trained. One useful aid in such training is the use of attractively edited booklets or manuals presenting the basic facts and principles of the work to be done. There might be a pamphlet on "Written Entrance Tests", or "Promotional Examinations" or "Oral Interviews", etc. These publications should be written in a style easily understood, with plenty of illustrative material - but technically sound and helpful.

10. Improvement of Rating Procedures:

Oral interviews, as a rule, have rather low reliability and this can be made much poorer even by the use of inadequate instruments and methods. It is likely that present NPA rating procedures have unsatisfactory reliabilities. The problem can be studied from two points of view:

(a) Are the traits to be rated such that a satisfactory degree of reliability can be attained, or are the traits rather abstract and unadaptable to objective measurement?

(b) Do the raters have identical standards for judgment, usually gained only through training and carefully designed instructions? A study of data on hand by the Research Unit will reveal to what degree both of these factors are weak at the present time and will open the door for specific corrective action.

11. Expansion of the Personnel Reporting System:

The expansion of the reporting system to cover all grades is handicapped by limitations of personnel and space. Yet it must eventually come about, and planning now is feasible. Since the expansion must come about largely through agency and regional office participation, training on this matter might be coupled with that planned in connection with examinations.

12. Development of the Research Unit:

To some extent the program of the Research Unit appears too academic. A long-range research program must, of course, contain considerable "academic" study - and this is not the subject of criticism. However, the academis, abstract element of the program should not overshadow other goals of a research organization: These are, to mention only two or three:

(a) The duty to make practical studies on current examination problems. If concrete problems are not attacked, the pursuit of abstract problems will yield little or nothing of value. The unit is working on some practical problems, but it is likely that too little emphasis is being put on this very important work.

(b) A training duty. A research unit such as this must constantly make available its findings to others who can use them. The unit must never lose close working contact with the rest of the organization if it is to judge properly the kinds of research needed, and to transmit effectively the results of its study to those who are to use them.

(c) The duty to explore new methods of approach, new kinds of material, and new concepts in the field of personnel selection.

The researches undertaken should be weighed in the light of their relevancy and importance to the main work of the Examination Section. For example, problems of group testing are more relevant than those of individual testing; problems of personnel psychology are more relevant than problems of clinical psychology; problems urgent in Japan are more relevant than problems urgent in some other part of the world.

Flexibility of organization should permit the calling in of personnel from outside the unit for temporary duty whenever that would add to the success of the program.

13. Cooperation with the Educational System:

A system should be developed whereby NPA (and others) set up a statistical study of the types of personnel needed from year to year in various fields, and the type of training in school which would most effectively aid them after graduation. Collaboration with the educational authorities would permit planning both the numbers of students in given fields, and a realistic course of training related to the work they expect to do after graduation. Such a system would make available year by year a smooth flow of properly trained graduates ready for entrance into the government service with a minimum of dislocation and retraining.

JOSEPH L. SPEICHER
Chief, Examination Branch

THE RATING OF EXPERIENCE AND TRAINING

TO BE ADOPTED BY N.P.A.

A. The date for and range of enforcement.

It is expected that the unassembled examination according to the rating of experience and training to be put in force after September 1951.

During the interval, the appointment to the designated positions will be made, according to the review and approval of NPA, for those who have the qualifications to be appointed to the positions provided by Article 9 of the Supplementary Rule.

Utilizing this interval as the prepatory period for the enforcement, the rating procedures will be developed and the drastic training of raters will be carried on as well as the review of its validity.

After September, the rating of experience and training will be used together with the rating of performance and written test for both appointment and promotion.

B. Procedures to be adopted.

Procedures No. 1 and No. 2 provided by Civil Service Handbook 105 will be applied correspondingly. As to the details of the said procedures, however, necessary alterations will be made in compliance with the actual situation in Japan.

C. Principles on the enforcement.

(1) As a rule, the qualifications for S-1 will be used as the minimum requisites. As to those parts which were found not to be valid as the result of the later review, they will be amended.

(2) In rating score, a definite hurdling point will be fixed and those whose scores are below this point will be rejected. This point will be determined on the basis of some devices of converting appointment channel into rating score and, for the convenience of putting the rating into practice, a rating schedule will be

set up so as to make this point a definite one common to all kinds of positions.

(3) Those who have both filled the minimum qualifications and obtained the passing score of rating will be successful candidates and will be recorded in eligible lists in the order of rating scores. (In case other examinations were used together, those scores will, of course, be consolidated.)

(4) As a rule, rating period will be for ten years and minimum entrance year will differ according to the grade of positions, the undermentioned are to be provided:

5 years for those belonging to classes of position of IV, III in S-1

6 years for those belonging to classes of position of II, I in S-1

(5) After the announcement of the class description is made and the allocation to the position is completed, the classification of position and the description of experience are as a rule to be in accordance with the provisions of the position classification plan. However, there may have a case in which several categories of occupation be unified into one category in the event of appointment.

D. The training for raters.

The training on the method of preparing the rating schedule and the matter respecting the actual rating will be opened for the competent officers of the personnel affairs in every ministry, commencing from March this year. Thus, we are to have a thorough going training for a period enough to attain the object so that they may make an appropriate rating when this new system is put into force in September.

At present, around 20 persons of raters are being trained in the Examination Section. This is undertaken along the course such as position classification

the preparation of rating schedule the evaluation of the individual experience.

Please find inclosed a pamphlet prepared for the instructions on the procedure of the rating of experience and training for the Directors of Personnel in every ministry.

This pamphlet, though simple, furnishes examples on rating schedule and others.

The above is a simple outline of the rating of experience and traing which the National Personnel Authority is to adopt.

As to the matters that are to be settled concretely, we are ready to explain them to you on your directions. We heartily desire to have your instructive adivces with a view to looking forward a righteous development of the rating system.

Exam General

Report on the Recruitment System

Bureau of Recruitment

National Personnel Authority's Secretariat

January 30, 1951

Recruitment System

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Recruitment System

I. System of recruiting government officials before the Pacific War

1. The Meiji Constitution and the recruitment of government officials:

Japan which had passed through the Meiji Restoration adopted the Constitution and established the Diet after the pattern of European countries and the United States of America, and somehow built up the form of a modern constitutional state, but the feudalism was deeply-rooted and still made its influence felt. The most notable example was the system of recruiting government officials, and although Article 19 of the Constitution of Japan, enacted and promulgated in 1889, provided that: "Japanese subjects may all be appointed to the position of a civil official, military or navy officer, or engage in other official service according to the qualifications as provided by laws and ordinances", the appointment of government officials was still characterized by a favoritism of the people of the Satsuma and Choshu clans. Presumably this is due to the fact that appropriate legislation and institutions which would technically guarantee the provisions of the Constitution did not go hand in hand with the same provisions.

2. Period when favoritism or personal considerations ruled the day

The Grand Imperial Edict declaring the Restoration of the Imperial Rule (December 9, 1867) states, inter-alia, that: "The enlisting of the services of men of ability is a most urgent affair, and, if such persons are available, they shall be reported on immediately", and the new Meiji Government apparently adopted the principle of placing the right man in the right place as its policy in making the appointment of government officials, but as many as 30 "gijo" (senior councillors) and 106 "sanyo" (councillors) were appointed to key government positions by May 1869. As these appointments were made by consideration of a balance of power among various clans or through favoritism, Okubo Toshimichi, Sangi (Grand Councillor), decided to administer an election of various officials

by an Imperial Rescript in 1869, in accordance with the "Statement on the Form of Government", which reads, inter-alia, that: "All officials shall be changed after four years of service and this shall be effected by means of public election and ballot". This election was a temporary and transitory measure taken by the new Government which, although then in the midst of the whirlpool of rivalries and struggles among various clans unable to ignore the influences of court nobles on the one hand and worried by the irrationality of participation of the feudalistic and privileged classes in politics on the other, felt the need of carrying out powerful and unified administration in consideration of its relations with various foreign countries, while expecting to show the better achievements of its rule to the people in general, even in appearance, and there were therefore restrictions as to levels of those who were eligible for election and the electors according to the government positions involved. It was more like a "selection process" rather than an "election" itself. Accordingly, the clans which had had very close connections with the Tokugawa regime or those which had had a small number of capable men were driven out by degrees from the position of power in the Government, and the four clans of Satsuma, Choshu, Tosa and Hizen ruled supreme in the Court. As a result, the attacks on the clans were gradually gaining in intensity.

3. Adoption of the merit system:

However, the change from a "spoils" system into a merit system in our country was brought about in a shorter period than in foreign countries. In 1885, when the Dajōkan (Grand Court) was abolished and the Cabinet system was inaugurated, the Itō Cabinet notified each Cabinet minister five general principles concerning the adjustment of work of all the ministries. The second principle, the subject matter of which was "selection", was prefaced by the following: "Appointment shall be made by means of examination", and hinted the abolition of favoritism and personal consideration and the adoption of an

examination system for appointment of government officials. It seems that at about this time the Government was developing a rule governing entrance examinations for government officials, and, among voluminous data collected by Itō Hirobumi, there was a "Draft Rule for Candidates for Civil Officials"; and, in 1886, the Cabinet issued three volumes of a collection of laws and regulations of foreign countries governing examinations for government officials. These were the translations from the laws concerning the examinations for government officials in Prussia, Great Britain, Austria, Belgium, France and the United States of America, from which we can observe how the Cabinet at that time was making its strenuous efforts towards the establishment of a rule concerning the examinations for government officials.

In this way the "Rule governing the Civil Service Examination for Probationers and Apprentices" was established on July 23, 1887 under the Imperial Ordinance No. 37, and those who intended to become a probationer (candidates for "kotokan" - higher officials) were required to pass a higher examination, while those who intended to become an apprentice pass (candidates for "hanninkan" - junior officials) had to pass a junior examination. The system of appointment by examination was more strengthened by the Yamagata Cabinet under the Ordinance concerning the Appointment of Civil Officials (Imperial Ordinance No. 183) and the Rule governing the Civil Service Examination (Imperial Ordinance No. 197) of 1893 as well as the fundamental amendments of the Ordinance concerning the Appointment of Civil Officials, and, although there were many changes besides the establishment of the Higher Civil Service Examination Ordinance (Imperial Ordinance No. 7) and the Junior Civil Service Examination Ordinance (Imperial Ordinance No. 8) of 1913 to substitute for the ordinances above-mentioned, we saw such development in the matter as our country could attain under the then existing circumstances, during a period of 60 years up to the time of the enactment of the National Public Service Law.

4. Weaknesses and defects in the higher civil service examination system:

However, while it is a fact that the system of appointment by examination suppressed the evils of the feudalistic clan cliques, we cannot deny that it gave rise to the evils of academic cliques in place of the clan cliques, and became the hot-bed of bureaucracy in this country.

At the outset, under the "Rule governing the Civil Service Examination for Probationers and Apprentices", only the graduates of the law department of the Imperial University were given the privilege of being appointed to the position of higher officials without undergoing examination, and, consequently, young people who aspired to rise in the government service competed with one another in entering the law department of the Imperial University. The result was that the nucleus of the bureaucrats was occupied by the said graduates, and this, in turn, tended to strongly prop up the clan government. Thereupon, with the opening of the Diet in 1890, as the opposition parties in the Diet increased their influences and stood against the clan government, the opposition against the appointment of the said university graduates without examination became strong, leading to the promulgation of the Ordinance concerning the Appointment of Civil Officials and the Rule governing the Civil Service Examination of 1893. Under these two Imperial Ordinances a principle was established that "sonin" officials be appointed from among the successful candidates of the higher civil service examination, and that even the graduates of the law department of the Imperial University be not appointed to "sonin" officials unless they have passed this examination. Nevertheless, this higher civil service examination was comprised of the preliminary examination and the examination proper, and notwithstanding the fact that only those who had passed the former were entitled to take the latter, only the graduates referred to above were exempted from taking the preliminary examination, and, furthermore, almost all the questions of the examination proper were on the subjects relating

to jurisprudence with the only addition of political economy for the compulsory subjects and science of finance for the optional subjects. Thus, the graduates of the law department of the Imperial University still enjoyed the special privileges and advantages. To be sure, the content of the higher civil service examination was gradually reformed in the intervening years, and especially by the amendment under the Imperial Ordinance No. 15 of March of 1929 various subjects of descriptive science or social science were also comprehensively included in the optional subjects, but to pass the higher civil service examination meant the acquisition of a privileged status in that it promised future promotions to the higher ranks, and the academic clique which had long been formed during many years by the graduates of the law department of the Imperial University wielded the power in the Government, and built the so-called deep-rooted Japanese bureaucracy.

5. Work performance, status, disciplinary punishment and special pattern of recruitment of government officials under the Meiji Constitution:

With the establishment of the Regulation governing the Organization of the Dajōkan (Grand Court) the Government established some provisions relating to leave of absence, work hours, etc. under Dajōkan Notification or Dajōkan Tatsu, but issued, in 1882, a Service Regulation for Administrative Officials (Dajōkan Tatsu No. 44), and after the establishment of the Cabinet system in 1885, it established, in 1887, a Service Regulation for Government Officials (Imperial Ordinance No. 39) providing detailed provisions on the subject. Article 1 of this regulation provides that: "The government officialsshall make it a principle to be dutiful and diligent to the Emperor and his Government, and, in accordance with laws and ordinances, shall perform his duties fully", thus stressing the character of a government official as the government official of the Emperor, so that he owed the duty of rendering unlimited "service" in the performance of his duties.

As to the status and disciplinary punishment of government officials, while the Regulation governing the Atonement of Government Officials, established in 1871, provided for the methods of dealing with official crimes, faults and errors of government officials, a Regulation for Disciplinary Punishment of Government Officials (Dajōkan Tatsu No. 34) was established in April 1876, and with the fundamental amendment of the Ordinance concerning the Appointment of Civil Officials of 1899, the Ordinance concerning Status of Civil Officials (Imperial Ordinance No. 62) and the Ordinance concerning Disciplinary Punishment of Civil Officials (Imperial Ordinance No. 63) were established. The former provided for dismissal, retirement, change of official title, temporary retirement, etc., and the latter for three types of disciplinary action, namely, dismissal, disciplinary reduction in pay and reprimand, and these were followed by the creation of a disciplinary committee system.

The laws governing government officials of our country before the war were not codified into a single statute, and were comprised of individual laws each enacted for its particular purpose. Taking, for instance, the concept of the government official, the service regulation for government officials was widely applied to higher and "hanrin" officials and those in official service receiving pay, while the Ordinance concerning the Appointment of Civil Officials and the Ordinance concerning Disciplinary Punishment of Civil Officials were applicable only to "the officials who are appointed by the ceremony of installation by the Emperor and the civil officials in general other than those as provided by special regulations." Also, other laws and regulations were not in most cases applied in the same way, the treatment of civil officials or army and navy officers being all different. Furthermore, the Pension Law and the Penal Code specially defined the public employee in their respective provisions in such a way that the definition admitted of a somewhat wider application than what was understood as the government official. Thus, even the coverage of personnel

provided by laws and regulations was very far from being unified, much more so in regard to various problems resulting from the complexity of personnel administration of public employees, since clear-cut and unified laws and regulations for their solution had not existed, they were mostly dealt with by something like the common law which was the product of administrative cases that had occurred for many years in the past. Consequently, although it was not that there existed no provisions whatever for the special pattern of recruitment, such as the present system of conditional appointment, temporary employment, part-time employment, dual employment, reinstatement, intra-agency transfer, etc., or service regulations governing such matters as political activities, exclusion from private enterprise, preservation of secrecy, etc., or requests for administrative action, grievance procedures, compensation for injury incurred in line of duty, etc., there were no basic laws and regulations which could clarify such matters theoretically, with the result that virtually nobody other than the staffs in charge of personnel work could catch the contents of such legislation. It may be undeniable that this fact had indirectly contributed to the development of bureaucracy.

6. System of personnel record:

While in the government agencies of our country there was nothing that could be regarded systematic in regard to personnel record before the war, this does not mean that a thing which could be called personnel record itself had never existed. They were personal history, written notification of action, papers concerning educational background, personal investigation record, physical examination record, work evaluation record and other papers of a like nature.

There was a personal history on a more or less established form, in which the name, date of birth, permanent domicile, present address, educational background, qualifications, occupational career before appointment in government service, changes in position and pay after appointment, etc. were entered in

chronological order, and was maintained in several personal history files usually according to each bureau and section or status (e.g., first, second orthird class official, Koin, Yonin, etc.), every subsequent change being entered therein as it took place.

Written notifications of action were prepared, in accordance with the formalities prescribed in the Imperial Ordinance No. 6 of 1907, on a different form provided for the class involved in the case of government officials and delivered to the officials concerned, while those for Koin and Yonin were prepared and delivered almost according to the above pattern, but their phraseology and procedure were quite varied.

The paper concerning educational background, personal investigation record, physical examination record and other records were not the same, and the methods of their maintenance were varied in the extreme from one organization to another.

The above is an outline of the picture of the personnel record used in our country before the war. However, there existed some cases, though rare, where the papers approaching to the present personnel record file were used and maintained. For example, the "Government Official Status File" for prison personnel, which was made up in a sort of a folder, was like the present personnel record file except that the copies of personnel action reports were not filed therein, and that the particulars of such action were entered in the personal history, while some progressive-minded government agencies, being not satisfied with the use of personal history, used the cards for entering personnel data in more considerable detail. Nevertheless, most government agencies, generally speaking, were indifferent to the system of personnel record and apparently they did not even attempt any study on the unification in the use of such records among them.

7. Filing and maintenance of the lists of appointing officers:

There were different appointing officers according to the rank of government officials and employees - higher officials, "hannin" officials, Koin, Yonin, etc. The appointing power for higher officials was vested in the Cabinet or the Prime Minister, and, according to the procedure governing the appointment, the higher officers were divided into "sonin", "chokunin" and "shinnin" officials. The appointing power for other employees was in the hands of the head of each ministry and agency.

It cannot be said that the law had provided for these appointing officers in detail, and that, in fact, no complete list of the appointing officers ever been established.

II. Visit of the U.S. Personnel Advisory Mission and the enactment of the National Public Service Law:

In the circumstances described above, the visit of the U.S. Personnel Advisory Mission in 1947 and its recommendations on government officials system were most opportune, and they created a great sensation among the government and non-governmental circles alike. The U.S. Personnel Advisory Mission, after approximately six months of its observation, recommended that it was necessary drastically to reform the government officials system of Japan: that is, to enact a basic and unified law concerning public service in order to promote democratic and efficient administration of public affairs, so that the defeated Japan may make the first effective step towards her reconstruction, to establish an independent agency for the purpose of enforcing this law, and to give this agency supervisory powers over personnel administration as a whole. The recommendations were prepared in greater detail, and contained five chapters. The fourth chapter covering the "basic standards for positions", laid down seven basic standards relating to appointment, compensation, efficiency, status, work performance, compensation for injury, disease, and death, etc. As to the system

of recruitment the adoption of merit principles was declared at the preface of the "Basic Standard No. 1" to the effect that "government officials shall be appointed and promoted on the basis of their merits", this being followed by the recommendations concerning examination, appointment, and employment eligible list, etc. in 27 items, stating, for example, that "the examination shall make it a principle to be open on equal terms to all and that it shall be practical in character".

Acting upon the recommendations the Government drafted the "National Public Service Law" in 1947, and it was promulgated on October 21 of the same year as the Law No. 120 of 1947. This law embodied the substance of the recommendations with almost no modification, and, because of its fresh and rational approach to the subject matter, promptly attracted the attention of the people, and the philosophy of viewing personnel administration from a scientific angle soon penetrated even to large private enterprises, while discussions on position classification became brisk both in and outside the Government. Subsequently, on December 3, 1948, the National Public Service Law was amended by Law No. 265, and the National Personnel Authority came into the limelight as an independent agency.

III. Outline of the current recruitment system

1. Basic principles governing recruitment:

In the new recruitment system which came into existence with the enforcement of the National Public Service Law as amended, it is necessary to assure all the people that they can be, if they are capable, public employees who must be neutral in their capacity as the servants of the whole people and must perform their duties faithfully under the trust of the people. The principle of open door and equal opportunity was brought into being for such assurance, and all government positions have been opened to the general public, regardless of social

status. However, in recruiting national public employees there should be not only the negative side of giving equal opportunity to the people so as to do away with the appointment by personal considerations or the arbitrary will of appointing officers, but also the positive side of selecting qualified persons fully capable of performing services expected of them by the people. Such need naturally calls forth the birth of the principles governing a merit system. Moreover, progress of modern administration requires expert public employees, which, in return, necessitates training and retention of able persons willing to dedicate their whole life to the government service without being affected by political changes. Thus, the new recruitment system came to be administered with a view to opening, on the one hand, government positions to the general public on the condition of being open to all on equal basis, and, on the other, arousing the enthusiasm of employees great enough to make them devote their whole life to the government service.

2. Entrance examination for national public employees:

Since the new recruitment system advocates the merit principles the "merit" must be an objective demonstration of one's abilities. Therefore, we expect examinations to be characterized by validity, reliability and external validity and their scoring to be done objectively, too.

As such examinations, we held the first - third entrance examinations for national public employees (grades 5 and 6), the first entrance examination for grade 4 public employees, the critical examination for higher ranking officials as provided for by Article 9 of the Supplementary Provisions of the National Public Service Law, and the first - fifth entrance examinations for police personnel and Imperial guards. These examinations are designed to fully realize various principles governing the new recruitment system, by constantly conducting technical and expert studies of examinations to which little importance had

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been attached in our country in the past. By means of vigorous preparatory publicity and direct recruitment activities the fact was forcefully brought home to those people who had been despaired of entering the government service because of lack of special pulls that the door to this service has been opened. This alone was a commendable achievement.

Furthermore, an examination is held at several places, or at as many as several tens of places all over the country in order to offer greater convenience to candidates. Success in an examination does not depend upon the possession of special academic knowledges. Because examination questions are generally of a "multiple choice" pattern, scoring can be done objectively. All these may be interpreted as a stronger manifestation of desire and intent to select excellent persons for the government service than had been the case with the examinations in the past which lacked positive qualities.

3. System of employment eligible list:

It is extremely dangerous to take the result of the examination as the only index to one's demonstrated abilities. Moreover, since it is the appointing officer of each ministry or agency that actually appoints an employee and makes him work, it is but natural that there should be some leeway for the appointing officer to exersice his good sense and judgment in choosing him. It was in this sense that the system of employment eligible list was established and of employees selected from among certified eligibles. Being entirely new to Japan, the system met many difficulties in its operation at the outset. Especially, the general public, threatened by the very tense labor situation, refused to understand why the eligible list should in principle be valid for as long a period as one year. Anxious to solve this problem, the National Personnel Authority exerted its utmost to make an accurate and rational estimate of a possible number of vacancies and personnel needs, which had been a

virtually undeveloped field in our country. At the same time, the Authority persistently conducted periodical or occasional surveys on eligibles concerning their choice of government offices and places of work. All this was done to convince the people in and outside the Authority that the system is valuable even in our present situation.

While the fact that it is a common knowledge of those who are more or less interested in appointment of public employees that the number of the eligibles to be certified as provided for by Article 56 of the Law is the number of vacancies plus four, may not be taken at once as the fruit of the efforts of the National Personnel Authority described in the preceding paragraph, the conclusion may be drawn from this, without the charge of being far-fetched, that the new system is on the right track by overcoming a strong resistence which is always bound to greet a new revolutionary system like this.

4. Special pattern of recruitment and status, desciplinary punishment, work performance, etc.:

As special pattern of recruitment, there is, first of all, a conditional period of initial appointment as provided for by the provisions of Article 59 of the Law, and the rules of the Authority provide that full and fair evaluation of work performance should be made during that period and that, as a result, the employee in question may be dismissed or demoted against his will, and that, as a rule, there should be no promotion or transfer during the same period. Thus is made clear the nature of a conditional period of initial appointment as the last step of the selection process which begins with examination. Article 60 of the Law provides for temporary employment, but its provisions are not yet actually applied, and this deficiency is partly made up, after the abolition of the "Shokutaku" system, by the creation of the system of part-time employment as a measure to be taken on the basis of the special nature of

duties and responsibilities as provided for by Article 13 of the Supplementary Provisions of the Law. In accordance with the rules of the Authority, appointment of part-time employees is divided into two categories, one requiring the prior approval of the Authority and the other not requiring such approval. As to the latter category, the regulations of the Authority designate in detail the positions to which such appointment may be made. The provisions of Section IV, Chapter III of the Law which provide for guarantee of status shall nob be applied to initially appointed as well as temporary and part-time employees.

As regards employees status, disciplinary punishment, guarantee and performance on duty, Article 96 of the law states briefly but to the point that employees, as servants of the people, should attend to their duties in the interest of the public, and Sections IV - X, Chapter III of the Law provide detailed provisions concerning them. These provisions are not much different in content from the Ordinance relating to the Status of Government Officials and the Ordinance relating to Disciplinary Punishment of Government Officials, the only differentiating characteristic being, as provided for in the provisions concerning guarantee of status, the establishment of a democratic system of appeals to the National Personnel Authority for review by an employee who is subject to a disadvantageous action. As problems concomitant to the appointment and personnel changes of an employees, there are problems of oath-taking, concurrent appointment, exclusion from private enterprise and limited participation in other enterprises. The Law provides for each of these so as to bring about efficient administration of public affairs which are not allowed to admit any shadow to creep in. In accordance with the provisions of the Law, the National Personnel Authority is exercising supervision over their strict enforcement by rules, directives, regulations and circular notices.

5. System of personnel record:

There are three regulations of the Authority concerning reports on personnel change, preparation and maintenance of personnel records and preparation and maintenance of service record cards as provided for by Article 19 of the Law and rules of the Authority. These regulations are actually applied to all national public employees (Part-time employees excluded). To this end, we made fundamental changes in the form of written notification of action by coordinating the contents and kinds of terms used for personnel transactions. At the same time the Authority charges appointing officers and those who are delegated with the appointing power to file and maintain in an individual personnel record folder, under categories of "temporary" and "permanent", all records relating to employees, such as personal history, letter of oath, physical examination record, medical certificate, personal investigation record, educational background, qualifications and examination, training record, written notifications of action, work evaluation record, commendation record, explanatory statement of action, injury in line of duty, pension and letter of resignation, etc. The system of personnel record has just begun, and we must leave to the future what results it will bring forth. Specially, as this system is inseparable from a position classification plan, the work evaluation system and others, we cannot discuss its merits or demerits too hastily, but its success or failure will most seriously affect the operation of a sound public personnel administration.

6. Filing and maintenance of the lists of appointing officers:

Article 55 of the Law provides for appointing officers according to which none other than those specified therein is prohibed to perform an appointing act, thus giving the appointing officers the prestige and dignity before employees. The same article of the Law provides that the appointing power may be delegated only to high-ranking personnel.

In order to make sure that these appointing officers (including those to whom the appointing power is delegated) are legally authorized, the National Personnel Authority insists that their names be reported to the Authority where they will be brought up to date and maintained in order that the appointing power may be exercised with fairness and authority. At present the number of appointing officers is 77, and that of the persons delegated the appointing power is 2,780.

IV. Weaknesses or defects in the current recruitment system and plans for future reform:

It will be extremely dangerous as well as difficult to discuss the merits and demebits of the recruitment system which made its debut only a short time ago. However, it must be frankly admitted that at the present moment the system is more or less in a state of confusion, although we are firmly convinced that out of such confusion there will emerge, before long, a scientific recruitment system which can stand comparison with the system of advanced countries. Because of such conviction, we should reflect that the current recruitment system is not without some defects or immaturities.

1. First of all, there is confusion in the interpretation of laws and regulations now in force concerning recruitment. While there are some provisions of the National Public Service Law which have not yet become applicable, there are detailed provisions made by the rules, directives and regulations of the Authority. Again, under the "Law Concerning Appointment and Dismissal of Government Officials until Such Time as When Provisions of the National Public Service Law are Applied" (Law No. 121 of 1947), there actually exist effective laws and ordinances which strongly smack of old practices. Such being the case, the National Personnel Authority, to say nothing of ministries and agencies, not infrequently entertains doubts in the interpretation of laws and regulations

in dealing with specific cases. For instance, Article 34 of the Law provides that terms to be used for appointment, promotion, transfer or demotion shall be defined by a rule of the Authority, but, as such rule has not yet been established, the content of various rules now in force is but vaguely grasped. This is considered a great defect.

2. A second cause of confusion is the fact that government positions are not yet based on a position classification plan. Although the basis of the new recruitment system is position analysis, there has been no classification nor allocation of government positions based upon position analysis. In the circumstances, confusion is bound to arise from an unnatural attempt to place the right person in the right place, with the result that it is difficult to judge whether or not a certain position is the object of examination when we desire to administer an examination on some occupational group with specific duties and responsibilities. Consequently, a strict enforcement of appointment by examinations is not an easy thing. Also, it is hard to determine whether or not many acts of violation which occur in quick succession are intentional. Thus, the effectiveness of the examination system is reduced by one-half.

3. A third cause of confusion is the fact that the new recruitment system was administered when society which needs it badly was not yet ripe for it. The new recruitment system stands upon the foundation of scientific rationalism, but due to insufficient publicity of its intent and our social and economic conditions, there are many phases of the system which it is impossible for government agencies as well as the people in general to follow. For instance, the candidates whose names are entered in an entrance eligible list find jobs in private industry and are unable to await, at this time of employment shortage, their turn to be certified, which takes place, if it does at all, several months or sometimes over a year after the examination. When they are actually certified,

many of them decline appointment, causing delay in filling vacancies in ministries and agencies. Thus, the significance of the system of entrance eligible list is scarcely understood. What makes the matters worse, both the general public and ministries and agencies seem to feel misgivings as to the justifiability of spending a considerable amount of money for open competitive examinations which bear so little fruit. Should we not consider this point in the light of the economic situation of our defeated country?

4. A fourth cause of confusion is the fact that the system was hastily administered before spending ample time for basic studies. For example, examination questions and techniques of administration of examination are the life and soul of the new recruitment system which advocates the marit principles. However, numerous examination questions had to be constructed by a limited number of the National Personnel Authority staff within limited space of time before studies had been fully conducted. Naturally the examination questions met various criticisms in the press. Though we believe that in due course of time we can improve our techniques and construct really good examination questions, it is necessary for us to reexamine this as the problem of today which claims our immediate attention.

The causes of confusion described in "1" and "2" can be attributed, in the final analysis, to the switch-over to the new system without sufficient basic studies.

In short, the new system, instead of coming out of social necessity and being built up gradually step by step after a period of careful basic studies, was prematurely and rapidly established, part by part, pressed by our social and economic conditions. From this arose the confusion described above.

We are firmly convinced, however, that our honest and steady efforts will soon bring us the day when we can be proud of the new recruitment system and its achievements. Meanwhile, we must never be too eager for success and must

gradually reform the old recruitment system by establishing a position classification plan founded on basic studies, grasping the nature of government positions, coordinating laws and regulations and making studies of techniques. At the same time, full publicity activities must be conducted so that the whole nation - the general public as well as government agencies - may obtain a right understanding of the significance of the new system and cooperate with us for the establishment of a really fine recruitment system. In this way alone, we can accomplish the two great objectives of the National Public Service Law - democratic and efficient administration of public affairs.

APO 500
Diplomatic Section

DS/WJS/TWA/bk

Tokyo, November 12, 1950.

Mr. Katsumi Niiro,
125, Higashi Tamagawa-cho,
Setagaya-ku,
Tokyo.

Sir:

Reference is made to the application for consideration for employment as Commissioner of Cottage Industries, Department of Industries, Ceylon, which you submitted, together with your personal history statement, to the Advisory Council for Travel of Japanese Technicians Abroad. The aforesaid documents are enclosed, together with a copy of a letter dated November 6, 1950, addressed to you by the Advisory Council and stating that the Advisory Council after consideration of your application has come to the conclusion that you are qualified as one of the most suitable candidates for employment in the position in question.

This office has now received from the Government of Ceylon information sheets and application forms concerning the recruitment of a Commissioner of Cottage Industries for Ceylon. Copies of these documents are also enclosed. It is suggested that you submit your application in the form requested by the Government of Ceylon, together with appropriate supporting documents, directly to the Ministry of Industries, Industrial Development, and Fisheries of the Government of Ceylon, whose address is Post Office Box 570, Colombo, Ceylon.

Very truly yours,

For the Chief, Diplomatic Section:

Franklin Hawley
Chief, International Liaison Division

S 312

Copy to: GS

Enclosures:

Application dated November 1, 1950; Personal history statement; letter dated November 6, 1950 and application forms.

M/R: Based on GS check sheet to DS, 7 Nov 50, subj., "Ceylon Government Offer of Employment".

TWA 26-7695

(see 856)

GS (Info)

Mr. Speicher
26-8929

DS File No. S 312 Ceylon Government Offer of Employment

GS DS 7 Nov 50

1. 1. Reference is made to C/S, DS to GS dated 16 Oct 50, subject as above.

2. There is transmitted herewith for your information copy of letter to Mr. Niiro from Ministry of Foreign Affairs, personal history of Mr. Niiro and his application for post of Commissioner of Cottage Industries, Department of Industries, Ceylon.

3 Incls
As above

- C. W. - - - - - - - -

Exam file

Introduction for Examination Conferences

November '50

Gentlemen: I am happy to have the privilege of talking with you today. I shall speak briefly and in a rather general manner now and later, after you have had an opportunity to hear the following lecture, I hope that we shall have an opportunity for more discussion. I am interested in learning your opinions and I shall also try to answer any questions which yuu may wish to ask.

In the last few years great changes have been brought about in the examination system for the public service. As you are aware the Kobun examination has been abolished and the system of ordinary civil service examinations has been integrated into a unified system of examinations. For most purposes, the old distinctions between officials, technicians, Koin, and Yonin have been abandoned although reforms are not yet complete. The examination process has been centralized under the jurisdiction of the National Personnel Authority which now has the primary responsibility for recruitment of all personnel for the national public service. The National Personnel Authority can discharge its responsibilities adequately only with the full cooperation of all of the administrative agencies. It is therefore important that there should be full understanding of the new examination system by all agencies and that relationships of mutual confidence and cooperation should be established.

The changes in the examination system have both political and technical aspects. Politically, perhaps most important is the fact that recruitment for the public service has been established on a democratic basis. Anyone who has the proper qualifications may compete in an examination and appointment will go to those who are best qualified. Such extraneous considerations

as family connections and economic status are not considered. The graduates of one school are not favored over the graduates of another school. Only the ability to perform the duties of an official position as demonstrated by examination are considered. One result of democratic recruitment has been to promote a proper sense of responsibility in the public service. Since new appointees owe their appointment only to their own merits, they are loyal to the public and not to any particular individual. Moreover, since the political affiliations of the candidates cannot be considered in the examination, appointees have no responsibility to any political party and, therefore, serve the Government faithfully regardless of which political party may be in power. A further result of the new system of recruitment is that the efficiency of the public service is improved since only the ablest candidates are appointed. This increase in the efficiency of the service contributes to the stability of government and increases the prospect that democratic institutions in Japan will be successfully maintained.

You are all aware of some of the technical aspects of the new examination system. Traditionally, examinations in Japan have consisted of a written test and an oral interview. Any candidate who was successful in this examination could be appointed even though other candidates might have received a higher rating on the examination. For the most part, the examinations were academic in nature and were based upon the school course followed by the candidate. Whether or not there was any relationship between success in the examination and success on the job was not known. The new examinations have been developed by the use of scientific methods and are based upon experimental evidence. Let me give you an example. A number

The examination system is one of the most important parts of the new system of personnel administration. Your sympathetic understanding will contribute much to the smooth operation of that system.

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ExaO
General

About three years ago, at the invitation of the Japanese Government, a Personnel Advisory Mission came to Japan from the United States. This Mission was composed of several distinguished experts, led by Mr. Blaine Hoover. The Mission made an intensive study of the Japanese civil service, as the result of which it discovered various serious weaknesses in the existing system. Recommendations were made for the correction of the weaknesses and for the establishment in Japan of a modern and efficient civil service. These recommendations were accepted by the Government and were embodied in the National Public Service Law.

One of the serious weaknesses of the old civil service lay in the system of initial appointment and promotion of officials. For the most part, new officials were appointed from among those who passed the kobun examination, and promotions to the highest ranks were almost invariably limited to these officials. Everyone was permitted to take the kobun examination, but nearly all of those who passed were graduates of the law departments of the government universities. Upon passage of the examination and appointment to government positions, these new officials became members of a special class. They were moved rapidly from one position to another, often without regard for their qualifications or the actual requirements of the positions, until they reached the highest ranks, after which they usually retired to accept lucrative private positions. While these officials in general were brilliant men, it was impossible for them to be well-qualified for all the positions which they held. As the result, frequently they could do little but affix their seals to documents prepared by their subordinates. Thus in many cases the higher officials contributed little of

value to the public service, but they prevented the advancement of their subordinates who did the actual work.

In order to correct this weakness and to improve the efficiency of the service by assuring that each administrative position would be occupied by the person best-qualified for that particular position, Supplementary Article 9 was added to the National Public Service Law. That article, now being enforced by the National Personnel Authority, requires that certain positions, such as vice-ministers, bureau chiefs, section chiefs, etc., be designated, that the incumbents be declared temporary officials, and that the positions then be filled by examination. In order to insure, insofar as possible, that the best-qualified person is appointed to each designated position, the examination will be competitive and will be open to anyone who has had appropriate experience.

In general, three groups will take the examination. (1) Incumbents of the designated positions are expected to compete for their own positions or for others of similar or higher rank. (2) Subordinate officials are expected to take the examination in order to achieve promotion to higher positions. (3) Private citizens and local officials are expected to take the examination in order to secure appointment as national government officials. All three groups will be treated on an equal basis in the examination, and those candidates who demonstrate that they are best qualified will be appointed, regardless of origin.

As the result of the examination, it may be expected that poorly qualified officials will be retired or transferred to positions compatible with their abilities. Their places will be taken by others of demonstrated competence, with a consequent improvement in the efficiency of the public service.

In the future, the higher positions will be filled by promotion in accordance with the regular procedures prescribed by the National Public Service Law. These provide for promotion examinations, in addition to entrance examinations, so that the nation may be assured that the highest positions will continue to be filled by the best-qualified men. This will contribute largely to the attainment of the basic objective of the National Public Service Law, Article 1 of which provides:

"The object of this law is to assure the people democratic and efficient administration of their public affairs by establishing basic standards . . . which shall be applicable to all personnel who are national public employees and by providing that personnel shall be so selected and directed by democratic practices as to promote maximum efficiency in the performance of public duties."

M. Shirven

15 December 1949

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Eo
File

Good morning, ladies and gentlemen. I bring you greetings from Civil Service Division of GHQ. I hope that you will find this meeting both interesting and instructive.

My colleagues of the National Personnel Authority have come to you today to explain the new recruitment system which will soon go into effect. This system has been developed in order to take advantage of the most modern and effective procedures in effecting initial appointments, transfers, and promotions in the government service.

The new recruitment system was not adopted without a great deal of careful thought. It has included careful surveys of the methods used in the United States and other nations; it reflects the valuable experience of the National Personnel Authority during the post-war era; and it takes into consideration the views of the various government agencies as expressed in the National Personnel Council, and by other means. The system is, of course, closely associated with position-classification which is one of the basic foundations of modern personnel administration.

Recently a delegation from the National Personnel Authority had the opportunity of visiting the United States to study the operation of the merit system there. Upon their return they had many interesting and valuable observations to make. All of the members of the delegation were unanimous on two impressions: First, that the National Public Service Law itself and the rules and regulations based upon it are equal to, or perhaps superior to those found in the United States. Secondly, that the merit system has the strongest support of the people of the United States who stand ready to defend it against all efforts to weaken or wreck it.

Japan has the ground work for an admirable public service, what is needed is the increasing understanding and support of ~~the~~ its citizens ~~of modern, democratic Japan.~~

I hope most earnestly that you will be receptive to the explanations you will be given at this meeting; that you will satisfy any doubts in your minds by asking questions concerning them; and that we may enlist your aid toward arousing support throughout Japan for a government service which may one day become one of the world's finest.

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Etan Gen01

16 October 1950

Good morning, ladies and gentlemen. I bring you greetings from Civil Service Division of GHQ. I hope that this meeting will be interesting and also helpful to you in your work. That is the purpose of Jinjiin in calling this meeting.

In its three years of existence Jinjiin has advanced many steps toward the establishment of a modern public personnel system in Japan. Many difficult tasks have been successfully accomplished, and, of course, a few mistakes have been made. But a few mistakes do not embarrass those who are strong and whose aim is the welfare of the civil service and the public whom it serves.

Among the activities of Jinjiin which have been most effective has been its examination program. This program has directly affected the hopes and plans of many thousands of citizens. It has opened the door of public service to all so that no longer may a small clique restrict the opportunities of those who are qualified to serve their country.

Because of its great importance in maintaining a democratic, efficient civil service, the examination system must become better understood. Like other instruments of government it is not self-operating, but rather, depends on the intelligent and loyal efforts of those who administer the public service.

I hope that when you leave this meeting you will have obtained a better understanding of the examinations system, its purposes, its procedures, and its spirit. Please leave no question remain unanswered in your mind. My colleagues of Jinjiin will most earnestly try to explain any points which may be confusing to you.

I hope you will remember that only through a clear understanding at the examinations system can you utilize the opportunities it offers, and thus best serve the interests of the public.

~~Done at Kyoto, Japan.~~

Joseph L. Speicher
Civil Service Division
Government Section, GHQ, SCAP

GHQ SCAP

CHECK SHEET

FSLee/vig 26-8942

Subject: Employment of Japanese Technicians by Indian Textile Industry

From: DS To: GS Date: 15 Sep 1950

1. 1. Reference is made to c/n 3, GS to DS, 18 Jul 50, subject as above.

2. There is transmitted herewith a copy of note from the Indian Liaison Mission requesting an early reply to its request for possible employment of Japanese technicians for Indian Industry.

3. Request information on which to base a reply.

1 Incl:
Indian Mission note
August 23, 1950

- W. J. S. - - - - - - - - - -

2. From: GS To: DS 22 Sep 1950 Mr. J. L. Speicher 26-8929

1. The National Personnel Authority today verified that the last of the lists of candidates was presented by the Foreign Ministry to the Indian Mission almost three weeks ago.

1 Incl:
n/c

- C. W. - - - - - - - - - - - - - - - -

CIVIL SERVICE DIVISION
Government Section

23 August 1950

MEMORANDUM FOR: The Record

SUBJECT : Request for Japanese Technicians for India

1. Subject request, received through Diplomatic Section, was transmitted to the Advisory Council for the Travel of Japanese Technicians Abroad, Ministry of Foreign Affairs, via NPA.

2. The forementioned council is in direct touch with Mr. V. C. Trivedi of the Indian Liaison Mission. Several men have been picked and terms are being negotiated for the remainder.

3. MITI and Foreign Trade Division of ESS are lending assistance in the search for candidates.

4. The information in Paragraphs 1 and 2 above has been relayed to Mr. Ainsworth of Diplomatic Section.

JOHN SATO
Examination Branch

FSLee/vig 26-8942

301 Employment of a Japanese Technician by Indian Textile Industry.

DS Gov't Section 7 July 1950

Thru: ESS

1. The attached note from the Indian Mission desiring employment of a Japanese spining master for the Indian textile industry is forwarded for appropriate action and information on which to base a reply to the Mission.

1 Incl:
Note Indian Mission
5 July 1950

- -W. J. S.- - - - - - - - - - - - - - -

RWH/ABK/DWE/mh D.Evans
2 From: ESS/FTC To: Government Section 11 July 1950 26-8595

1. Contracts made with Japanese technicians are approved by this Division when conditions as outlined in SCAPIN 2035 dated 1 August 1949 and SCAPIN 2072 dated 5 January 1950 are complied with.

2. Preliminary negotiations should be made with the Japanese Foreign Office (Mr. Kajitani) who will assist in explaining contract conditions and may be able to suggest the names of competent technicians.

1 Incl
n/c

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INDIAN LIAISON MISSION
TOKYO
(TRADE SECTION)

No. T.C.G.(4)I/50

July 5th, 1950

The Indian Liaison Mission presents its compliments to the Diplomatic Section and has the honor to request that the enclosed letters of even number and date addressed to the Chairman, Advisory Council for the Travel of Japanese Technicians Abroad, Ministry of Foreign Affairs of the Japanese Government, may kindly be forwarded to the addressee, if there be no objection.

To:
The Diplomatic Section,
GHQ, SCAP.

C No. T.C.G.(4)[illegible]0

O To: The Chairman, Advisory Council for the
P Travel of Japanese Technicians Abroad,
Y Ministry of Foreign Affairs,
Japanese Government,
Tokyo.

[illegible]AN LIAISON MISSION
TOKYO
(TRADE SECTION)

July 5th, 1950.

Subject: Requirements of Japanese Technicians for Indian Industries

Sir,

I have the honour to say that Messrs. Bangeshware Cotton Mills, Ltd., Calcutta desire to engage the services of a Japanese Spinning Master on the following terms:-

Salary = Rs. 1,000/- per month.
(and free living quarters)

Free Passage from Tokyo to Calcutta

Period of Service: At least three years.

Leave: One month in a year with full pay.

2. This Mission will be grateful if you could recommend a few candidates for the post giving full particulars of their qualifications and experience in Textile Industry.

3. An early reply in the matter will be greatly appreciated.

Yours faithfully,

(V.C. TRIVEDI)
First Secretary.

No. T.C.G.( )/50

INDIAN LIAISON MISSION
TOKYO
(TRADE SECTION)

July 5th, 1950

To:
The Chairman, Advisory Council for
the Travel of Japanese Technicians Abroad,
Ministry of Foreign Affairs,
Japanese Government,
Tokyo.

C O P Y

Subject: Requirements of Japanese Technicians for Indian Industries

Sir,

I have the honour to say that Messrs. The Texmaco (Gwalior) Ltd., Gwalior, India, desire to engage the services of a Japanese Technicians for the manufacture of Automatic Looms of Japanese Type in their works. The technician should be highly qualified and experienced in planning and in designing Jig, Fixture and Tool. In addition the technician should be competent enough to take charge of the planning, Rate fixing and estimating in the factory which is equipped with the latest type of machine tools for large production.

2. This Mission would, therefore, be grateful if you could kindly recommend a few candidates suitable for the post mentioned above along with the full particulars relating to their qualifications, experience, etc., at an early date. The terms and conditions under which such candidates would be prepared to accept employment in India may also be kindly stated.

Yours faithfully,

(V.C. TRIVEDI)
First Secretary.

National Personnel Authority

NIN-SHIN-HATSU No. 270

September 22, 1950

To:

From: Director-General of National Personnel Authority

Application of the Notification relating to Treatment of Coolies, Workers, and the like (NIN-SHIN-HATSU No. 263 dated September 12, 1950)

As the following determination has been made in connection with the application of the National Public Service Law (to be hereinafter referred to as "the Law") to those coolies, workers and the like who are treated as full-time employees as notified previously (to be hereinafter referred to as "the full-time laborer or laborers"), it is requested that no misapplication be made on this subject in future.

1. Scope of Full-time Laborers:

Employees who may be treated as full-time laborers shall be only those coolies, workers and the like engaged in physical or mechanical work, who are required to perform their duties in accordance with the work hours as provided in Article 14 of the Law Concerning Compensation of Employees in the Regular Government Service, and who are in such position as would customarily require the same employee essentially to perform work continuously for a period in excess of ~~six~~ twelve months.

2. Appointment:

(1) Appointment of the full-time laborer shall be made in accordance with NPA Rule 8-1: Provided, That the term of employment shall be two months.

(2) The appointment shall be effected by issuing a written notification of appointment. The second leaf of the notification of personnel action (See annexed paper) shall be used as a written notification of appointment, in which the term of employment and a statement to the effect that such term of employment will be renewed repeatedly in the absence of further notice upon its expiration shall be clearly given.

(3) As for the case where coolies, workers and the like who are actually holding positions in the service as part-time employees are appointed as the full-time laborers, such appointments shall be regarded as having been approved by the National Personnel Authority as provided for in Paragraph 5 of the NPA Rule 8-7. In this case, the notification of personnel action shall be prepared as "change of status" for the appointment concerned.

3. Status, Disciplinary Punishment and Guarantee:

The provisions of the Law relating to status, disciplinary punishment and guarantee shall all be applicable to the full-time laborers. However, a period of temporary retirement, suspension from duty or reduction of pay shall be established to the extent deemed necessary within their term of employment.

4. Work Performance:

With respect to the application of the provisions of Articles 97, 98, 101, 103 and 104 of the Law to the full-time laborers whose term of employment has been renewed, the full-time laborers concerned shall be treated as having served continuously before and after the renewed term of employment.

TABLE SHOWING SCOPE OF DELEGATION OF WORK RE

TO SPECIAL EXAMINING BODIES APPOINTED UNDER

		Ordinary Cases	
		(A) Minimum Scope	(B) Standard Scope
Recruitment	Preparation of examination announcement	By NPA	By NPA
	Publication of notification in Official Gazette	By NPA	By NPA
	Public information activities such as advertisement by means of publications, posters, etc.	Ditto	Administered by the special ex ning bodies concerned under g supervision of NPA.
Examination	Preparation of examination blanks	By NPA	By NPA
	Receiving applications	By NPA (However, the assistance of the special examining bodies may be requested occasionally.)	By NPA with assistance of the cial examining bosies concerne
	Safekeeping of applications	Ditto	Ditto
	Preparation of questions concerning general intelligence (including preparation of examination papers)	By NPA	By NPA

ON OF WORK RELATING TO EXAMINATIONS

OINTED UNDER NPA RULE 7-3. (DRAFT)

July 27, 1950

Planning and Control Section,
Bureau of Recruitment

Cases		Special Cases
ndard Scope	(C) Maximum Scope	Examinations for promotion or appointment under special circumstances which may not allow to administer such examinations according to (C).
	By NPA	By special examining bodies concerned after clearance of draft plan by NPA.
	By NPA	Ditto
the special examierned under general PA.	Administered by the special examining bodies concerned under general supervision of NPA.	
	Ditto	Ditto
tance of the spesies concerned.	By NPA with assistance of the special examining bodies concerned.	By the special examining bodies concerned under general supervision of NPA.
	Ditto	Ditto
	By NPA (Occasionally, it makes the special examining bodies concerned prepare draft plan and gives clearance to the same).	By the special examining bodies concerned after clearance of draft plan by NPA.

	Preparation of questions concerning professional knowledge (including preparation of examination papers)	By NPA	By the special examining b cerned after clearance of by NPA.
	Printing and safekeeping of questions and examination papers	By NPA	By NPA
	Arrangement of First Examination	By the special examining bodies concerned under the immediate supervision of NPA.	By the special examining b cerned under the general s of NPA.
	Enforcement of First examination	Ditto	By the special examining b cerned under the immediate sion of NPA.
	Scoring	Ditto	Ditto
	Safekeeping of examination papers	Ditto	By the special examining b cerned under the general s of NPA.
B	Determination of successful candidates in the first examination	By NPA	By NPA
	Determination of standards for character test	Ditto	By the special examining b concerned after clearance draft plan by NPA.
	Determination of standards for physical test.	Ditto	Ditto
	Preparation of rating sheets	Ditto	Ditto
	Arrangement for Second examination	By the special examining bodies concerned under the immediate supervision of NPA.	By the special examining b concerned under the general vision of NPA.
	Enforcement of examination	Ditto	By the special examining b concerned under the immedi vision of NPA.
	Safekeeping of rating sheets	Ditto	By the special examining b cerned under the general s of NPA.
Personal Investigation	Determination of particular items for investigations	By NPA	By the special examining under the general supervi of NPA.
	Establishment of rating standards	Ditto	Ditto

l examining bodies con- clearance of draft plan	By the special examining bodies concerned after clearance of the draft plan by NPA.	By the special examining bodies concerned after clearance of draft plan by NPA.
	By the special examining bodies concerned. (Occasionally, NPA may conduct inspection on important points.)	By the special examining bodies concerned.
l examining bodies con- the general supervision	By the special examining bodies concerned under the general supervision of NPA. (NPA may check up the important points.)	By the special examining bodies concerned under the general supervision of NPA.
l examining bodies con- the immediate supervi-	Ditto	Ditto
	Ditto	Ditto
l examining bodies con- the general supervision o	Ditto	Ditto
	By NPA	By NPA as a rule. (Under special circumstances, however, by the special examining bodies under the general supervision of NPA.)
l examining bodies er clearance of the NPA.	By the special examining bodies concerned after clearance of the draft plan by NPA.	By the special examining bodies concerned after clearance of the draft plan by NPA.
	Ditto	Ditto
	Ditto	Ditto
l examining bodies er the general super- .	By the special examining bodies concerned under the general supervision of NPA. (Important points may occasionally be checked by NPA)	By the special examining bodies concerned under the general supervision of NPA.
l examining bodies er the immediate super- .	Ditto	Ditto
l examining bodies con- the general supervision	Ditto	Ditto
l examining bodies eral supervision	By the special examining bodies concerned under the general supervision of NPA.	By the special examining bodies concerned after clearance of draft plan by NPA.
	Ditto	Ditto

investi-gation	particular items for investigations		under the general super of NPA.
	Establishment of rating standards	Ditto	Ditto
	Preparation of rating sheets	By NPA	By the special examinin under the general super NPA.
	Arrangement for investigations	By the special examining bodies concerned under immediate supervisions of NPA. (Part of the arrangement may be conducted by NPA, occasionally.)	By the special examinin under the general super NPA. (Part of arrangeme conducted by NPA, occas
	Enforcement of investigations	Ditto	By the special examinin under the immediate sup NPA.
	Safekeeping of investigation sheets	Ditto	By the special examinin under the general super NpA.
Determination of eligibles	Determination of successful candidates	By NPA	By NPA.
	Preparation of eligible list	Ditto	Ditto
Certification	Safekeeping of eligible list	Ditto	Ditto
	Matters relating to certification	Ditto	Ditto

Remarks: 1. Share of the budget:

This is to be conducted by the budget of the National Personnel Aut as a principle. In case, however, the number of cases is large the amou as the budget of the National Personnel Authority is insufficient. In s consultations will be made with each organization designated and such or is to share the expenses necessary for the actual work.

2. Definition of terms.

(1) General supervision: While directions are given an the whole enfo gram beforehand and the work of enforcement is entrusted with the d organizations, submission of reports will be requested as and when and direct supervisions will be made by attending personally.

supervision	concerned under the general super-vision of NPA.	concerned after clearance of ... plan by NPA.
	Ditto	Ditto
amining bodies l supervision of	Ditto	Ditto
amining bodies l supervision of angement may be occasionally)	By the special examining bodies concerned under the general super-vision of NPA. (Important points may be checked by NPA.)	By the special examining bodies under the general supervision of NPA.
amining bodies te supervision of	Ditto	Ditto
amining bodies l supervision of	Ditto	Ditto
	By NPA.	By NPA as a rule. (Under the special circumstances, however, by the special examining bodies concerned under the general supervision of NPA.)
	Ditto	Ditto
	Ditto	Ditto
	Ditto	Ditto

nel Authority, he amount approved . In such a case, such organization

(2) Direct Supervision: The employees of the National Personnel Authority will give necessary directives and words of caution by personally attending the actual work.

O As this plan is a provisional basic standard, it is necessary to make a decision in conformity with the real condition in respective case.

le enforcement pro-
h the designated
d when necessary,
.

Shuman

File copy
7/20/50

Annual Report for the Years 1948 and 1949

National Personnel Authority

Preface

In accordance with the provisions of Article 24 of the National Public Service Law, the National Personnel Authority is charged with the responsibility of making an annual report to the Diet and the Cabinet on the state of its activities.

This report is the annual report submitted by the National Personnel Authority to the Diet and the Cabinet on the state of its activities covering the years 1948 and 1949.

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4 - Basic principles for determining policies on management-employee relations

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6 - List of the Directives of the National Personnel Authority

I - ACCOMPLISHMENT OF THE NATIONAL PERSONNEL AUTHORITY

With a view to assuring the people democratic and efficient administration of public affairs by introducing reforms in our public service system along with the spirit and intent of the new Constitution, the First Diet enacted in October 1947 the National Public Service Law and, on November 1 of the same year, the Temporary National Personnel Commission was created to ensure the thorough-going enforcement of this law and to attain its objectives. The National Public Service Law enacted by the First Diet was amended by the Third Diet in the Autumn of 1948, whereby the Temporary Personnel Commission was superseded by the National Personnel Authority.

The objectives of the National Public Service Law are clearly defined in Article 1 of the Law. In a word, the Law is designed to establish a public service system which will ensure democratic and efficient administration of public affairs.

In order to establish the new public service system along with the line as mentioned above, the National Public Service Law provides for the establishment of a position-classification plan whereby government positions will be classified according to the type of works and complexity of duties as well as to the degree of responsibilities involved and proposes to develop personnel administration based on that plan to deal with the recruitment of employees, compensation and other matters of personnel. With regard to recruitment of employees, the Law provides for the adoption of the principles of the merit system in order to enable the Government service to recruit persons most fitted to discharge the duties and responsibilities clearly defined under the position-classification plan. With the adoption of the principles of the merit system, government employees will hereafter be appointed on the basis of the result of their examination and the merit of their performance of duties or other demonstrated abilities and will be compensated on the basis of the duties and responsibilities of their positions.

At no time in the past have we ever ventured to develop personnel administration of the government service with such primary emphasis laid on the work performed by employees. As for employees assigned to various positions, a number of efficiency improvement programs of various kinds is now under way - all designed to develop and improve their efficiency to the full extent.

Besides, the National Public Service Law embodies a number of provisions pointing to the establishment of basic standards for work performance that conform to the status of government employees in the capacity of the public servant. It also embodies a number of provisions insuring their status in the service so that they may be able to devote themselves to their work without any anxiety. Under these provisions, government employees may request the National Personnel Authority or the head of the employing agency that appropriate action be taken in respect to their working conditions; or they may appeal to the National Personnel Authority, requesting for review of any administrative

action involving reduction in pay, demotion, dismissal or any other greatly disadvantageous action as may be taken against their will. Also under these provisions, plans are now under way to establish a compensation system for the service-connected injury or illness as well as a pension system based on a sound actuarial principle for employees who will have faithfully served and retired from the service. Moreover, the National Public Service Law, in its efforts to devise every possible measure of ensuring fair and equitable treatment of government employees, makes it the duty of the National Personnel Authority to conduct necessary investigations and studies concerning compensation, hours of work, and other working conditions and to make appropriate recommendations to the Diet and the Cabinet when it deems it necessary to revise any of them.

The above is an outline of the new public service system contemplated by the National Public Service Law. It is an attempt to introduce an entirely new viewpoint into the field of personnel administration of this country. The project can hardly be expected to materialize in its entirety overnight. The National Personnel Authority has been striving to develop its programs by stages, beginning with those most basic and fundamental.

The first task initiated by the Temporary National Personnel Commission immediately after its establishment was to reinforce the working staff of the Commission's Secretariat. The work devolving on the National Personnel Authority under the National Public Service Law was something entirely new in this country, and it was impossible to secure persons already experienced in such work. Accordingly, open competitive examinations were held in January and June 1948, to recruit and appoint able persons all over the country, and a necessary number of employees was also appointed from among successful candidates of the entrance examination for public service held in January 1949. For these newly-appointed employees, seven series of training designed to give them basic knowledge of personnel administration were given in Tokyo and Nikko.

It is the first prerequisite for ensuring fair and equitable treatment of government employees to assure them a fair and adequate level of compensation. In December 1948, therefore, the National Personnel Authority made recommendations to the Diet and the Cabinet concerning the pay level; and in March 1949, it held hearings relating to pay problems.

Meanwhile factual surveys on the pay status of government employees and other investigations had been continued; and in July 1949, recommendations were presented to the Cabinet concerning cold districts allowance and coal allowance. As a result of the aforementioned investigations and studies, the National Personnel Authority had come to recognize the need of revising the pay level and necessary recommendations thereon were made in December 1949 to the Diet and the Cabinet in accordance with the provisions of Article 28 of the National Public Service Law and Article 2 of the Law administering the New Pay of Government Employees.

As a first step towards the realization of the merit system provided for in the National Public Service Law, an entrance examination for public service was held throughout the country in January 1949 to elect eligibles for positions allocated to salary grades 5 through 7 and, in November 1949, to elect eligibles for positions allocated to salary grades 5 and 6. Moreover, an entrance examination for diplomats, consuls and chancellors of the Ministry for Foreign Affairs, an examination provided for in Article 9 of the Supplementary Provisions of the National Public Service Law and one for policemen and Imperial guards were announced in October, November and December respectively.

The NPA rule relating to "the Procedure for Review of Disadvantageous Action and Disciplinary Punishment Taken Against the will of Personnel" - an important instrument for assuring government employees fair and equitable treatment - was established in August 1949, and various cases have been reviewed under the provisions of this rule since October 4, 1949.

It is essential for assuring democratic and efficient administration of public affairs to establish basic standards for work performance that conform to the status of government employees in the capacity of the public servant. From this point of view, the NPA rules relating to political activities and other matters were established.

The orderly and efficient administration of the public affairs largely depend on good management-employee relations. The public service demands on both its management and employees a unique stand which is clearly different from employment relations, such as employer-employee relations, in private enterprise, and, regardless whether employees are referred to as managers (supervisors) or employees (subordinates), they owe, as public servants, the common duty and responsibility to place public interests before anything else. Consequently, it is indispensable for the efficient administration of public affairs to maintain the relations of these two on a satisfactory footing.

Being fully alive to the purport set forth above, the National Personnel Authority decided upon the basic principles governing management-employee relations in the public service, and has been doing its utmost to obtain thorough understanding of those principles by all concerned.

The effective implementation of the programs embodied in the National Public Service Law depends in no small measure on employees in charge of personnel affairs in each ministry and agency of government, and their responsibility is great, indeed. For this reason, the National Public Service Law provides for the establishment of a National Personnel Council in order to ensure close contact and mutual cooperation between the National Personnel Authority and the various ministries and other agencies of government. The National Personnel Council has come to meet every other week since April 13, 1949. As for the working staff of the personnel bureaus or divisions of various Ministries and other agencies of government, two series of training have been given since June 1949 with a view to deepening their understandings of the modern personnel administration.

With regard to the position classification plan which is the basic structure of the new public service system contemplated in the National Public Service Law, the National Personnel Authority has been making its utmost efforts to make preparations for its earliest possible installation. A "bill relating to the Position Classification Plan for the National Public Service" was finally drawn up and submitted to the Sixth Diet.

The organization of the Secretariat has been developed pari passu with the reinforcement of staffing of the National Personnel Authority. The Secretariat now has nine bureaus and 31 sections. In November 1948, a regional office was also opened in Sapporo, Sendai, Nagoya, Osaka, Takamatsu, Hiroshima and Fukuoka.

This is a survey of the accomplishments of the National Personnel Authority to date. The National Personnel Authority is determined to redouble its efforts in the future to establish a public service system along with the spirit of the new Constitution and to ensure democratic and efficient administration of public affairs.

II - FUNCTIONS AND ORGANIZATION OF THE NATIONAL PERSONNEL AUTHORITY

With the revision of the National Public Service Law, the Temporary National Personnel Commission was superseded by the National Personnel Authority in December, 1948 as mentioned elsewhere in this report.

In order to ensure the thorough-going enforcement of the National Public Service Law and to attain its objectives, the National Personnel Authority accepts full responsibility for the administration of this law.

Personnel administration requires equity by its nature. For this reason, the National Public Service Law has granted the National Personnel Authority an independent status and a strong power which no other administrative organs can enjoy. These are the main functions of the Authority:

1. The National Personnel Authority may make and enforce rules, issue directives and establish procedures concerning matters necessary for the administration of the National Public Service Law;

2. With regard to matters on which the authority is empowered to act, the decisions and actions of the Authority shall be subject to review only by the Authority under its own procedures;

3. The request for the necessary expenses required by the Authority for each fiscal year will be presented directly to the Cabinet. In case the Cabinet makes any revision on the request, the original request of the Authority shall be presented to the Diet together with that revised by the Cabinet;

4. An emergency operating fund will be provided until 31 March 1952;

5. The Authority may make recommendations to any appropriate minister or head of other agency of government in order to improve personnel administration;

6. The Authority may make recommendations to the Diet, suggesting that basic standards for compensation, hours of work, and other working conditions be altered so as to keep pace with general conditions of society. At the same time, the Authority has to report to the Diet and the Cabinet at least once a year as to whether the prevailing pay schedule is equitable. And if it deems it appropriate to revise the prevailing pay schedule by 5% or more either upward or downward in view of the changed conditions, the Authority shall make necessary recommendations thereon to the Diet and the Cabinet;

7. The Authority shall at all times conduct necessary investigations and studies concerning the pay plan and shall develop revised pay schedules to submit to the Diet and the Cabinet when it deems it necessary to raise or lower the rate of compensation;

8. The Authority may conduct investigations or take any other necessary steps concerning the payment of compensation, personnel records, employment situation, personel management and other matters relating to personnel administration in the government service.

New principles adopted by the National Public Service Law are concerned in all aspects of the public service - from recruitment to retirement of government employees - and, as a consequence, the activities of the National Personnel Authority are extended to all transactions relating to these matters. It is the National Personnel Authority composed of three Commissioners that is responsible for these activities. The president of the Authority shall be appointed by the Cabinet from among Commissioners. The President shall preside over the affairs of the Authority and represent the Authority. The National Personnel Authority shall have a Secretariat and a legal counsel under its jurisdiction. No legal counsel has yet been appointed. There is the director-general appointed as head of the Secretariat. The organization of the Secretariat is shown in a chart attached at the end of this Report. The provisions of the National Government Organization Law shall not apply to the National Personnel Authority. The Authority shall control its own internal operational structure. The organization of the Secretariat is defined in the N.P.A. Rule. These are:

1. Bureau of Recruitment is responsible for activities relating to recruitment and separation of government employees. In other words, the main function of this bureau is to plan and administer examinations for employment and promotion of government employees and to keep complete service records of all government employees.

2. Bureau of Compensation is responsible for activities relating to the position-classification plan in the government service as well as for conducting basic investigations relating to the compensation of employees, and also for developing, recommending and enforcing basic standard for compensation, injury compensation and retiring allowance systems, etc.

3. Bureau of Equity is responsible for equitable disposition of requests submitted by either an individual employee or a group of employees asking for administrative actions and their appeals against disadvantageous actions as well as all other transactions relating to the maintenance of equity.

4. Bureau of Efficiency is responsible for transactions relating to the improvement of efficiency of government employees, such as training, evaluation of work performance, health, welfare, recreation, assignment, etc.

5. Bureau of Investigation is responsible for investigations relating to eligibles for appointment, registration of employees' organizations, and on-the-spot investigations with respect to violation or alleged violation of the provisions of the National Public Service Law as well as rules and directives of the Authority.

6. The main function of the Bureau of Public Information is to disseminate the spirit and purpose of the programs of the Authority among the public.

7. Bureau of Law is responsible for giving the Authority and its staff necessary advices with respect to laws and orders as well as for the drafting, deliberation and construction thereof.

8. Bureau of Administration is responsible for the internal management of the Secretariat.

9. Bureau of Personnel is responsible for personnel affairs of the Secretariat.

10. Regional offices are operational organs of the Authority, participating in the businesses of all bureaus (excluding Bureau of Law), and are responsible for enforcement of business programs of the Authority within their jurisdiction.

11. National Personnel Council is set up in order to ensure close contact and mutual cooperation between the Authority and the various ministries and other agencies of government.

III - ACTIVITIES OF THE NATIONAL PERSONNEL AUTHORITY DURING 1948-1949

1 - Works in Developing Position-Classification Plan: Investigations and Drafting

A - Modern Personnel Administration and Position-Classification Plan — The National Public Service Law clearly indicated the establishment of a position-classification plan to provide for the basic standard for the personnel administration.

The position-classification plan means a program for making rational classification of all government positions.

There are at present about 900 thousand positions in the government service. These positions have hitherto been classified into two occupational groups of secretary and technician on the one hand and, on the other, into three grades of 1st, 2nd, and 3rd officials. Therefore, it would not be quite correct to assert that government positions have never been classified at all. However, the classification of this type is too naive to be maintained as a classification of government positions of such complexity and latitude as they stand now. Moreover, these classifications have been based on the qualifications, school careers, length of services, etc. of employees, rather than based on their work, and do not necessarily reflect the nature of duties and responsibilities adherent to the positions concerned. As a result, personal element, rather than the duties and responsibilities of the employees concerned, has played a dominant force in the personnel administration, thus causing an unavoidable deterioration of the efficiency in the government service as well as unfair dealings of personnel affairs.

A rational classification of government positions is therefore essential in order to remedy evils in the past and to carry out a rational personnel administration. The position classification plan will meet with such requirements.

Under the position classification plan, government positions will be classified in the light of duties and responsibilities adherent to the positions concerned.

Government positions are at present all mixed up in the absense of adequate classification as shown in Diagram 1. They are first vertically classified into various groups of a similar type of works. Each group of works as arranged under this vertical classification is called an occupation. (Diagram 2) Then each occupation is horizontally divided into several grades according to the complexity and difficulty of work and the degree of responsibilities. These grades represent the classes of positions. (Diagram 3)

Diagram 1. Note: A dot represents a position.

Positions

Diagram 2.

Occupations

Civil Engineering	Electrical Engineering	Etc.
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •

Diagram 3.

Classes of Positions

Civil Engineering	Electrical Engineering	Etc.
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •
• • • • •	• • • • •	• • • • •

In each class of positions are included government positions which are almost alike in the type of work as well as in the complexity of duties and the degree of responsibilities involved. A class title given to each class of positions represents a designation for all government positions included in each class of positions. In this way, classification of government positions will be completed, reflecting the nature of duties and responsibilities adherent to the positions concerned.

The position classification plan of this type, when consummated, will provide a uniform and fair basis for determining compensation and will contribute a great deal to the administration of personnel affairs in all aspects involving examination, employment, training and other related matters.

The progress in the work of developing position-classification plan will be depicted under the following heading B.

B - The progress in the work of survey and drafting — Article 29 of the National Public Service Law stipulates that the National Personnel Authority shall develop a position classification plan.

The process of establishing and enforcing the position classification plan may be divided into the following three stages:

1. Drafting of a position classification plan;
2. Adoption of a position classification plan; and
3. Establishment and enforcement of a position classification plan.

Preparation, survey and drafting necessary for the establishment and enforcement of position classification plan belongs to stage 1. Legislative measures for formal adoption of the drafted position-classification plan, i.e. to obtain the approval of the Diet, belongs to stage 2. The process of determining occupations and classes of positions under the provisions of this law and allocating all government positions in the regular government service to appropriate classes of positions, thus making them available for all practical purposes in personnel administration belongs to stage 3.

The work in developing the plan had been carried out in the following order.

1. Preparation of Position Description;
2. Occupation-analysing survey;
3. Tentative class determination;
4. Tentative allocation.

In the process of analysing government positions, it is essential to clarify the duties and responsibilities of each employee as actually performed and accepted in a position assigned to him. For this purpose, it is necessary to devise an adequate form of position description in which each employee assigned to various positions may describe his duties and responsibilities actually performed and accepted by him. Upon careful studies and investigations, the present form of position description had been devised. And in February, 1949, the occupation-analysing survey was started.

The occupation-analysing survey aims at the vertical classification of government positions in order to determine various categories of occupations under which positions of a similar type of work will be grouped together. First of all, an overall survey of the existing government positions had been made tosingle out positions clearly distinctive each other as well as those requiring special treatment in respect to appointment. Upon this survey, about 500 categories of occupations have been determined. A brief definition of each of these occupations has been prepared. In parallel with the occupation-analysing survey, the draft occupation descriptions, setting forth the type of each occupation in detail, have been prepared with a view to utilizing them in the subsequent class determination.

From the latter part of April, tentative class determination had been started, beginning with the occupation that had already been arranged in good order. The work was to classify various positions within each occupation into grades according to the complexity of duties and the degree of responsibility involved.

Each class of positions has been given a tentative class title, such as class 1 typist, class 2 typist, etc. And for each class of position a tentative class specification has been prepared.

The tentative class determination survey had been continued from April through to November on about 540 occupations. Since then some occupations have been abolished and new occupations have been set up, showing a total of 479 classified occupations as of 3 December. For 109 of these occupations, a tentative class specification has completed.

This survey covered about 900 thousand positions in the regular government service. In spite of the fact that the work is extremely complex and difficult, it is being pushed forward steadily.

C - Preparation of a Bill relating to the Position Classification Plan for National Public Service -- With the aforementioned progress in the work of developing position classification plan, the National Personnel Authority drafted a Bill relating to Position Classification Plan for National Public Service (hereinafter referred to as Position Classification Bill) and submitted it to the Diet on November 14.

The Position Classification Bill consists of 4 chapters, or 15 articles and supplementary provisions. These are:

Chapter I. General Provisions (Article 1 - 4);

Chapter 2. Basic Principles of Position Classification Plan (Article 5 - 11);

Chapter 3. Enforcement of Position-Classification Plan (Article 12 - 14);

Chapter 4. Penalties (Article 15); and

Supplementary Provisions.

The Bill may be summarized as follows:

In Chapter 1 are embodied articles providing for the object and effect of this law, meaning of position classification, definitions of terms as used in the law, and functions of the National Personnel Authority; in Chapter 2, articles providing for basic principles of position-classification, i.e. standards for classification of government positions, determination of classes, allocation of positions, class description, class title, occupation, etc; and in Chapter 3, articles providing for the administration of position-classification plan, i.e. allocation, revision of occupations or classes, official notification, etc. Supplementary provisions provide for transitory measures necessary for the enforcement of position classification plan.

When this bill is passed by the Diet, position-classification plan will finally be adopted. Then the only process left will be the enforcement of position-classification plan - stage 3. In other words, the only thing to be done will be the allocation of all positions in the regular government service along with the line of occupations and classes of position adopted.

Allocation is scheduled to start with about 100 crafts occupations covering hundred odd thousand positions as soon as the Bill is passed by the Diet.

2 - Examination of National Public Employees

A - Entrance Examination for National Public Service — Persons desiring to join the government service had formerly been qualified by either higher or lower civil service examination but their employment had been decided at the discretion of each ministry. In spite of the fact that this examination system had accompanied various evils, nothing had been done to improve the system. With a view to selecting national government employees in a democratic manner along with the spirit of the National Public Service Law, and, also, in order to improve the efficiency in the government service, the National Personnel Authority conducted an entrance examination for government service on a nation wide scale. The first entrance examination for national public service was held for the candidates of various university graduates at eleven places of the country from 16 January, 1949.

This examination was designed to test the ability of discharging duties. Unlike old examinations designed to test academic knowledge, this examination was conducted by a rational and objective method as developed in democratic countries.

1. Examination for the position of the 5th - the 7th salary grades — First of all, positions requiring new recruitment were surveyed and a rough estimate was made as to the number of employees to be recruited by various ministries to fill these positions. For the convenience of examination, these positions were classified into two categories, viz. administrative positions (positions to be occupied by employees charged with general administrative duties) and professional positions of 16 kinds (positions to be occupied by employees charged with duties requiring academic knowledge and technical skill).

Preliminary written examination was held in order to test common sense and intelligence of all applicants both for administrative and professional positions. Then, another writtenexamination was held to test academic knowledge of applicants for professional positions.

Medical examination was held for all applicants and oral examination was held for applicants for administrative position.

The examination was made open to all persons under thirty years (Japanese counting) of age with knowledge equivalent to that of university graduates, regardless of school career, experience, and sex, so that persons who are really able may be selected. Number of applicants for the examination showed as many as 12,305. The breakdown of these applicants by school career, occupation and age is shown in diagram 1, 2, and 3 respectively.

Diagram 1

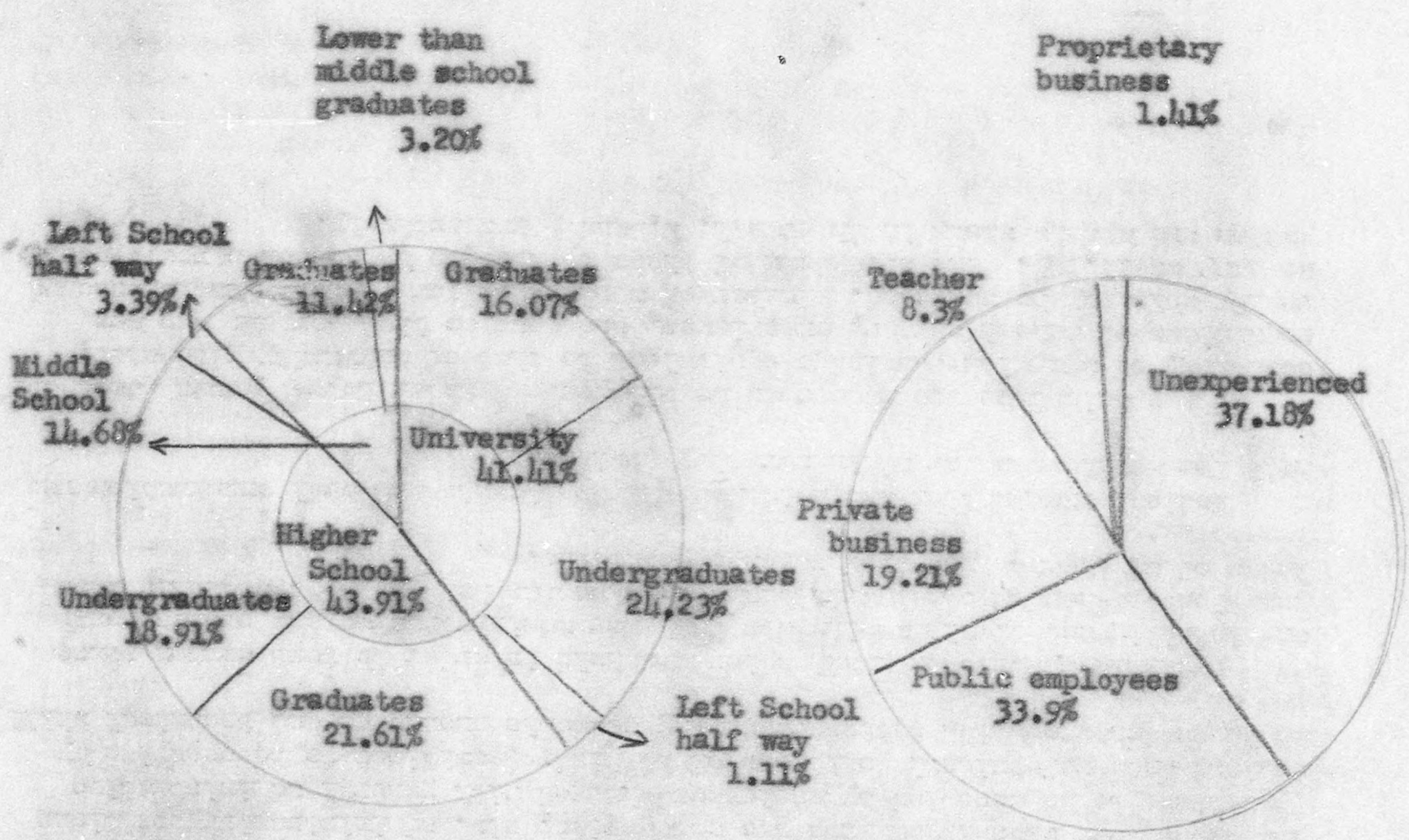
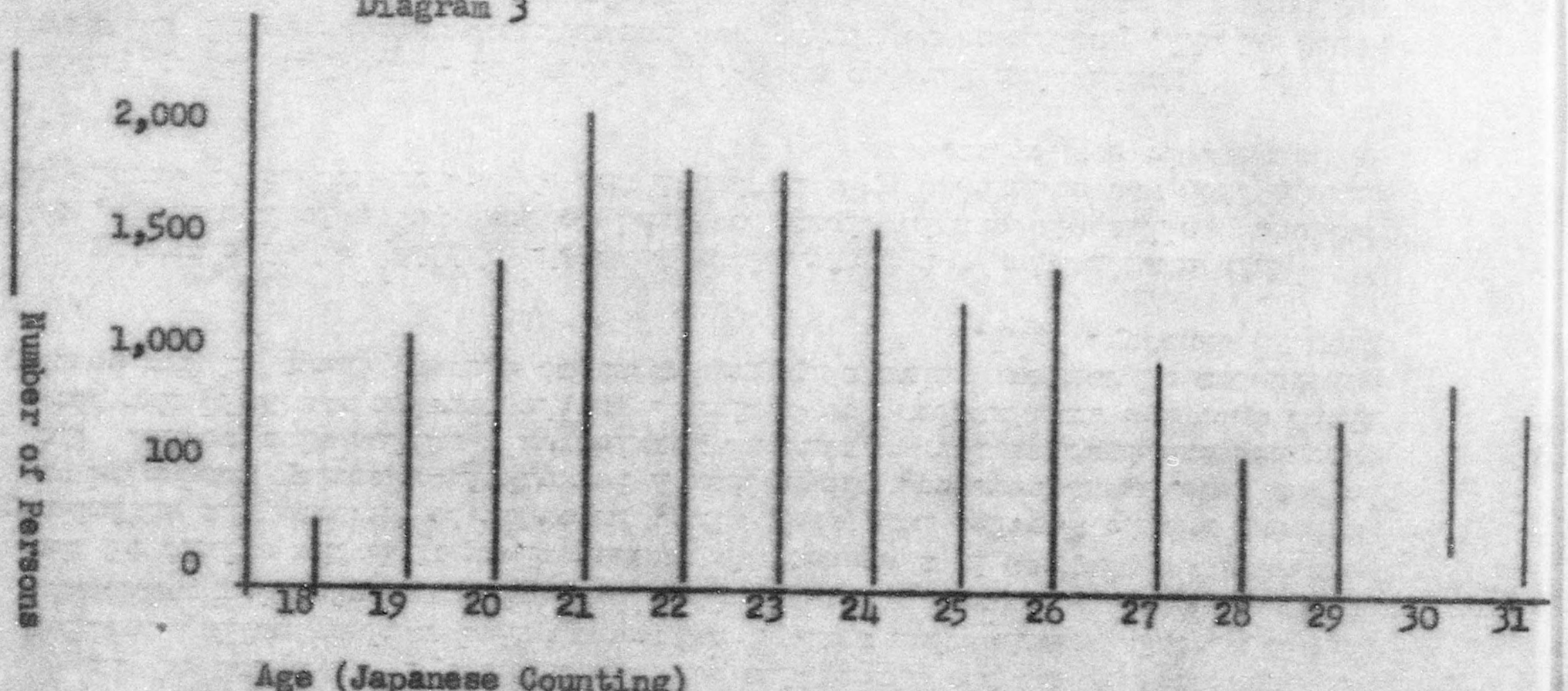


Diagram 2

Diagram 3



The number of eligibles for employment, who had passed this examination, represented 2,578 for administrative position and 1,852 for professional positions. The eligibles have been entered in the employment eligible lists in the orderof their examination scores. Upon the requisition of various ministries, they will be certified in the order of their examination scores, with due consideration given to their wishes. The number of persons employed by various ministries in this manner on or before 30 November represented 471 for administrative positions and 461 for professional positions, showing a total of 932.

2. Examination for the positions of the 5th and 6th salary grades — Then, the National Personnel Authority made another survey to make rough estimate as to the number of employees to be recruited by various ministries during 1950 to fill positions requiring new recruitment. Based on this survey, the Authority started to plan the examination for the positions of the 5th and 6th salary grades.

This examination followed the procedures adopted in the previous examination, i.e. the examination was held for administrative and professional positions. But two new positions were added to professional positions, thus making a total of 18 for professional positions.

The examination for the position of the 5th grade was made open to all persons who have graduated from higher schools and colleges under the old Higher School Ordinance or the old College Ordinance as well as to those as certified by the Minister of Education of the knowledge equal or superior to that of the above mentioned persons. The examination for the position of the 6th grade was made open to all graduates of universities under the old University Ordinance as well as to those as certified by the Minister of Education of the knowledge equal or superior to that of the above mentioned persons. Age limit was decided to be full 28 years for both of these examinations. These examinations were held at 14 places throughout the country from 5 November, 1949.

The method of these examinations was almost the same as that of the previous examinations. The only difference was shown in the test of knowledge and ability necessary for discharging general administrative duties, which was included in the preliminary examination this time. Applicants for these examinations were as many as 21,438. The breakdown of these applicants is as follows:

Place of Examination	Number of applicants for administrative positions	Number of applicants for Professional positions	Total
Sapporo	335	585	920
Sendai	777	960	1,737
Akita	79	207	286
Tokyo	6,602	6,944	13,546
Nagano	246	352	596
Nagoya	660	1,064	1,724
Kanazawa	209	344	553
Osaka	1,174	1,490	2,664
Kyoto	927	1,054	1,981
Hiroshima	493	626	1,119
Matsue	139	206	~~1,119~~
Takamatsu	417	534	951
Fukuoka	888	1,139	2,027
Kumamoto	505	745	1,250
TOTAL	13,451	16,250	29,701

The number of successful candidates of this examination who have been registered in the employment eligible lists is shown below. These are:

The 5th Grade: - 1,338 for administrative positions and
1,886 for professional positions

The 6th Grade: - 908 for administrative positions and
1,447 for professional positions

The eligibles will be certified to various ministries when requisitioned.

B - Examination for Special Positions

(1) Examination for the positions of diplomats, counsuls, and chancellors of the Ministry for Foreign Affairs —— The official notification for this examination was issued on 27 November 1949 and the examination will be held on 8 January, 1950 in Tokyo and other places where the regional offices of the National Personnel Authority are located. The number of applicants showed a total of 2,296. The breakdown is as follows:

	Foreign Language to be examined							
Positions	English	French	German	Russian	Chinese	Spanish	Portu-gese	Total
Diplomat and consul	593	23	24	15	25	2	1	683
Chancellor	1,461	21	26	31	114	19	2	1,613

Successful candidates of this examination will be entered in the employment eligible list in the order of the examination scores and will be certified to the Ministry for Foreign Affairs when requisitioned.

(2) Entrance examination for policemen and palace guards has hitherto been administdred by the prefectural headquarters of the National Rural Police and by the Headquarters of Palace Police. Entrance examination for employes of autonomous police has also been administered by the prefectural headquarters of the National Rural Police on behalf of the autonomous police in accordance with the Basic Regulations relating to the National Rural Police except in major cities. These examinations will hereafter be administered by the National Personnel Authority and will be held twice a year as a principle. The first examination under the new rule will be held on 5 February, 1950. In view of the peculiarity of duties performed by policemen, the existing standards for appointment will be followed in all respects as to qualifications and standards for medical examination.

C - Examination for high class government positions —— This examination is provided for in Article 9 of supplementary provisions of the National Public Servic Law and its object is to appoint the most suitable persons to the existing high positions in the government service in order to ensure the democratic and efficient administration of public affairs. The examination, being open and competitive, will be open to all persons with such qualifications as prescribed in the official notification of the examination.

The National Personnel Authority has continued a careful study on the program for this examination since October, 1948 and designated government positions subject to this examination on 12 November, 1949. These positions include, in general, section chiefs and higher positions in various ministries and division chiefs and higher positions in the local branch and sub-branch offices. Positions requiring highly technical and professional duties are excluded.

These positions are classified into 60 occupations according to similarity of duties and other factors for the convenience of examination. They are also classified into 4 grades according to the degree of responsibilities for the convenience of employment. Qualification for employment is divided into general and special qualifications. Necessary qualifications and experience are specified for each grade and for eash position.

The examination os open to all persons over full 30 years of age with necessary qualification for a position belonging to such occupation as may be chosen by the candidate concerned.

The first examination to test general administrative ability will be held on 15 January, 1950, which will be followed by the second examination to test academic knowledge on 22 January, 1950. The number of applicants showed a total of 8,306, including 2,282 incumbents in the designated positions, 4,790 incumbents in various government positions other than designated, and 1,234 outsiders.

3 - Improvement of Compensation for Government Employees

A - Personnel Administration and Compensation ----- In personnel administration, needless to say, compensation is the most important factor affecting the employee morale and efficiency. Therefore, the government is bound to provide a fair and adequate compensation for public employees to ensure democratic and efficient administration of public affairs.

The fair and adequate level of compensation must be of such a nature as may insure at least a minimum standard of living of government employees along with the current standard of living of the Japanese people so that they may devote themselves to their work without any anxiety and also may induce capable persons to join the government service. In other words, it means that the compensation of government employees must maintain an adequate balance with the wage level in private employment and must be determined with due consideration of the peculiarity of the government service and its working conditions.

It is the basic principle of modern personnel administration that compensation should be paid according to duties and responsibilities of each employee. This is to realize the principle of equal pay for equal work and is based on the concept that pay is given not for person but for work. It will ensure fair and adequate pay. But it is predicated on the establishment of a position-classification plan and, in this sense also, the enforcement of a position-classification plan is being so anxiously awaited.

The National Personnel Authority had continued necessary investigations and studies pertaining to the compensation of employees as well as to other economic problems and had made recommendations to the Diet and the Cabinet twice under the provisions of the National Public Service Law, whereby it is authorized and empowered to make such recommendation, with a view to maintaining fair and adequate treatment of national public employees.

B - The First Recommendation for Revision of Pay Level —— On November 9, 1948, the Temporary National Personnel Commission made a recommendation to the Cabinet on the revision of pay for government employees in accordance with the provisions of Article 67 of the National Public Service Law.

This recommendation was based on the result of survey which revealed that the actual pay status of government employees prevailing at the time was extremely confused and irrational.

Thereupon, the Commission had conducted necessary investigations in order to determine a sound pay level, following two different courses - one directed to the computation of the monthly cost of living for an adult bachelor in order to determine the standard cost of living and the other directed to the study of pay system in private enterprises in order to find the prevailing pay level in private employment.

The standard cost of living was estimated on the basis of the Consumer Price Surveys of the Bureau of Statistics, Prime Minister's Office, Overall Food Demand and Supply Programs of the Economic Stabilization Board, Nutrition Surveys of the Ministry of Welfare and other materials. As no reliable materials were available with regard to the actual salary rates in private employment, a sampling survey was conducted on about 280,000 employees in private employment.

On preparing the recommendation on the basis of these data, special emphasis was laid upon the computation of the cost of living which plays an important role in the computation of pay.

Based on the cost of living for a single adult male employee performing moderate work in a standard city, the Commission had worked out the standard cost of living amounting to 2,470 per month and reached a conclusion that the average amount of pay of all government employees would show 6,307 per month if the existing pay schedules were revised along the line of this standard cost of living; that the pay level of government employees would be maintained at almost the same level as the wage level in private employment; and that the treatment of government employees would be well-balanced with that in private employment.

This recommendation was presented to the Diet and the Cabinet on 10 December in accordance with the provisions of Article 23 of the National Public Service Law, as amended. The Diet approved the recommendation in principle but amended it in part.

The main features of the amendment are as follows:

1. Area allowance will be issued at the rate of 30%, 20%, 10% and 0% as hithertofore.

2. Family allowance will be issued at the rate of 600 yen each for wife and first child and 400 yen each for other dependents.

The new pay program was promulgated as Law No. 265 of 1948, titled "Law Administering the New Pay of Government Employees", and was put into force retroactively as from December 1, 1948.

C - The Second Recommendation for Revision of Pay Level —— In view of a remarkable rise in the cost of living as well as in wage rates in private enterprises which was clearly reflected in our investigations following the first recommendation, the National Personnel Authority presented on December 4, 1949 another recommendation pertaining to the pay level and area allowance of government employees to the Diet and the Cabinet. On preparing this recommendation, as in the case of the first recommendation, special emphasis was laid on the computation of the cost of living. Based on the cost of living in minor cities, a minimum cost of living for a single adult male employee performing moderate work was worked out - amounting to 3,606 yen per month as of July 1949.

If the existing pay schedules were revised on the basis of this 3,606 yen with due regard to the factual surveys of salary rates in private employment conducted by the National Personnel Authority, the average pay of all government employees would amount approximately to 7,877 yen per month.

The main features of the recommendation drawn up on the basis of these surveys are as follows:

1. The existing pay schedules based on the average total pay of government employees amounting to 6,307 yen per month will be replaced by those based on 7,877 yen per month.

2. As to area allowances, the current rates of 30% for special area, 20% for class A areas, 10% for Class B areas, and 0% for Class C areas will be abolished and substituted therefore by the five rates of 20%, 15%, 10%, 5% and 0% respectively.

3. Family allowance will be issued at the rate of 600 yen each for spouse and one child and 400 yen each for other dependents as hithertofore.

4. The Law concerning the Salary and Others for Public Procurators (Law No. 76 of 1948) will be abolished and the salary rates of public procurators will be embodied in the New Pay Law, which is a general law, and their pay schedules will be revised along the line of 7,877 yen basis.

This recommendation was motivated by the conviction that the new pay program, if enforced, would bring the compensation of government employees to a level well-balanced with the salary rates in private employment, thus enabling national public employees to maintain the living standard of the people, and would promote efficiency of public service.

The basic data for computing the 7,877 yen pay level is shown in the following tables.

Table 1 Basic data for computing the 7,877 yen Pay Level

No.	Kind of Compensation	Amount or rate	Nature	Eligible	Data used	
1	Base Pay	Bare: 3,606 Yen	Cost of living of a single adult male employee performing moderate work in E area.	Grade 2-1 Junior Clerk 1-2 years after graduation from a middle school under the 6-3-3 system.	Food	1.E.S.B. Over-all Food Demand and Supply Programs. 2.Nutrition Surveys of Ministry of Welfare.
					Non-food items	1. Analysis of family expenditures in Tokyo-to as given in C.P.S. 2. Consumer Price Surveys in July, 1949.
					Tax	Report of the Shoup Mission
		Maximum: 20,198 Yen	Equivalent to pay of a Division chief or Managing Director in private enterprise.	Grade 14-6 Dean of a college or Director of a general hospital	NPA Surveys on salary rates in private employment	
2	Family Allowance	600 Yen 400 Yen	Wife and 1st child Other dependents	Dependents as specified in Article 16 of the Law.		
3	Area Allowance	A - 20% B - 15% C - 10%(A) D - 5% E - 0%	Area allowance = (Base pay + family allowance) x rate indicated in (A)	Employees working in each area.	Special C.P.S.	
4	Special Work Allowance	Amount or rate as specified in Cabinet Order No. 323.		Employees engaged in special work, e.g. employees working in the mountains or tunnels.		

Method of Computation

Table 2

Area	Base area (Tokyo)	Small city equivalents	E area equivalents	Total	
Amount	2,072.00 Yen	1,662.00 Yen	1,610.00 Yen	3,606 Yen	Amount of pay fo each pay step is determined on the basis of geometric mean (1.0 2650) computed with 3,606 Yen as first term and with 20,198 Yen as last term.
Method	Standard consumption x effective price (C.P.S. for July)	2,072 x 0.802 (Fischer index)	1,622 x 0.969 (Fischer index)		
Amount	1,542 Yen		1,494.19 Yen		
Method	Actual expenditures by item in small cities for July 1949 Based on C.P.S. are converted into expenditures of 5 - member family. The figures thus obtained are multiplied by coefficients for each item based on analysis of family expenditures in Tokyo-to and then converted into per capita expenditure. 501 Yen		1,542 x 0.969 (Fischer index)		
Area allowance, family allowance and special work allowance computed according to standard rate current in public service are deducted from the salary rates in private employment in 13 cities surveyed by NPA. The pay by grade (I - XII) is then computed by the least involution and the most probable values are extended to determine pay for grades 13 and 14.					
The same as at present (taking into account the NPA surveys on salary rates in private employment)					
By special CPS for May 1949, the average of places not eligible for area allowances is 82.28 against 100 of Tokyo, consequently the maximum is fixed at 20% on the basis of $\frac{100}{82.28} = 121.5$					
Estimated					

D - Cold Districts allowance and coal allowance —— In accordance with Article 3, Paragraph 2 of the Law for payment of Cold Districts Allowance and Coal Allowance to the National Public Service Personnel, the National Personnel Authority, on July 9, 1949, presented to the Prime Minister a recommendation pertaining to the areas eligible for cold districts allowance as well as to the rates of cold districts allowance and coal allowance, the period and method of their payment, etc.

The cold districts allowance, as an established system, is a problem which has come to the fore only quite recently, but the practice of issuing such allowance was established a fairly long time ago. Before 1946, government employees stationed in Hokkaido and other cold areas had enjoyed more favorable treatment in respect to bonus as compared with those stationed in other districts of the country. Nevertheless, no serious complaints had been raised by employees stationed in warmer districts against such discrimination, since they had fully realized the hardships of services in cold areas.

The fact that the Diet had approved the continued payment of this allowance would seem to indicate that the abolition of cold districts allowance would not have been an adequate measure as a pay policy.

The recommendation may be summarized as follows:

(1) For the time being, areas eligible for cold districts allowance will remain the same as before. But, with due consideration of higher cost of living in seven cities in cold areas as compared with that of warmer areas in respect to five items of expenditure, such as fatty food, liquor, clothing and housing expenses, lights and heating expenses which are considered to cause increased disbursement in cold areas as shown in the C.P.A., the allowance will be issued at the rate of 20%, 40%, 60% and 80% of the total amount of monthly base pay and family allowance respectively for A class, B class, C class and D class areas.

(2) Coal allowance will be issuedin cash at the fixed rate of 3,221.90 yen per ton of coal applicable to all over Hokkaido, in lieu of 3 tons of coal allotted to each employee who is a family head and one tone for an employee who is not a family head.

Along with the line of recommendation as referred to above, the Prime Minister's Office Ordinance No. 28 was issued on December 1, 1949 to establish and put into force the "Regulations for Payment of the Cold Districts Allowance and Coal Allowance to the National Public Service Personnel."

4 - Work Hours —— The NPA Rule 15-0 was established in January 1949 concerning the work hours of government employees, whereby the so-called 48-hours per week schedule was put into force.

This system was established as an emergency measure in response to the determination of the whole nation to vigorously implement the 9-point economic stabilization program. On enforcing the aforementioned work hour system, some technical difficulties were involved. But, thanks to the deep appreciation on the part of public employees of the prevailing circumstances, it was enforced with a fairly good result.

With a view to maintaining good health of government employees during the summer season (from July 23 to October 1), the 44 hours per week work schedule was introduced in July under the condition that the plan shall entail neither the deterioration of efficiency in the government service nor any increase in the government expenditures. Thus, the so-called "Mandon" system (Half-day off on Saturday) was restored on a temporary basis.

Under the new work schedule, government employees had maintained their efficiency so well and had observed their work hours so satisfactorily that the NPA Rule was partially amended on October 2, 1949 to perpetuate the 44-hour system as the regular work hours, and this has continued to this day.

With regard to employees occupying such positions as may require longer work hours than that referred to above by the nature of their work and whose salaries are computed on the basis of such longer work hours, it was decided in accordance with the provision of Article 35 of the New Pay Administration Law that the employee concerned should continue to follow their work hours as observed hitherto.

Again, simultaneously with the issue of the NPA Rule 15-0 concerning the work hours, the NPA Rule 15-1 governing non-work periods and the NPA Rule 15-2 governing recess periods were established andput into force.

With regard to non-work periods, it is provided that:

(1) A 30 minute rest period or non-work period will be set aside following each four hours of scheduled work.

(2) In the event of scheduling the work days in excess of six days of consecutive work, one non-work day for each six consecutive work days will be set aside.

(3) No employee will be ordered to work for more than 24 consecutive days, etc.

As for recess periods, it is provided that a 15 minute recess period will be set aside for each four hours of scheduled work.

Each of these provisions was established with a view to improving the efficiency of government employees.

5 - Training —— In regard to the formulation and administration of programs for improving the efficiency of government employees, the National Personnel Authority is responsible for their overall planning, coordination with appropriate government agencies involved and surveillance over such agencies under the provisions of Article 63 of the National Public Service Law.

Training, which refers to the education and training as prescribed in Item 1 of the aforementioned article, is the keynote of the program for improving efficiency. Accordingly, the training of government employees is quite different both in purpose and course from what is generally called a lecture or moral training, and is directed to the enhancement of working efficiency of government employees and to the reduction of national expenditures by giving them a systematic education designed to improve their efficient work performance.

From this point of view, the National Personnel Authority established a Training Section responsible for overall planning of training programs available by various ministries and agencies of government as well as for the administration of the training of NPA staff.

However, as the National Personnel Authority itself was then in the process of consolidating its own organization, major efforts were directed to the training of NPA staff, resulting in seven training classes to date as shown in the table below. On the other hand, the training of officials in charge of personnel affairs of various ministries and agencies of government had been administered three times by the National Personnel Authority in an effort to gradually extend its training activities to agencies of government outside the National Personnel Authority.

Table showing the Outline of Training Administered

Agency covered	Number of employees trained	Training Period	Place
N.P.A. staff:-			
1st Training	287	Feb. 2 - May 14, 1948	Tokyo
2nd "	246	Aug. 2 - Oct. 2, "	Nikko
3rd "	66	Jan. 24 - Mar. 4, 1949	Tokyo
4th "	236	Apr. 18 - Jun. 4, "	Nikko
5th "	14	May 9 - May 28, "	Tokyo
6th "	33	Aug. 22 - Sept. 24, "	"
7th "	111	Oct. 17 - Nov. 26, "	"
Officials in charge of personnel affairs of other government agencies:			
1st Training	126	Feb. 2 - May 14, 1948	Tokyo
2nd "	155	Jun. 20 - Aug. 13, 1949	Nikko
3rd "	110	Aug. 22- Sept. 30, "	"
Total	1,384		

The characteristics of these training programs administered by the National Personnel Authority are shown in the following four points:

(1) That the training was given to all NPA staff and, as a consequence, they have come to understand their official duties more thoroughly than ever, cultivating the "knowledge", "skill" and "attitude" common to all of them.

(2) That, instead of laying primary stress upon lectures as was the case hitherto with a lecture course, etc., the socalled "seminar system" based upon debate and s tudy by trainees among themselves was introduced so as to voluntarily advance their own knowledge and promot joint study, with the result that the self-consciousness of the trainees to their own duty has been heightened.

(3) That, both in the middle and at the end of each training, an examination by a multiple choice method was conducted, not only to determine the merits of the trainees but also to clarify the points misunderstood by them as well as to evaluate the effect of the training given in order to judge the adequacy of the training program.

(4) That the training was conducted in dormitories wherever practicable according to season, etc.

While the training of the above type obviously involves expenses and time, it is certain that such training will, in the long run, save much more money and time in the form of the improved working efficiency of employees.

The above is a description of the characteristics of the activities conducted by the National Personnel Authority in the field of training. But it must be remembered that the training itself is a matter that must be extended to all government employees through the effort of each government agency.

Some government agencies have already developed systematic training under their own programs. But, as a whole, it cannot be claimed that the training has been fully systematized. Under these circumstances, more positive activities on the part of the National Personnel Authority, which is responsible for promoting training activities of various agencies of government as well as for their overall coordination, will be required in future, A council of training officers was established to function as the center of training activities of various agencies of government and every effort is being made to push forward their task.

6 - Review of Disadvantageous Actions

The National Public Service Law embodies a number of articles providing for the protection of government employees against disadvantageous treatment they may meet without any good reason. Under these provisions, government employees discontent with their working conditions may request the National Personnel Authority that an appropriate administrative action be taken to relieve their dissatisfaction. Also under these provisions, they may appeal to the Authority requesting the review of any disadvantageous action taken against their wills. This implies that the National Personnel Authority is responsible for the protection of government employees as well as for the maintenance of equity in personnel administration.

Bureau of Equity has been established in the National Personnel Authority in order to ensure the adequate administration of these provisions of the Law, and, also, with a view to expecting the full protection of government employees.

A - Request for Administrative Action —— The National Personnel Authority has done its best to deal with requests for administrative action relating to salaries and wages, hours of work, and other working conditions.

During the year of 1949, the National Personnel Authority had received 129,040 grievances. Most of these grievances were concerned with compensation and the remainder extended over a wide variety, such as work hours, leave, guarantee of status, etc. Principal hearings held in 1949 are shown below. These are:

Hearings held in March to decide whether the compensation of government employees as adjusted is maintained at the standard level of 6,307 Yen;

Hearings held in August to ascertain the work hours of employees in special post offices; and

Hearings held in October pertaining to the payment of overtime allowance in the Ministry of Welfare.

B - Review of Disadvantageous Actions by the Board of Equity —— Under the provisions of the National Public Service Law concerning the review of disadvantageous actions, the National Personnel Authority is vested with a quasi-judicial role - a role that has never been played by an administrative agency in the public service system of Japan. In view of this peculiar role, the most deliberate consideration was given to the establishment of rules necessary for playing this role.

In the first place, method of review was defined, adopting the procedure of hearings and the documentary review. As for the hearing, it was decided to follow procedures somewhat similar to those in a court. But in view of the peculiarity of the hearing which is conducted as a process of investigations on the cases primarily concerned with personnel affairs and should not be considered as a pure judicial action, it was decided to establish a Board of Equity with adjudicating and fact-finding functions. These are embodied in the N.P.A. rule 13-1 governing the procedures for review of disadvantageous actions taken against the will of employees, which was established on October 4, 1949.

Under this rule, 148 requests for review had been filed with the National Personnel Authority up to the end of December 1949, of which 26 have already been disposed of, leaving 122 outstanding cases to be carried forward to 1950.

Plans are now under way to establish circuit review system and also to allow the establishment of local boards of equity during 1950.

7 - Political Neutrality of Government Employees

It is imperative for the administrative staff of government to administer laws and orders with good faith and impartiality. Such is a commonplace for public servants, anticipated by the people as their proper duties.

In such a position, government employees are necessarily required to maintain political neutrality free from all political pressure and interference.

With this neutrality on the part of the administrative staff of government could the consistent administration be maintained and the people would be assured of the efficient administration of public affairs.

Article 102 of the National Public Service Law was established from this standpoint of view. Under the provision of this Article, N.P.A. rule was established, clarifying various activities which government employees should either abstain or they should not be asked for. The rule was promulgated on September 9, 1949. As clearly shown in the motives of the establishment of

this rule, it must be interpreted and administered so as to respect the complete freedom of learning and thought. Moreover, any other fundamental human rights should not be prejudiced without any good reason to administer this rule and any abuse of this rule in this respect must strictly be guarded. With a view to preventing such abuse, the National Personnel Authority issued on October 31, 1949 a circular notification clarifying the construction of the rule and passed it to various agencies of government.

8 - Registration of Employees Organizations

With a view to insuring the orderly and efficient administration of business in the government service, the National Public Service Law has defined various standards for work performance of government employees; while, on the other hand, the Law provides that the Union or employees organizations may negotiate with competent authority, with due respect to procedures as prescribed by the National Personnel Authority, in respect to the improvement of working conditions of employees as well as to their social and welfare activities. The N.P.A. Rule embodying procedures for registration of employees organizations was established on June 3, 1949, whereby these organizations are permitted to pursue democratic and orderly activities without disturbing the smooth running of business in the government service. Under the provisions of this rule, employees organizations registered at the National Personnel Authority are assured of the right of negotiations as prescribed by the Authority as well as the right to administer their business pursuant to their constitution registered at the National Personnel Authority under the provision of Article 4 of the Supplementary Provisions of the National Public Service Law, while the members of such organizations are allowed to apply for leave in order to work exclusively for employees organizations under the provisions of Article 101 of the National Public Service Law.

Total number of applications for registration showed 984 as of December 15, 1949, of which 398 covering a total membership of 766,686 have been approved. In some cases, applications filed by the headquarters of employees organizations were overlapping those filed by their local chapters. So the number of registered organizations, as adjusted, showed a total of 139 covering 520,387 members (approximately 66% of the total number of government employees).

9 - Other Activities

A - Personnel records —— Personnel records include all official records relating to personnel of the national government service, and constitute basic data necessary for the efficient personnel administration.

Under the provisions of Article 19 of the National Public Service Law and the NPA Rule 2-2, the National Personnel Authority is vested with duties to establish basic standards for preparation, maintenance, filing, etc. of personnel records which will be kept by various ministries and agencies of government and to ascertain whether or not personnel actions, etc. are being taken in a lawful and fair manner.

For this purpose the National Personnel Authority promulgated on July 12, 1949 NPA Regulation Nos. 5, 6 and 7 defining detailed methods for the administration of personnel records.

Under these regulations, the first plan was initiated on September 1 to prepare the personnel records of fulltime employees in the ninth salary grade and above as prescribed in Article 9 of the Law Administering the New Pay of Government Employees including fulltime employees of similar levels as otherwise provided for and the entire staff and employees of the National Personnel Authority. Up to December 10, 1949, the National Personnel Authority had received 23,289 Memo. of Service and 8,133 notices of personnel action, representing roughly 42 per cent of the total.

Personnel records are something epoch-making in this country and are scheduled to be applied to all national government employees in the course of 1950.

B - Evaluation relating to appointment and designation of national government employees ---- Pending the full operation of the procedures for filling vacant positions under the position classification plan, the National Personnel Authority established the NPA Rule 8-1 relating to appointment and designation of employees on January 15, 1949.

The evaluation made by the National Personnel Authority under this rule comprised of the following review and approval, etc. of the appointment and promotion of first, second and third class officials; and the appointment or promotion of employees to the tenth salary grade or above or to section chiefs and above in the ministry.

The number of cases reviewed and approved with regard to first, second and third class officials is as follows: (From January 10, 1949 to December 1, 1949).

	Approved	Action Reserved	Disapproved	Total
1st class official	992	3	2	997
2nd class official	15,759	281	279	16,319
3rd class official	652	0	3	655
Total	17,403	284	284	17,971

C - Payroll ---- The National Personnel Authority established on December 19, 1949 the NPA Rule 9-5 relating to payroll in accordance with the provision of Article 68 of the National Public Service Law and developed the form of payroll and the detailed regulations thereof.

The payroll consists of a time and attendance report, an individual leave record, a standard payroll and a payroll certificate.

In the past the form of books used for payment of compensation was not uniform and, generally speaking, not clear, because it was determined by each ministry or agency of government. The new payroll is designed to establish a uniform payroll so that not only business of paying compensation may be simplified, the content of payroll may be made clear and business relating to pay may be efficiently handled, but also compensation of employees may be paid correctly in accordance with laws, orders and rules. The new payroll is scheduled to be put into operation as from January 1950.

D - Factual survey on the pay status of national public employees ---- a factural survey on the pay status of national government employees as of September 15, 1949 was carried out under NPA Directives 1, 2 and 3. All questionnaires collected by December are now being processed.

The object of this survey was to obtain exact informationconcerning the actual compensation of national public employees so as to serve as a basis for future pay policy.

The first report on this survey was made in the latter part of December, 1949. In the appended table (vide data 1) is shown a part of the first report on this survey. With the exception of those of a special category, this survey covered 890,694 employees in the regular government service constituting the majority of the national government employees. It is planned to conduct an individual survey on the employees excluded from the present survey.

E - Consolidation of the Pay Administration ---- The National Personnel Authority took over the business of the Office of New Pay Administration on the strength of the Law relating to Partial Amendment to the Law Administering the New Pay of Government Employees dated December 24, 1949. (Law No. 280)

By this step, pay administration of government employees so far handled by the National Personnel Authority and the Office of New Pay Administration has been placed on a monistic basis so that it may be conducted solely by the National Personnel Authority in the future.

F - Pension and Injury Compensation

(1) Pension ---- Pension provided for in Article 107 of the National Public Service Law is in its nature entirely different from that under the current Pension Law as clearly shown in Article 108. A considerable amount of preparation and study is needed for the realization of this new retirement system. A study of retirement systems in foreign countries and private enterprises is now in progress. Moreover, a survey of national public employees who died or retired during the fiscal year of 1948-49 was made in order to obtain basic data. Since this survey was indispensable for obtaining basic data essential to formulation of a retirement system to be designed on a sound acturial basis, it covered all employees in the regular service excluding those of a special category. The data collected is now being consolidated.

(2) Injury Compensation ——— The establishment of a system of compensation for service-connected injuries is required by the National Public Service Law. Of course, every possible measure must be taken to prevent the occurrence of such injuries. Nevertheless, in order to cope with such cases as may occur unfortunately, it is essential to establish an appropriate compensation system whereby speedy and effective compensation will be made for the losses and damages incurred by any injured employee or his bereaved family. On developing the compensation system, however, every precaution must be taken to devise a system that will involve the least administrative expenditure.

With regard to national government employees, temporary measures are at present in force under the "Law concerning the Emergency Measures of the Allowance to the Government Personnel with the Enforcement of the Labor Standard Law and Others" (Law No. 167 of 1947), nevertheless, it is necessary to establish a compensation system without delay. The National Personnel Authority is now developing a National Public Service Accident Compensation Bill on the basis of study of various types of the compensation systems heretofore in force.

C - Efficiency ——— Section V, Chapter III of the National Public Service Law embodies a number of articles dealing with employees efficiency. These articles provide for evaluation of work performance, training, health, recreation, safety and welfare of government employees - all designed to fully develop and improve the efficiency of employees.

The evaluation of work performance has already been enforced in some ministries and agencies of government, but no uniform procedures for evaluation have been established so far, and the form and its content as used for evaluation are left varried without coordination. The new evaluation system the National Personnel Authority is now developing aims at the coordination of these varied forms and the establishment of a uniform standard for evaluation of work performance in order to ensure equitable personnel administration. A Bureau of Efficiency was set up in the National Personnel Authority and has been dealing with transactions relating to these matters.

In view of the far-reaching effect of this system, every effort is being made to develop a sound and objective evaluation system and careful considerations are being given before the system is put into force.

With regard to health of employees, efforts were made to enforce a periodical medical examination in each ministry and agency of government during the current year, a standard for such medical examination being given by the National Personnel Authority. As for recreation, at the time of training ministry and agency personnel officers during June-September, 1949, officials in charge of recreation in various ministries and agencies of government were invited and given full training on this subject. Furthermore, investigations and studies are in progress in respect to safety in places of work as well as to welfare activities of employees.

IV - DATA FOR REFERENCE

An appendix containing the following data is attached to this report:

1. Tables showing the result of the first factual survey on the pay status of national government employees:-

   A - Numbers of national government employees

   B - Number of dependent relatives

   C - Breakdown of compensation per head of national government employees

2. Number of incumbents in the National Personnel Authority

3. Budget estimates of the National Personnel Authority

4. Basic principles for determining policies on management-employee relations

5. List of the Rules of the National Personnel Authority

6. List of the Directives of the National Personnel Authority

APPENDIX

Data for Reference 1 - Tables showing the Results of the First Factual Survey on the Pay Status of National Government Employees

A - Number of National Government Employees (as of Sep 15, 1949)

1. Employees under General Pay Schedule:

Stationed in Special Area		231,892	
" " Class A "		81,811	
" " " B "		262,541	
" " " C "		203,286	
Total		779,530	(87.6%)

2. Employees under Pay Schedule applicable to Economic Investigators & Tax Officers:

Stationed in Special Area	15,337	
" " Class A "	6,707	
" " " B "	25,645	
" " " C "	9,670	
Total	57,399	(6.4%)

3. Employees under Pay Schedule applicable to Personnel of Prison, Maritime Safety Agency and Police:

Stationed in Special Area	8,167	
" " Class A "	6,155	
" " " B "	22,141	
" " " C "	12,751	
Total	49,214	(5.5%)

4. Employees under Pay Schedule applicable to Seamen:

Stationed in Special Area	1,891	
" " Class A "	1,327	
" " " B "	1,219	
" " " C "	114	
Total	4,551	(0,5%)

Total number of employees summarized:

Stationed in Special Area	257,327	
" " Class A "	96,000	
" " " B "	311,546	
" " " C "	225,821	
Total	890,694	(1)

5. Approximate number of employees unsummarized or those excluded from the present survey:

Procurators	1,359	
Regularly hired workers (estimated)	282,136	
Casual workers (estimated)	344,251	
Employees of "Kodan"	27,200	
Total	654,946	(2)
Grand Total	1,545,640	*

* (1) + (2) Not including part-time employees in the regular government service and unrepatriated employees.

B - Number of Dependent Relatives
(as of Sept. 15, 1949)

Supported by employees with:	Category 1		Category 2		Category 3		Category 4		Grand Total
	A	B	A	B	A	B	A	B	
1 Dependent	52,583	21,775	3,787	1,359	4,781	714	328	131	85,459
2 Dependents	131,895	40,953	9,209	2,211	15,163	1,541	711	205	201,999
3 "	131,796	93,609	6,841	4,790	15,183	8,532	640	524	261,915
4 "	116,784	133,436	4,710	5,430	12,717	13,267	402	506	287,252
5 "	88,318	141,302	3,085	4,910	8,986	13,674	304	526	261,105
6 "	57,227	118,273	1,493	3,109	5,336	10,744	119	271	196,572
7 "	29,459	75,030	616	1,568	2,357	5,931	84	231	115,276
8 "	11,874	36,014	242	726	850	2,550	28	92	52,384
9 "	3,898	13,769	55	188	275	967	6	30	19,188
10 "	966	3,894	6	24	49	201			5,140
11 "	187	847	6	27	2	9			1,078
12 "	34	170			2	10			216
13 "	12	66							78
14 "	1	13							14
Total	625,035	679,151	30,050	24,342	65,701	58,148	2,622	2,516	1,487,565

	Category 1	Category 2	Category 3	Category 4	Grand Total
Number of employees without dependent relatives	382,403	37,299	11,979	2,724	
Number of employees with depn't relatives	396,127	20,100	37,235	1,827	
Total number of employees	779,530	57,399	49,214	4,551	890,694
Average number of dep't relatives	1.67	0.95	2.52	1.13	1.67

Note: Category 1 represents employees under General Pay Schedule.
" 2 " " " Pay Schedule applicable to Economic Investigators & Tax Officers.
" 3 " " " Pay Schedule applicable to Personnel of Prison, Maritime Safety Agency & Police.
" 4 " " " Pay Schedule applicable to Seamen.
A represents dependent eligible for family allowance of 600 Yen.
B represents dependent eligible for family allowance of 400 Yen.