Occupational Group:	**Postal · 2000 -**
Occupations : (Series of Classes)	**Mail & Telegram Carrying**
	Postal Clerical
	Postal Communications Inspection (See Inspection Group also)
	Postal Communications Management
	Postal Life Insurance Clerical
	Postal Savings Clerical
	Postal Life Insurance Management
	Postal Savings Management
	Post Office Management

Occupational Group:	Public Safety .7300
Occupations : (Series of Classes	Bailiff (See Legal Group also) Detention Home Management (See Juvenile Guidance also) Guard Fire Prevention Identification (Documents) (Fingerprints) (Fire arms) (Modus operandi) Juvenile Guidance Maritime Patrol (See Transportation Group also) Police (Administration) (Investigation) Prison Management Probation and Protection

Occupational Group: Telecommunications · 7600

Occupations : (Series of Classes)

Cable Setting or Cablesplicing (See Craft Group also)

Radio Operation (See Engineering Aid (Telecommunications) in Engineering group also)

Telecommunications Inspection (See Inspection group also)

Telephone Installing and Repairing (See Craft Group also)

Telegraph Operator

Telephone Operator

Telephoto Machine Operation

Telecommunications Management

Telegraph Management

Telephone Management

Remarks: Engineering series related to Telecommunications are listed in the Engineering Group.

Telephone and telegraph operations are not combined in individual positions in Japan nor are radio and telegraph operations.

Occupational Group:	Translating .2700
Occupations (Series of Classes) :	Interpreting
	Translating

Occupational Group:	**Transportation (Highway, Maritime & Private Railway) . 2800**
Occupations (Series of Classes) :	**Harbor Management**
	Maritime Adjudication (See Legal Group also)
	Maritime Patrol (See Public Safety Group also)
	Maritime Safety
	Navigation Officer (Captain) (Mate)
	Purser
	Signalman
	Transportation Management (General)
	Transportation Management (Maritime)
	Transportation Management (Private Railway)

Related Occupations in other Groups

Carpentry (Ships)	See Craft Group
~~Deck Worker~~ Ship's Labor	See Farm & Labor Group
Diving	See Craft Group
Engine Operation (Marine)	See Craft Group
Floating Equipment Operation	See Craft Group
Lighthouse-Keeping	See Craft Group

CIVIL SERVICE DIVISION
Government Section

5 August 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 5 August

Project No. 5 - Develop and Implement Policy and Program for Labor Relations

No further work has been done this week toward the enactment of rules tightening certain phases of administration, with the exception of the rule on granting of leave.

The meeting held this week with representatives of certain SCAP sections to discuss the NPSL as a background for the encouragement of a coordinated employee relations program in the Japanese government did not draw the level of support or attendance desired for such a meeting. With the exception of a few technicians who have been working with this office from time to time, the attendance did not represent strong coordinated interest on the part of GHQ in this major phase of civil administration for Japan. Two matters which came out of the brief discussion were:

1. Thinking among SCAP advisors on the NPSL and NPA is very similar to that among Japanese administrators, namely that the law and the agency are somewhat independent functions and activities in which the functional operating administrators play a very small part and to which they turn for assistance in coping with difficult employment situations.

2. The SCAP advisors seem to take the rather resigned attitude that management personnel of the Japanese government are unwilling and perhaps even refusing to enforce management's prerogative in the conduct of their respective affairs. These management personnel seem to count on GHQ to force any needed action when the situation might deteriorate to a point where the closing down of some one or more major activities of the Japanese government under labor pressure appears inevitable.

In attempting to evaluate the weakness of management personnel within the Japanese bureaucracy the cause seems to lie basically among the following factors:

1. Administrators continue to follow the traditional pattern which is to avoid making individual decisions for which they may be held personally responsible and resorting to such devices as committees, recommendations from GHQ, forced action as a result of negotiations.

2. Intimidation or fear of union reprisals. This is typical of capitulation to the extremist elements which occurred prior to and during the war. Labor in the minds of management seems to be taking the position previously occupied by the militarists.

3. The preservation of the traditional bureaucratic clique in which the individual bureaucrat is very unwilling to act in any manner which might have the ultimate result of detrimentally affecting the interests of all the bureaucrats.

4. The insecurity of the individual official caused by the rather flagrant development in the post war period of unethical practices stimulated by economic insecurity, making them easy prey for intimidation.

5. A general characteristic of weakness in leadership. The loss of the war caused many of the stronger leaders, for security and other reasons, to disappear from public office. Furthermore the purge has also had its effect.

6. The complete lack of understanding of the characteristics of public employment in a democratic state has permitted the free labor movement, as sponsored by GHQ, to cause management to fail to block unreasonable labor demands.

7. An attitude of feeling that they are interim employees left to man the ship during this immediate post war era and subject any day to expulsion from office through one means or another. The incentive to spontaneous action, which might result in some personal hardship, is completely dulled.

8. The traditional departmentalized operation of government and the complete lack of administrative knowhow by operating officials results in the interpretation of the NPSL and the NPA as independent activities and not matters for the concern of operating personnel, or in which they should play an important part. Conversely, they believe that bad employment situations will be handled by NPA under the NPSL rather than by their own action, an interpretation which has not been dispelled by some GHQ advisors.

It was reported by the Equity Bureau, NPA, that two cases have been filed against the NPA on the basis that it has violated the Constitution by discharging personnel for participating in union demonstrations. These cases were covered by appeals to the NPA in January but have not yet been heard under the equity procedures. The cases are to come up on September 12, 1949 in the Tokyo Civil Court. Unless NPA reviews these appeals prior to that date and establishes some interpretation of the law, the situation could become very embarrassing for NPA.

As a result of a misunderstanding by the Labor Ministry, Zentei was specifically invited to participate in a training conference on the revised labor laws to which many other industrial and commercial unions located in Tokyo were participating. When it was brought to the attention of the Labor Ministry, Zentei was invited not to participate. As a result of this, a petition was placed before Dr. Asai by Zentei asking four questions relating

to their position with respect to the labor laws and the NPSL. While it appeard from these questions that this might be an attempt to cause friction between NPA and the Ministry of Labor, and/or CSD and ESS Labor, it is Dr. Asai's belief that Zentei is actually interested in receiving a clear cut statement that they are under the NPSL. Dr. Asai's reason for this belief is based on the fact that Zentei is indicating a desire to conform to the NPSL, particularly since there is no restriction in the law as to who may be a member of a government union. This means that non-governmental personnel could not only belong to the union but could also hold office in the union.

CURRENT ACTIVITIES

NPA

The NPA Employees Association continues to try and stimulate interest in the union and incidentally is inclined to misinterpret Rule 9-O, playing upon the fear of new appointees and their need for adequate representation.

Others

In a conference with the NPA Press Club, Mr. Steward commented on his reactions to the activities of government unions. [redacted] He stressed the need for creating a spirit of cooperative interest between unions and management and the need for eliminating the concept that unions thrive upon "struggle tactics" and should support class warfare. The conference was well presented in the Japanese press.

The rising strength of the Mindo, or conservative, labor element in Japan is characteristic of the world situation and the growing opposition to Communism. Unfortunately in Japan the political derivation of labor groups is constantly involving them in political activities. While the government is attempting to strengthen management and direct its attention against disturbing influences in government operation the conservative element in the unions which basically seem to support such a policy are themselves opposing the present political party in power. Just what compromises will occur between political parties and their related union groups is yet not determined.

The labor offensive which was publicly initiated by the leftist unions has not only failed, but is now beginning to backfire on those who attempted this disruption of public service. The pendulum seems to have swung past the neutral point. A suit has been filed against the Kokutetsu in Tokyo. Legal action is being taken by the Labor Section of the Osaka prefecture against employers who continue to pay wages to full-time union officials in violation of the Trade Union Law. A series of arrests have been made as a result of the Mitaka train incident and further arrests in connection with the Taira incident. A raid was conducted on Akihata headquarters in Tokyo,

and also in Communist headquarters in Kobe and Osaka because of "wall gazette" incident. A suit has been filed by a teacher in Akita Prefecture against Tokuda, Communist leader, for statements made by him inimical to the interests of the Occupation. Repatriates have constantly used obstructionist tactics against those trying to assist them in their return. The Judicial Affairs Committee has come out publicly stating that these disturbing influences are attributable to Communist activities. The Shimoyama and Taira incidents have drawn wide attention. All these matters are being given extensive publicity and public opinion is rapidly forming against radical union activities. Unfortunately this may seriously affect the free labor movement which in its immaturity is now becoming discredited.

While somewhat belated efforts are being made by the leftist interests to salvage the situation, as evidenced by the recent "struggle declaration" by Zenkanro (incidentally not concurred in by the teachers union) and the calling of a mass meeting in Tokyo for the week-end of the 17th, actually there appears to be a strategic withdrawal on the part of such interests. Leftist leadership apparently is going underground and the Tokuda approach will undoubtedly be followed. The strategic withdrawal by the leftist elements is done in order to permit other leaders to assume leadership and responsibility for any of the potentially bad economic situations and period of social unrest that may arise. Following this they will attempt to return to power on a wave of reaction.

There is a report that Zentei Central Struggle Committee has decided to divide its organization into two units, one for telecommunications and one for postal service.

√ Project No. 26 - Advice on Administrative Management Programs Involving Civil Service

The Judicial Affairs Committee of the House of Councillors has appointed a sub-committee to consider all matters that would be classed as subversive and to drafting a "Subversive Activities Control Bill". Indications are that the Diet may convene as originally planned in September but will not undertake any business matters until late October or even early November. The reason behind this is believed to be the need for some adjustment in the budget to meet emergency relief measures, to establish anti-deflationary policies and to consider Shoup recommendations. Since the tax reduction promises made this summer may have to be abrogated it may require further time for political party alignments. Consideration is still being given to the revision of the police laws and this also is believed to require still further discussion and time before any solution may be obtained.

Transfer of the local branches of the Ministry of International Trade and Industry to local government was decided upon in a Cabinet meeting, to become effective November 1, 1949.

An informal committee is now working on further government reorganization plans. This committee was selected by the Cabinet but is of an informal nature since members of the Diet are working on this committee and apparently may not be officially appointed to such positions. The Administrative Management Agency is acting as the Secretariat to this committee. The Diet members are reported to be very verbose, as a result of which little progress has been made.

The retrenchment program planned for the Ministry of Postal Services and the Ministry of Telecommunications will be immediately put into effect. Unions have attempted to oppose this action and have used a number of their usual struggle tactics, but management continues to hold to its intentions.

MacDonald Salter

MacDONALD SALTER
Chief, Classification
and Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

1 August 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT : Weekly Progress Report
Week Ending 29 July 1949

Project No. 59 - Watchtower

Very active - much business

Project No. 60 - Current History Civil Service Division

No Progress

TLE

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

1 August 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report, July 25 - 29

Project No. 36:

1. A conference was held July 25 at which the NPA Commissioners, meeting with CSD staff, presented their plan for the examination for critical positions. A minority plan was submitted by Mr. Yamashita which deviated from the majority report primarily in its opposition to the open competitive nature of the examination. Mr. Hoover requested a new plan to include provision for a "trial run" examination in a limited segment of the Japanese government prior to applying the examination to the entire government. Follow-up conferences were held with Dr. Asai and with Mr. Miyaji, Mr. Yamaguchi, Mr. Otake and others.

2. The grouping of positions into occupational areas for examination purposes has been completed for the central agencies and will be finished for the regional offices early next week. Examination Section staff has also been analyzing the personal history statements earlier for information relative to minimum qualifications.

3. A conference was held on July 28 with Mr. Miyaji and Mr. Yamaguchi to discuss details of the new plan for a "trial run" of the examination for critical positions. A memorandum for the record covering the meeting has been filed.

4. Two conferences (July 27 and 28) were held with members of the Examination Section, NPA, on designation of positions, grouping of positions, and establishment of minimum qualifications. Memoranda for the record have been filed.

5. Conferences were held with the following representatives of SCAP sections: Mr. Roche, Mr. Herrington, Lt. Col. Barnett of Natural Resources Section; Colonel Johnson, and Dr. Morton of Public Health & Welfare; and Mr. Robinson of Postal Affairs, Civil Communications Section (See memoranda for the record).

6. Production of test items is summarized as follows:

	This Week	Total
Administrative	81	683
Technical	528	3100

These figures by no means represent the number of items approved or even translated. Until a translator or translators can be assigned to the Examination Branch for work with the branch, the backlog of untranslated and therefore unreviewed material will continue to pile up.

7. NPA reports 426 temporary appointments approved, 5 disapproved, and 7 held pending. Examination Section, CSD, reviewed and approved 9 temporary appointments.

√ Project No. 38:

1. The status of the foreign service and police examinations remains as reported last week.

2. Discussions were held with Mr. Eaton, Public Safety Division, relative to the proposed amendment of the national police law.

3. Three persons were certified to the Attorney General's Office during the week. One person was appointed to the Board of Audit out of 10 previously requisitioned. There is difficulty finding eligibles for positions with the Board.

√ Project No. 39:

1. The major activity of the Examination Section, NPA, for the week was devoted to work on the examination for critical positions.

2. The Examination Section, NPA, prepared a final examination for the 6th Civil Service Institute at Nikko.

3. The Examination Section, NPA, studied and planned budget requirements for 1950.

√ Project No. 41:

1. Field trips to regional offices were made in order to train regional office staffs in the use of personnel records (jacket files) and service record cards. The Chief of Examination Branch, CSD, visited the following regional offices: Osaka, Takamatsu and Hiroshima.

2. The weekly summary of the certification or delegation of appointing powers and other activities of the section is presented in the following table:

Appointing powers	3 Cases (Revision)	61	Persons
Concurrent appointments	Application	163	"
	Action taken	163	"
	Pending	205	"
Articles 103, 104	Application	5	"
	Action taken	6	"
	Pending	8	"
Part-time employment	Application	36	"
	Action taken	36	"
	Pending	0	"

✓ Project No. 44:

1. During the week six conferences were held with members of the NPA and GHQ. One of the three special reports requested will outline NPA policy and program on conducting employment investigation of Article 9, Supplementary Provision, NPSL, eligibles. Memoranda for the record covering the conferences have been filed.

Maynard Shirven (T Speecher)

MAYNARD N. SHIRVEN
Chief, Examination Branch
per J. L. S.

JLS:MNS:rp

To: D. Pierson ✓

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : ✓Weekly Progress Report on Project Assignment
✓No. 63 for the Week Ending 29 July 1949

1. Spent most of week on Equity Rules in order to get them into effect. Made revisions of rule in accordance with recommendations set forth by Mr. Hoover and all other insertions and changes which had come up during discussions with Equity and Legal Bureau representatives. Revisions were given to NPA for approval. All items were discussed, fine points, references and the like checked, and everything except one item was approved by NPA in the last draft. This item will probably need to be cleared between Mr. Hoover and the Commissioners. The subject of controversey is whether the Authority or the Chief of the Equity Bureau with the approval of the Commissioners shall be designated in the rule as the selection agent for Equity Board members.

2. Conferred with Mr. Shimizu on important aspects of his training program for the new service records procedures. Outlined points that needed stress and additional explanation. Discussed, in addition, the forms which would need to be drafted for use of agencies in maintaining their personnel file data. The Medical Examination form, the Report of Injury and Occupational Disease, and completion of Training forms will be worked on first. After studying the Personal History form submitted by Mr. Shimizu, I rejected the form due to the fact that it was a duplication of the presently used application form.

HM

HELEN MACHIN
Administrative Assistant

HM:vr

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR : Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for the Week Ending 29 July 1949

Project No. 51 - Organize Staff and Initiate Activities--Bureau of Internal Administration

1. Guards. With your advice instructions have been given to purchase uniforms for the guards. As we have some twenty guards at this time and uniforms cost approximately ¥ 10,000 each the total cost of the uniforms will be ¥ 200,000 and as ¥ 100,000 of this amount is available it will be necessary to transfer the balance from some other budget item. As you may recall, the need for these uniforms was necessary from a psychological view point due to our inability to deputize the guards as policemen.

I have asked Mr. Ono to prepare passes for all members of the staff of the Civil Service Division who may have occasion to call at the N.P.A. Building. The primary purpose of guards being security I do not think we should install a rigid pass system without members of this staff being subjected to the same regulations. These passes will be issued the first of next week.

2. Files. Tentative layouts for the floor plans of a central filing system are now being prepared. I have suggested that plans be submitted indicating what can be done with a single office or a unit of five offices. Also, to be checked, is the structural strength of the floors for permissable loadings which would result from such a central filing system.

3. Budget. The bureau chiefs are now preparing estimates for next year's budget. It appears that by law each ministry or agency must submit the proposed budget to the Minister of Finance not later than August 31st of each year. It seems the Japanese, also, must be getting around to enforcing some of the laws. Of course, preparing a budget so far in advance, considering the fluid condition of operations of N.P.A. at this time, budget figures compiled now will undoubtedly be rather meaningless by next April. I spoke to

MEMOR FOR MR. HOOVER

29 July 1949

the bureau chiefs, advising them how to prepare this budget estimate and I believe we can get uniformity for the first time relative to all bureaus. In addition, many items which were overlooked in the current year's budget should be considered in next year's budget because each branch chief will have approximately three weeks in which to study budget proposals. I have asked each bureau chief to contact his respective branch chief as to present or proposed programs and activities and to translate such items into the budget estimates.

4. Office Space. Most of the time of this last week has been given to the knotty problem of obtaining the necessary office space which we need in the N.P.A. Building. This subject has been amply covered in memoranda to you from Mr. MacCoy dated 26 and 27 July. Yesterday afternoon and last evening the committee consisting of representatives from each agency in the N.P.A. Building were to have met and, I hope, come to some comclusion which could be considered acceptable by us. Mr. Ono has not reported to me as of this moment and you will be advised accordingly in another memorandum.

FOSTER B. ROSER
Examination Specialist

FBR:med

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM TO: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Report of Activities for the Period 22 July - 28 July

Project No. 47 - NPA Rules

1. The status of pending drafts of rules is just the same as reported in last week's activity report with the following exceptions:

(1) Promulgated by the Commission:

A Directive temporarily prescribing the qualifications for statisticians of the National government.

Rule 11-2, Temporary Retirement of Personnel in the Educational Service.

(2) Referred to Mr. Hoover for clearance or comment:

Rule entitled, Holding Concurrently a Key Position in a Profit-Making Enterprise or Carrying on their Own Profit-Making Enterprise by Personnel.

Rule entitled, Oath of Office of Personnel.

Amendment of Rule 8-1 to give NPA effective control over transfers of all section chiefs and higher personnel.

A Directive to establish standards for the appointment of section chiefs for higher personnel.

(3) The Commissioners indicated that they are now ready to pass the rule which NPA has cleared providing for Special Exceptions to the Law for Personnel of Kodans. I requested that they defer promulgation of the rule until the abolition of Rule 1-5 has been settled. It seems to me that NPA would be in a more comfortable position to abolish such rule, thereby returning the Foodstuff Distribution Kodan to the regular service, if at the same time it promulgated the rule providing for the Special Exceptions for All Kodans. In addition the pressure by all Kodans upon NPA might serve to encourage them to reach an early settlement with Mr. Hoover of the problem of Foodstuff Distribution Kodan.

(4) As described by separate memorandum to Mr. Hoover, the

undersigned learned from Mr. Okabe that even the staff of the National Personnel Authority is unaware of the differences in concept and procedure between collective bargaining in industry and negotiation under the National Public Service Law. For such reason amendment of Rule 1-2 was recommended to define "negotiation". Recommendations were also made to adequately inform the staff of NPA, other personnel of the government and the general public of the different concepts.

√ Project No. 48 - Local Public Service Law

1. Inasmuch as the drafting of the Local Public Service Law is now in the hands of the Local Autonomy Agency, no activity took place on this project. The following matter is closely related however: On request of the Labor Division, ESS, a meeting was convened at Legal Section to determine the present force and effect, if any, of Cabinet Order 201 adopted by the Cabinet as a consequence of a letter by General MacArthur, dated 23 July 1948 (see separate memorandum to Mr. MacCoy, dated 26 July 1949). Tentative conclusions reached by Judge Opler were that Cabinet Order is still in full effect with respect to the Local Public Service. At this writing, however, the Japanese text on which such tentative conclusions were based was re-translated at Judge Opler's instruction with the result that the opinion is now held that Cabinet Order 201 expired upon promulgation of Law 222 of 1948, Law for the Partial Amendment of the National Public Service Law. Unless we find that the Japanese text used by the Legal Section was inaccurate (they did not use the Official Gazette), it will be necessary for the Cabinet to issue a new Potsdam Ordinance in order to provide the controls over local government which were imposed by Cabinet Order 201.

√ Project No. 49 - Current Legislation

1. No activity.

√ Project No. 50 - Statistics

1. In preparation for the carrying through of the project, a conference was held with Mr. Sekido, Chief of the Statistics Section of NPA; Foster Roser also participated. The object of the conference was to determine what are the present activities of the Statistics Section and to find out what plans, if any, have been made for a rounded statistical program. Present activities were found to be very limited, but Mr. Sekido indicated that a program for the future has already been developed and has the blessing of the Commissioners. A report on present activities and on the future program has been requested to provide a starting point on which to base Civil Service Division's advice for an adequate and meaningful program.

Miscellaneous Activities

1. By separate memorandum, the undersigned requested a decision by Mr. Hoover as to whom the Bureau of Equity should transmit its reports in the future. In the past, as a temporary expediency, such reports have been addressed to the undersigned, who has merely routed them to the most interested persons within the Division. Also by separate memorandum, the undersigned explained his objections to:

a. The efforts by Tokyo Civil Affairs Team to undertake an immediate reform of the personnel system of the Tokyo Metropolitan Government including the classification of all positions.

b. The admission by the National Personnel Authority of representatives of Tokyo to the next Nikko Institute.

GORDON PETERSON
Chief, Organization Branch

GP:rj

CIVIL SERVICE DIVISION
Government Section

July 29, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report--July 25-29

Project No. 30: - Retirement System

A further review was made of the Pension Research Council Order in order to determine the specific functions delegated to this body. Contact has been continued with Mr. Takimoto concerning the progress of the Social Security Research Unit on projects related to a retirement system. No report is available at the present time. However, Mr. Takimoto has informed the Specialist of the intended formation of a retirement section within the Compensation Bureau.

Project No. 31: - Injury Compensation Administration

The translation of the preliminary draft of the Law Concerning Accident Compensation for Government Employees has been reviewed in detail. Upon completion of this review, the Specialist conferred with Mr. Davis concerning the shortcomings of this draft. To both individuals, the tentative law appeared too loose and too vague. It appears that this document needs considerable revision in order clearly and specifically to delineate the responsibilities of each agency concerned. Mr. Davis and the Specialist agreed that the latter should make revisions of this tentative law. Upon completion of this revision, Mr. Davis will review the document and make further suggestions, so that a complete draft will be available for presentation to the Diet during its next session. The Specialist has already begun this revision. It is expected that he will have completed this phase of work by not later than the middle of the coming week.

Project No. 32: - Mutual Aid Program

The Specialist attempted to contact the PH&WS in order to obtain additional information concerning the investigation and the irregularities in the activities of certain Mutual Aid Associations. Unfortunately, Mr. Rose has been assigned to temporary duty outside of Tokyo. Mr. Sullivan, his supervisor, did not have any additional information available at the present time. However, the Specialist was informed that the Ministry of Finance is apparently proposing further revisions in the National Public Service Mutual Aid Association Law. The specific nature of these revisions will be discovered next week when Mr. Rose will have returned. An attempt was made to contact Mr. Appleton, Legal Section, in order to discover whether his section had any intentions of pursuing and reactivating the proposed

revisions of the National Public Service Mutual Aid Association Law as worked out in collaboration by representatives of five SCAP divisions and sections. Unfortunately, Mr. Appleton was on annual leave and cannot be contacted until his return during the middle of the coming week.

Contact was made with Captain Guida to discover whether or not any bills had been submitted to the Diet concerning this particular program. No such bills had been reported upon. Contact was made with the National Personnel Authority directly with Mr. Takimoto, and indirectly with Dr. Asai, concerning the advisability of the NPA attempting to initiate legislative action in the Diet to promulgate the revisions in the National Public Service Mutual Aid Association Law as worked out by the collaboration of the representatives of the five interested SCAP divisions and sections. Report has been received from the NPA on this matter. It is under study at the present time.

Project No. 26 - (Organization of the Japanese Government)

Conference has been held with Mr. Onouchi, Chief of the Classification Section, Compensation Bureau, NPA, in order to obtain information concerning a Cabinet Committee on the Communications system. The organization chart prepared by the NPA has been reviewed by the Specialist. As a consequence, it has been found necessary to consult with Captain McWherter and representatives of the Administrative Management Agency concerning the use of uniform terminology in organizational work. Arrangements have been made for this agency to cooperate with the Classification Section of the NPA in the usage of such terminology when, if, and as developed throughout the Japanese Government. In addition, the Specialist has received a considerable volume of material covering the sectional organization of most of the Japanese Government. Consequently, he is in a position to bring all organizational outlines up-to-date as of 1 July 1949. In view of the deadlines involved in Projects No. 31 and 32, the Specialist has not yet been able to turn his attention toward the completion of this task.

Walter P. Domanowski

WALTER P. DOMANOWSKI
Compensation Specialist

WPD:vr

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for week ending 29 July

Project No. 28 - Set up control for compensation administration in the Japanese Government

1. Rule covering the administration of leave for employees in the Japanese Government continues to be under study by the Commissioners and has not been submitted to this office for final review.

2. Further work has been carried on in this office regarding the preparation of suggested legislation for presentation to the next session of the Diet providing for basic statute covering leave for employees of the Japanese Government.

3. Rule of NPA covering installation of uniform payroll system is still under study.

4. Additional work regarding revision of some of the forms to be used in time and leave reporting and payroll preparation is being carried on. These changes have been found to be necessary since it is planned that Rule 9-0 of NPA will be amended. After work has been completed these procedures and the necessary forms will be handed over to Miss Machin for the necessary coordination.

5. Following a study made by the Salary and Wage Section concerning disbursement of pay for educational officials holding current positions, NPA has drafted a reply which has been approved by the Legal Section, NPA but which has not yet been approved by Dr. Asai.

Project No. 42 - Organize, staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Work has continued in the office of the Salary and Wage Section on the compilation of data resulting from the wage survey in industry. Final compilation is being held up pending the allocation of five of the key positions by the Classification Section, Bureau of Compensation, NPA. Mr. Rankin of this office will approve the allocation of these positions prior to inclusion in the report.

2. All necessary plans have been completed and the survey of government employees regarding compensation, hours of work, and related matters will be initiated on 15 August.

3. Studies are continuing regarding the individual work schedules of employees of the Tokyo Central Telephone Exchange. The announcement of the 44 hour work week may have some bearing on the rescheduling of the work of these employees.

4. Studies have been completed and recommendations made to the Cabinet regarding the cold area and coal allowances. A proposed draft of the Cabinet Order has been presented to this office for review by the ONPA, but it has been found that there are some revisions required concerning daily paid employees. The Cabinet Order is to be redrafted and resubmitted to this office on Monday of next week.

5. Recommendations of the Research Section of NPA concerning the new market basket have been received in this office but there has not been sufficient time to make a careful study.

6. Recommendations of the Commission concerning salary schedules of employees of the National Taxation Board have not yet been submitted to this office as they are still being discussed by the Commissioners.

7. Recommendations as to salary schedules of educational officials and employees of the Procurator's Office have not been released by the Commissioners. Salary schedules and schedules for payment of special allowances to land-based personnel of CMMC have been reviewed by this office and have been given approval.

Project No. 43 - Set up compensation hearings procedures as applied to compensation research

1. No further action has been taken regarding the report of Commissioners as a result of the compensation hearings conducted in the early part of this year.

2. Conference is to be held on the afternoon of 29 July concerning the application of wage schedules and allowances for CMMC seamen. The plan as originally submitted has been revised in accordance with suggestions of this office and the Finance Division of ESS. It is anticipated that a final decision will be reached in regard to this matter at this conference.

Comments:

A conference was held with Dr. Imai, Chief of ONPA, regarding the effect of his resignation as Director of that office and plans for the organization in the future. It is generally considered that legislation should be drafted by NPA to be presented at the earliest possible date to the Diet providing for the abolishment of the ONPA and the transfer of these functions to the NPA.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

CIVIL SERVICE DIVISION
Government Section

July 29, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 29 July

Project No. 24: - Construct Position-Classification Plan (A)

1. Series definitions and class descriptions were reviewed during the week and summations of the distinguishing features of classes were prepared.

2. The fourth class determination survey is in progress.

3. Three conferences were held with Mr. Onouchi regarding the progress of work. The major items discussed in these conferences were the budget for the next fiscal year and the series to be studied in the fifth class determination survey which is to commence shortly. Discussions on the proposed budget were exploratory.

4. I attended tne weekly meeting of classification staff, NPA, Tuesday afternoon.

5. A conference was held with Mr. J. E. Jackson, Chief of the Patent Property Branch, Civil Property Custodian, regarding patent activities of the Japanese government. Subsequently, the identification of patent series was discussed with Mr. Tachibana, Classification Section, NPA. Six series in the patent group have been identified and class determination survey work is now in progress or will be undertaken shortly on ~~three~~ five of these six series.

Project No. 27: - Organize, staff, and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. Contrary to my report last week, further training was held for new personnel of the Classification Section, NPA.

2. Discussions were held with Mr. Roser regarding requests from Mr. Onouchi for a Japanese typist in the Classification Section and for the payment for bus and railway tickets for position classifiers engaged in official travel. The matters have not yet been resolved.

ALAN C. RANKIN
Classification Specialist

ACR:vr

CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 29 July

Project No. 5 - Develop and Implement Policy and Program for Labor Relations

NPA has taken no further action toward the adoption of rules or amendment to rules affecting the tightening of administration or effecting the administration of leave. The recent order by the British Labor Government permitting any political activities by blue collar workers may have an effect upon the proposed "political activity rule".

It is quite apparent from activities occurring between the union organization and management of the Ministry of Postal Services that a definite drive is under way to establish negotiation or collective bargaining on the same basis as it has been known in the past in government, and is now being carried out under the Public Corporations Labor Relations Law and the Labor Relations Adjustment Law. The radical element of Zentei seems fairly well concentrated in the Postal Services as evidenced by this and the appeals received by NPA. It appears imperative that NPA shortly define what is meant by negotiation and what matters may properly be the subject of negotiation. Until this is done and is widely distributed and understood by employees and management this continued misunderstanding will be present and employees in good faith will be carrying on their activities under the old concept.

CURRENT ACTIVITIES

National Personnel Authority

The NPA employees' association, after several false starts, finally held their elections to fill vacancies on the executive committee. This was done by providing a system whereby a non-confidence vote was taken calling for an expression of negative attitude toward the candidates. All persons, therefore, who did not mark their ballots in a negative manner were considered to be voting affirmatively for the candidates. Needless to say, this is an erroneous assumption, particularly in view of the information which indicates that there is a waning employee interest in the association as exhibited by their inability to obtain sufficient membership for a quorum even in section meetings. This device is something that was developed by the election administration committee appointed for this occasion to cope with their inability to turn out votes. It resulted in an average of 75 votes being cast against each person who was a candidate. This, peculiarly enough, coincides with previous votes in which approximately 70 or a multiple thereof were the controlling votes on previous occasions. This would indicate that the real indigenous interest in the association probably amounts to around 70-80 members.

A report from NPA states that dues have not been coming in satisfactorily since the old payroll deduction method for union dues had been declared illegal by NPA Rule. The psychological effect on the employee of getting his whole pay and his unwillingness to turn back part of it as dues is undoubtedly the main cause. In addition, some employees have indicated that they believe NPA itself is doing enough in the way of welfare so that there is no need to pay the association for the same thing. The association, however, continues to do everything it can by holding meetings and discussions in order to stir up employee interest in the association. Their emphasis on programs seem to be of a welfare nature.

Investigation by NPA indicates that the association has, since its inception, been employing a person by the name of Kawamoto at ¥ 4,500. per month to advise and handle the affairs of the association. In addition a young clerk has also been employed (this person was reported to this office but the former person has never been reported). It is found that Mr. Kawamoto is a recognized JCP leader in a local chapter and undoubtedly wrote most of the early issues of the "New Dawn" and has been behind some of the other pamphlets and such like activities. Mr. Mioryu, who was among those dismissed employees found to be unsatisfactory during probationary period and is the leader of the dischargee cell, is known to be a close associate of Mr. Kawamoto. Since this person is an employee of the association it is not reasonable to ask the association to dismiss such employee. However, since security of NPA is involved, the strict enforcement of security control in the offices and halls of NPA is being insisted upon and only those who have official business will be permitted to enter the premises. Furthermore, the association was informed that their present office space will have to be taken over for use by regular offices of NPA. The association has been encouraged to seek other office space outside of NPA in order to protect its independence. However, an effort will be made to provide space which will be strictly on a temporary basis.

Others

It is apparent that the drive by Kokutetsu to abrogate the retrenchment program has turned out to be a complete failure. Public opinion has never expressed any sympathetic interest with those who have been opposing the retrenchment and is now turning against JCP. The radical leadership in Kokutetsu having pinned their hopes and aspirations on upsetting this program are rapidly losing face and conversely the strength of the Mindo or conservative factions within Kokutetsu is growing. It had been the original plan of JCP inspired organizations to develop a major labor offensive through the creation of instances and when possible develop them into nation-wide instances by the combination of forces of Zentei, Kokutetsu, farm labor groups and certain industrial unions. Fortunately, the sporadic outbursts that occurred late in June and early in July were reasonably well handled by the police. The government, on it's side, took a very firm stand

and a watchful and waiting attitude toward the hue and cry that has been roused by the radical elements. Kokutetsu having completed its retrenchment program has now substantially lost any important position in the plans of those causing disturbances. Zentei, on the other hand, has shown signs of becoming very prominent through publicity and noise. For instance they have organized conferences for the protection of industry throughout Japan which actually are a selected group of people who announce themselves as such and as a result thereof obtained some publicity. Zentei actually seems to have refrained from any planned illegal actions though there may be some isolated instances as described above. It is doubtful whether Zentei will cause any serious disturbance since there is a substantial and growing rift within the organization between the conservative and radical elements. The greatest danger appears to be from over-enthusiastic membership in some radically lead chapter taking such illegal actions as refusing to work, entering into negotiations with management or otherwise attempting to coerce management. Actually if the membership of such a chapter were sufficiently well informed on the National Public Service Law it could reasonably be assumed that even these actions will be reduced to a minimum.

The conservative or moderate elements in Kokutetsu, Zentei and Sanbetsu have now grown to a numerically strong body equivalent to about half their membership or somewhere in the vicinity of 600,000. Since unions generally have a political derivative, these conservative elements are now receiving support by coalition political activities of the government. There is every reason to believe that this conservative movement will continue to accumulate momentum and to grow rapidly. Confirming this thought is the indication now that JCP has been busy reshuffling its leadership in local and cell operations in a move to hide them from authorities and replace them with young and unimportant members of the party, thus making it easier to go underground in the case of complete failure or frustration of their cause. Supporting this reorganization is a change in time-table indicating the possibility of some other "offensive" late in December.

The failure of JCP's summer offensives is blamed by them on too great emphasis having been placed on "relying too much on others and on tactics to follow." This is a perfectly natural development in any large organizational movement where there is no true and spontaneous interest present. Whenever the central organization attempts to spell out a program, those in the lower echelons will invariably do only the minimum amount required and then sit back and wait for further instructions. Efforts are now being made by JCP to encourage locals "to expend their energy" and to take the point of view that this is the "last and final operation". Efforts are now being made not to oppose the conservative or Mindo interests but to make a substantial drive to secure the support of neutral or independent

groups. Furthermore the local work shop is to become the real point of action. Joint struggles of course are to be developed with repatriots whenever possible. An interesting instruction is the following: "Legality or Illegality--legality or illegality of action depends on the point of view taken. All labor movements are illegal according to the capitalists but are fully justified in the eyes of the people, who are the final judges as even the capitalists admit." It is now believed that the second attempt at a summer labor offensive is under way but the prospects of any semblance of success do not appear.

Last week Masuda, Secretary General of the Cabinet, indicated that authority would be sought and action taken against JCP if it were determined that the disturbances were attributable to that party. The Judicial Affairs Committee of the Diet has now reported bluntly that the Communists are to blame for instigating the mob attacks upon the police at Taira, Fukushima Prefecture. If subsequent investigations by police and procurators concur with the Diet, authority may well be sought to outlaw JCP.

The situation resulting from the retrenchment program will undoubtedly be substantially relieved by the release of counter-part funds to be used in the rehabilitation of the railways and telecommunications system.

It is reported that Labor Minister, Suzuki, stated that "discharged state railway employees can become members of the negotiating committee of the State Railway Workers Union subject to approval of the union by virtue of Article 9 of the Public Enterprise Labor Relations Law." This article merely places more restriction on who shall be a representative and it is inferred that the union, of course, would have to authorize such action. The fact that the person no longer is a member of an organization in good standing after having been discharged still seems to change his status and necessitates affirmative action by the union before he may continue to be a member of a negotiating committee.

NPA, in developing its publicity, this week issued a poster dealing with the equality of opportunity and equality of pay of women with men in the public service. This coincides with the announcement that the week commencing August 1 will be women workers' week.

At a meeting of the All Japan Teachers' Union held this week it's struggle tactics were discussed and the union agreed it will stand firm on its present policy to stay "within the bounds of law" and to hold to a conservative pattern. A motion to demand the withdrawal by the State Railway Corporation of the dismissal of 17 members of the Central Struggle Committee of Kokutetsu was defeated. Furthermore, this was the one union that offered the "struggle declaration" issued this week by the National Liaison Council of Government Workers.

Project Number 26:

The Handa Plan for the liquidation of local branches of the central government offices will probably be implemented in October. This is a delaying action from the original schedule which called for implementation in August.

At the request of Yoshida, acting upon a resolution of the House of Councillors on this subject, the Cabinet, in a decision on 12 July secretly agreed upon the appointment of a Telephone and Telegraph Service Restoration Council to be composed of state ministers and persons of knowledge and learning appointed by the Prime Minister. The avowed intent is to conduct research and deliberations and advise the Prime Minister on important matters concerning restoration and improvement of the telecommunications services. Actually it is believed that this committee if appointed will consider the matter of changing the telecommunications system over to the control of private employment.

Should the proposed Ministry of Public Works be developed it will supplant the present Ministry of Construction but will include the following functions: parks, waterworks, forests, uncultivated lands, rivers, harbors and dams and public works projects. This would reduce the Ministry of Agriculture & Forestry to nothing more nor less than a Ministry of Food.

Further consideration is being given to the revision of the police law for the purpose of

(1) Unifying the national police forces with local government forces

(2) Giving administrative power by the national government directly over the national police force

(3) Restudying the authority held by the public safety commission.

The appointment of a Public Enterprise Arbitration Commission for the railways and for the monopoly corporations was announced this week with their first meeting to be held shortly after August 1. Imai, the present head of the Office of New Pay Administration, will be a member of the Railway Arbitration Committee. Itsutaro, Chairman of the Central Labor Relations Committee, and member of the Postal Administration Advisory Commission, will also be a member. In addition, two Mediation Commissioners were also appointed respectively for the railways and the monopolies.

The Cabinet announced that all legislation for the special session of the Diet should be submitted by 10 August and will be cleared by the Cabinet no later than 9 September.

MACDONALD SALTER,
Chief, Classification-Compensation Branch.

MS:mvb

CIVIL SERVICE DIVISION
Government Section

26 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Report of Activities for the Period 15 July through 21 July, 1949

Project Number 47 - NPA Rules:

1. The following rules and directives recommended by NPA are before Mr. Hoover for clearance:

a. Directive Establishing Temporary Qualifications for Government Statisticians.

b. Temporary Retirement of Personnel in the Educational Service.

c. Concurrent Occupations by Personnel in Posts in the Special Service, in the Local Public Service or in the Service of Public Corporations.

2. The following rules are being held up by Dr. Asai pending his discussion with Mr. Hoover:

a. Exception to the Law Based on the Special Nature of the Duties and Responsibilities of "Kodan" Employees.

b. Amendment of Rule 1-4 to Abolish Rule No. 1-5, the Special Government Service.

c. Prohibition of Resorting to Duress and Coercion to Interfere with the Performance of Official Duties.

d. Issuance of Regulations.

e. Delegation of Authority.

f. Contracts for Personal Services by the National Government for an Organ thereof and Foreign Nationals.

g. Political Activity.

h. Direct Payment of Salaries.

3. The following rules are being drafted or revised by the Legal Bureau of NPA for delivery to Civil Service Division within a few days:

a. Oath of Office by Personnel.

b. Administration of Leaves of Absence.

c. Limitation of time which can be devoted to part time negotiation by personnel.

d. Limitation upon number of persons who may negotiate or appear in groups to make requests.

4. A week ago Mr. Hayashi of Civil Service Division prepared an analysis of the Japanese names of NPA's proposed bureaus and sections. His analysis confirmed the opinions previously expressed by Messrs. Shively and Suzuki, namely that the Japanese names recommended by NPA are not only inadequate translations of the approved English names, but they are in fact misleading. In a carefully prepared statement, Mr. Hayashi recommended more suitable Japanese terminology. During the report period, the undersigned met with Messrs. Hayashi and Okabe. In such meeting the most appropriate Japanese terms were selected, most of Mr. Hayashi's suggestions being accepted by Mr. Okabe. Such terms were then routed through channels to Mr. Roser to NPA's Organization and Planning Section to the Commissioners. Mr. Okabe reported, as we had anticipated, that the Commissioners have strong objections to the terms recommended. Their objection is based solely on the fact that more than two Japanese characters have been used in a large portion of the organization names. Custom dictates that only two characters be used. Such custom has, however, been in the process of disintegration during the last year or two. It is clear that two characters are completely inadequate to convey the meanings contemplated by the Civil Service Division. It is also clear that the Commissioners will not easily give in to the use of more than two characters.

5. On July 22nd the following rule was promulgated by NPA:

No. 15-5, Exception Concerning the Summer Work Hours of Personnel.

Miscellaneous Activities

1. As explained in considerable detail by separate memoranda for the record and to Mr. MacCoy, the undersigned met with Mr. S. S. Moss of Anti Trust and Cartels Division, ESS, at the latter's request. Mr. Moss is attempting to block the return of Trade Associations to a position of controlling the National Government's regulation of industry. The recent passage of many laws providing for Advisory Committees has resulted in the appointment of a large number of officers of Trade Associations to such committees, thereby placing them in strategic positions to influence government policy in undesirable fashion. His plan is to secure a Cabinet resolution which would prohibit the membership of

full-time officials of Trade Associations on Advisory Committees of the National Government with certain specific exceptions. Despite the fact that there is in some degree an infringement upon the jurisdiction of the National Personnel Authority, the undersigned recommended and Mr. Hoover concurred that NPA be kept out of the matter inasmuch as the problem is one of control of industry rather than strictly a personnel policy. Mr. Moss will be so informed but request is being made that Civil Service Division and NPA be given an opportunity to review the proposed Cabinet Order, particularly from the standpoint of terminology and its consistency with the National Public Service Law.

2. Mr. Okabe has submitted in a preliminary form his proposal for amendment of the National Public Service Law. The objective of such an amendment is to exempt from taxation the income received by employee organizations registered with the National Personnel Authority. Income derived from profit-making activities or enterprises of such an organization would, however, be subject to taxation. Both the spirit and the language of Mr. Okabe's recommendation agree with that contained in labor legislation and subsidiary Cabinet Order as now in force with respect to Trade Unions. The sponsorship of such an amendment by NPA would appear to add prestige to NPA. Therefore, unless the submission of this amendment would seriously tempt the addition of injurious amendments on other subjects, it would seem advisable to encourage NPA's sponsorship of the proposal. Mr. Okabe was advised to submit his proposal to NPA and if and when accepted by the Commissioners, it should be resubmitted to Civil Service Division.

3. It was learned on 15 July that the Ministry of Finance issued an instruction to all Ministries to the effect that it is proper to deduct from payrolls the repayment by personnel of loans secured from Mutual Aid Associations. Such instruction included the information that the National Personnel Authority concurred in this advice. Evidently someone on NPA's staff did voice such an opinion. The Commissioners and the Legal Bureau, however, hold that such deductions would be unlawful. It is reported that Mr. Sato secured the agreement of Mr. Nakao of the Ministry of Finance to rescind the earlier instruction and to point out that payroll deductions for the repayment of loans would be unlawful.

4. Another chapter of Mr. Okabe's essay on the National Public Service Law was checked, slightly revised and cleared by the undersigned for publication in the magazine, Komouin.

✓ 49, 49, 50

Other Projects

1. No activity.

GWP:rj

GORDON W. PETERSON
Chief, Organization Branch

CIVIL SERVICE DIVISION
Government Section

25 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report on Project Assignment
No. 63 for the Week Ending 22 July 1949

1. Conferred with Messrs. Bettis and DeAngelis regarding procedural changes in the timekeeping and payroll procedures. A payroll balancing sheet showing pay breakdown items by individuals and providing for certification of the totals derived thereon was substituted for the original certification showing totals only. The results of this meeting were outlined verbally for Mr. MacCoy who requested that this procedure be cleared with ESS Public Finance Division. As soon as the new form has been drafted by Mr. DeAngelis, I plan to discuss the procedure with Mr. Reid of ESS.

#1 2. Conferred with NPA Equity Bureau representatives, correlated all recommendations, met with Mr. Hoover, and discussed the changes. Plan to make final draft and contact NPA as soon as possible.

3. Attended the training course supervised by NPA Transactions Section for ministry personnel on the use and explanation of newly issued procedures on Personnel Action reporting, service record cards, and personnel files. This meeting seemed quite a success; discussion was lively between NPA representatives and ministry personnel. Mr. Shimizu consulted me from time to time on difficult questions which were presented by ministry representatives. The personnel action reporting system was accepted with little comment. Some representatives mentioned that they already had methods for handling certain types of action notification, but this was eliminated as an objection when it was pointed out that this procedure standardized the method of reporting for the whole government. The service record card procedure was received enthusiastically and ministry representatives asked if they might add other types of information to the card. After much discussion it was agreed that miscellaneous type information could be added; however, it was strongly impressed that no pre-government experience should be placed on the card as was suggested by many of the field officers. The idea of individual personnel files was not well received. Representatives claimed the cost of establishing folders in addition to securing necessary cabinets was prohibitive. They could not seem to grasp the importance of the personnel files. Their viewpoint was that the service record card was a comprehensive record and that the files were repetitive and to no purpose. It was pointed out that without personnel files containing actual documents

to prove service record card entries, the service record card could not be considered to be authoritative. The theory that the service record card acts as a guide to material in file was stressed. It was further clarified by comparing the service record card to an index of a book and the file to the book itself. The group seemed to grasp this idea but still balked on the subject of cost. The only answer I could suggest to Mr. Shimizu was that "if the cost seemed prohibitive now, the agencies and employees of the government of Japan would more than be rewarded in the future by having valuable and accurate records of their employment for reference on such important subjects as retirement, separation due to reduction of force, and many other personnel matters". Mr. Shimizu, Mr. Shirven, and I met later and decided that considerable stress would have to be placed on this phase of the training program.

4. Submitted draft of Position Control Card to Mr. Roser who discussed it with NPA. He reports that NPA already has a system of recording positions and doubts whether or not the adoption of this system would be practical. The project has been given to NPA for further study and its actual use, if any, will be discussed with NPA after they have considered all phases of the procedure.

5.

Helen H. Machin

HELEN MACHIN
Administrative Assistant

HM:jd

Reviewed Inv. procedures with H. Hoover.

CIVIL SERVICE DIVISION
Government Section

25 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for the Week Ending 22 July 1949

Project No. 51 - Organize Staff and Initiate Activities--Bureau of Internal Administration.

1. Position Control File. A tentative form was submitted to the Planning and Organization Section for a position control file. I have asked for suggestions as to possible revisions and will attempt to get this file established in the course of the next two weeks. This file will have to be set up in many respects on a temporary basis because of our lack of classification and usual procedures as to number of positions.

2. Office space, NPA Building. No new developments were reported during the week as to any further action taken by NPA in obtaining additional office space.

3. Guards. Recruitment of the necessary guards for the first floor hallways has been completed. As reported to you verbally, we are unable to deputize the guards and, upon the advice of the Metropolitan Police Board, a two-weeks educational program is necessary before any effective action can be taken by the guards. As agreed to by you, I shall instruct NPA to obtain uniforms for these guards which I am told will take approximately a period of one month because of the necessary permits and other red tape.

4. Window Shades. I am reporting the purchase of window shades for the East and South sides of the building because it involves an expenditure of ¥ 490,000. These shades in the States are commonly of the venetian style made of wood and it seems to me a proper expenditure. I am sure our budget can be manipulated to take care of this purchase.

Project No. 54. Organize Staff and Initiate Activities--Bureau of Internal Personnel.

1. Personnel Redistribution. Personnel in the various sections and bureaus are now assigned in accordance with a plan which was

approved sometime ago. Monthly reports are to be submitted showing the actual placements and vacancies which occur. Generally speaking, all sections are fully staffed with the exception of the Classification Section and the balance of our personnel quota for NPA must be recruited before this section can be brought up to full strength. In this connection we shall be unable to recruit or hire any more personnel until the office space situation has been corrected.

2. Probationary Period. I was informed on Friday that the probationary period of the employees which attended the third Nikko training institute expired on the same day I was informed. No probationers were discharged or apparently asked to resign.

The employees who participated in the fourth training institute at Nikko complete their probationary period on 15 October. I trust that we may be able to get some concrete action as to evaluating the work performance of these employees, perhaps in accordance with the suggestions I have made to you covered in a memorandum of some two weeks ago.

General Comment:

Because I was absent from the office for three days, I have little else to report for the current week.

FOSTER ROSER,
Examination Specialist.

FR:mvb

CIVIL SERVICE DIVISION
Government Section

25 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report, July 18-22, 1949

Project No. 36:

Positions have been grouped tentatively by occupational areas and special knowledges for purposes of examination and a review of the grouping is in progress.

In connection with special tests, NPA has been directed to begin work on a personnel administration test; to establish separate groups for fiscal and for budget and accounting, now included in the general economics test; to study the possibility of establishing a separate classification of international trade and customs administration in the field of economics; and need for meteorolgy test was also pointed out.

During the week 86 items were prepared in administration and 307 in the various technical subjects, making the totals to date 602 and 2602 respectively.

A meeting of the NPA Commissioners and CSD staff was held in Mr. Hoover's office on Friday, 22 July 1949 to discuss policy on the "critical" examinations. The Commissioners were requested to submit a plan for the examination.

Project No. 38:

In regard to the foreign service examination, Dr. Asai talked to the Vice-Minister of Foreign Affairs, who will in turn talk with the Prime Minister. Dr. Asai instructed NPA Recruitment Bureau to proceed on the preparation of the test.

Planning of examination for policemen is continuing. Both H. Hoover and I have talked this week with Messrs. Eaton and Engle of Public Safety Division during which questions bearing on the examination were discussed. No definite decisions regarding this examination have been made as yet. An amendment to the police law is being drafted and at this time we do not know how the amendment will affect NPA. This matter will be checked by CSD during the coming week.

In connection with the autumn examination to recruit university graduates, NPA is planning the examination announcement and working on minimum qualifications and methods of certification. It has been decided to restrict this examination to college and university graduates and to hold another examination in the spring for middle school graduates.

Project No. 39:

Major activity of the Examination Section is work on the "critical" examination.

The Section administered the examination in "Recruitment" at the current training course in Nikko and prepared material for the final examination in the same course.

Project No. 40:

The following table summarizes the activities of the Temporary Appointment Unit:

Selection	Approved	Held	Disapproved	Total
1st Class	20	0	0	20
2nd Class (except E.I.)	411	11	21	443
E.I. 2nd Class	0	0	0	0
3rd Class	8	0	0	8
Grade 10 and above	64	0	0	64
Temporary Appointments				
1st Class	11	0	0	11
2nd Class	7	0	0	7
3rd Class	0	0	0	0
Totals	521	11	21	553

Project No. 41:

A training course was held by NPA this past week for representatives of various ministries and agencies in the use of personnel action forms, personnel records (jacket files), and service record cards. Meetings were held in the mornings for three days. Sixty-three agencies sent representatives.

No one questioned the desirability of the program, but there were a number of procedural questions. As a result of this initial training, NPA will prepare additional instructions for the ministries. These will be submitted to CSD for approval.

Plans were completed for training of regional office staffs in use of the personnel action procedures and records. Three teams of 2 members each will conduct this training after which the regional office staffs will conduct similar training of agency personnel in the field.

The following table summarizes the personnel transactions handled by the Transactions Section during the week:

		No. of Cases	No. of Persons
Written certification of delegation of appointing power:	Revision	2	5
Concurrent Appointments:	Applications	671	
	Action taken (approved)	671	
	Pending	205	
Articles 103, 104:	Applications	8	
	Action taken (approved)	7	
	Pending	9	
Part-time Employment:	Applications	18	
	Action taken (approved)	18	
	Pending	0	

Project No. 44:

During the week five conferences were held with members of NPA and GHQ staffs in an effort to gather further information concerning employment investigation procedures. The more important of the conferences were made subject of memoranda for the record. A work flow chart and implementing forms for the Employment Investigation Section were prepared. The section's investigation questionnaires are being studied and evaluated in the light of findings to date. The possibility of conducting a criminal check of eligibles through the Procurator General's office will be explored this coming week. It is understood that such a check will furnish more accurate and current information than is presently being obtained by contacting an eligible's government office of permanent residence.

General Comments:

On 19 July 1949 Mr. Rankin and I visited two plants of the Printing Bureau, Ministry of Finance. Of interest was a comment made by the Director of the Bureau regarding the reduction in force. He stated that the union does not oppose it in principle but is very much concerned about the criteria to be used. He is meeting with representatives and allowing them to present their views and said he would continue to do so as long as their conduct was proper.

During the trip security of printing NPA examinations was discussed and they were found to be adequate for all ordinary purposes. There is a special problem in connection with the printing of the critical examinations.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

22 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT : Weekly Progress Report
Week Ending 22 July 1949

Project No. 59 - Watchtower

Very active - much business

Project No. 60 - Current History Civil Service Division

No Progress

T.L.E.

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

22 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 22 July 1949

Project No. 28 - Set up control for compensation administration in the Japanese government

1. Rule covering the administration of leave for employees of the Japanese government is still under study by NPA and has not been submitted to this office for review. In this connection, work has been initiated in this office toward preparation of suggested legislation for presentation to the next session of the Diet in order to provide a basic statute covering leave for employees of the Japanese government.

2. Rule of NPA covering the installation of uniform payroll system is still under study by that office.

3. Procedures regarding time and leave reporting and payroll preparation have been cleared by the technical staff of this office. These procedures and necessary forms are being handed over to Miss Helen Machin of this office for necessary coordination with the Finance Division of ESS and other interested agencies.

4. Regulations implementing Cabinet Order 401 have been published and distributed by the ONPA.

Project No. 42 - Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. Preliminary report covering the wage survey of industry recently completed was presented to this office during the current week. However, inasmuch as the information had not been compiled in accordance with previous instructions it was returned to NPA for compilation in the same manner as the survey conducted in August-September 1948.

2. Plans have been completed for conducting the survey of government employees regarding compensation, hours of work, and related matters. Due to the fact that certain items of an important nature had not been included in the original draft of the questionnaire. it was necessary to revise same in order to include these items. Bids have been accepted for the printing of forms and the survey is to be initiated on 15 August.

3. Further studies regarding the individual work schedules of employees of the Tokyo Central Telephone Exchange are being made. When these are completed NPA will recommend necessary action

4. Studies concerning recommendations to be made in connection with cold area and coal allowances insofar as employees paid on a prevailing hourly or daily rate are concerned, continue. There is some question as to whether or not these allowances should be paid to this class of employee.

5. Investigation concerning the composition of items to be included in a new market basket have been completed. The Research Section of NPA is presently preparing recommendations in this respect.

6. Investigation concerning employees of the National Taxation Board, insofar as the application of special salary schedule is concerned, has been completed. Plans have been submitted to Commissioners for consideration. In this connection Mr. Monroe of the Internal Revenue Division, ESS, called this office to determine the status of this investigation. Mr. Monroe was of the opinion that the special salary schedule should not be made to apply to this category of employee.

7. Recommendations as to salary schedules of educational officials and employees of the Procurator's Office are still under study by the Commissioners.

√ Project No. 43 - Set up compensation hearings procedures as applied to compensation research

1. No further action has been taken regarding the report of the Commissioners as a result of the compensation hearings conducted in the early part of this year.

2. Further conferences were held during the current week concerning the application of wage schedules and allowances for CMMC seamen. Inasmuch as personnel of this office and of the Finance Division of ESS were in complete agreement that certain changes should be made in the salary schedules and allowances, the proposed plan was returned to the Ministry of Transportation and the CMMC for further study.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

CIVIL SERVICE DIVISION
Government Section

22 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 22 July

Project No. 24 - Construct Position-Classification Plan (A)

1. The fourth class determination survey began on July 20. Sixty-nine series, covering a wide range of occupations are included in this survey which is to be completed the second week in August.

2. The third class determination survey covering 33 series has been concluded, although the translations of class descriptions have not yet been submitted to this office.

3. Two conferences were held with Mr. Onouchi regarding the progress of the work on the class determination surveys. Mr. Onouchi was advised that teaching positions in the national universities and schools were not to be studied at this time.

4. Series definitions and class descriptions were reviewed during the week and summations of the distinguishing features of classes were prepared.

Project No. 25 - Identify "critical" positions, Japanese Civil Service (A)

Cancelled 7/22/49 Part 9 Shirven #38

1. As of 15 July, 5,203 position description forms out of 5,972 have been returned to the NPA in connection with the survey of positions in Grade 10 and above. Mr. Onouchi was urged to exert as much effort as possible in obtaining the remainder of these forms.

2. It is understood that responsibility for this project is to be transferred to Mr. Shirven.

Project No. 27 - Organize staff and initiate activities of Position Classification Section, Bureau of Compensation (A)

1. Advanced training in classification is being conducted in Tokyo for classification officials of the regional offices on 22 and 23 July.

2. Further training for new personnel of the Classification Section was postponed until next week "because other businesses were too busy".

3. The Classification Section is still without the services of a translator. The problem was discussed with Messrs. Sato and Kanazashi, who stated that an examination is to be held shortly which is expected to result in the availability of translator personnel for the Classification Section.

General Comment:

On Tuesday Mr. Shirven and I toured two plants of the Printing Bureau, Ministry of Finance. We were received by the Director of the Printing Bureau and spent two hours in conference with him and his staff on Tuesday morning and toured the plants in the afternoon. The trip was helpful as an occupational area was covered which is frequently outside the scope of classification plans in U. S. governmental jurisdictions.

A Position Classification Sub-section has been established in the Printing Bureau and located in the Personnel Section. However, it was noted on ~~the~~ an organization chart that the Printing Bureau also had a Personnel Affairs Sub-section located in the General Affairs Section. Upon questioning it was discovered that personnel affairs of officials are handled in the General Affairs Section while personnel affairs of "workers" are handled in the Personnel Section. This does not appear to be a very logical organizational arrangement. However, position classification matters for both categories of employees are to be handled by the Position Classification Sub-section.

ALAN C. RANKIN
Classification Specialist

ACR:jd

CIVIL SERVICE DIVISION
Government Section

22 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Progress Report, Training Branch 11-22 July 1949

Project No. 13 - Training of Personnel Staff

Mr. Nakai, Chairman of the Personnel Committee of the House of Councillors, four other members of his committee, and six or eight members of his Secretariat, visited the Fifth Civil Service Institute at Nikko on Monday and Tuesday, July 11 and 12. They visited the lecture hall, the faculty meeting, and the seminar sessions. On the second day they invited the trainees to ask questions. Many of the questions were critical of the NPSL and the NPA, such as whether the denial of collective bargaining in Article 98 was not a denial of a fundamental human right. The NPA was criticized for not having done anything on welfare programs for government employees, for not having recommended new pay legislation in view of the obvious increase in cost of living. The rule-making power of NPA was also questioned, the fear being that NPA might abuse this privilege and deal with matters which should be handled by the legislature.

Mr. Nakai undertook to reply to most of the questions. Mr. Hani volunteered comments on several points, but the other committee members had little to say. Mr. Kaneko indulged in a little electioneering and pledged himself and the Social Democratic Party to a struggle against the restrictive provisions of the NPSL and the Table of Personnel Organization Law. On the whole the remarks made by Messrs. Nakai and Hani were favorable to the NPA and both declared their confidence in the commissioners.

On Tuesday noon a luncheon was held at Rose Mansion, to which I was invited. Mr. Hani noted that this is the first time that personnel of the various ministries have been billetted together in a government activity. He had noticed that the seminar groups were organized in such a way that no two persons from the same ministry were in the same group. He feels that this is an excellent start toward breaking down sectionalism in the Japanese bureaucracy. However, he was skeptical of the ultimate effectiveness of this training if these men have to go back to their ministries and work under supervisors who may be unsympathetic to the principles taught here.

Approval was obtained this past week for a change in the scheduled hours at the institute to permit an earlier departure of trainees who wish to return to Tokyo on week-ends. The recent announcement of the 44 hour week will make this change unnecessary and results in an even more satisfactory schedule.

✓ Project No. 16 - Organize staff and initiate activities of the Health Section, Bureau of Efficiency

Mr. Igarashi is preparing budget figures in support of the plan for regular medical examinations for government employees which was referred to Mr. MacCoy two weeks ago.

✓ Project No. 19 - Organize staff and initiate activities of Employee Evaluation Section, Bureau of Efficiency

Mr. Kaneko has discovered a likely candidate to succeed him as chief of this section, but the Welfare Ministry, where he is now employed, seems reluctant to release him. Mr. Kaneko is still working on the problem.

✓ Projects Nos. 15, 17, 18, 20, 21, 22 and 64

No new or unusual developments.

John R. Shively

JOHN R. SHIVELY
Acting Chief
Training Branch

JRS:jd

CIVIL SERVICE DIVISION
Government Section

22 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 22 July

Project No. 5 - Develop and Implement Policy and Program for Labor Relations

NPA continued work this week on the preparation of a series of rules to tighten administration. These rules deal with political activity, with duress and coercion, limit certain phases of negotiation activities, require direct payment of salaries to employees, and clarify leave administration. In addition a rule on the Oath of Office is now under immediate consideration. All these matters were the product of a coordinated effort for improving employee relations developed two weeks ago and covered by my memorandum of 14 July 1949. It is hoped that rules covering the above matters will be promulgated rapidly by NPA.

Among the affirmative actions which were suggested in the above memorandum on employee relations was the adjustment of working hours. The inequity that has been present between government workers and those performing similar employment in private industry was brought out in the findings of NPA's recent survey of industry. It was decided that immediate consideration should be given to the adjustment of working hours during the summer months for the health of employees. A rule to this effect was issued by NPA, to be effective until October 1, 1949. At this time the matter will be reviewed again in the light of further studies and investigations by NPA.

Conversations with the GHQ advisors to Ministry of Telecommunications and Ministry of Postal Service indicate a substantial dearth of knowledge both on the question of employee relation within a public service and of knowledge of the NPSL. It is hoped as a result of these conversations that these advisors will now encourage the management of these ministries to take a firm stand and insist on the performance of official duties even if it necessitates the dismissal of employees under Article 82 of the NPSL, or other disciplinary action. Great emphasis was placed on the fact that good employee relations in the operating agencies is the key to efficient and successful administration. It is the responsibility of management, not NPA, to make decisions on personnel matters and to implement the NPSL. The NPSL merely provides the principles and practices. The need for further introduction of employee relations and of the NPSL to GHQ advisors is quite evident and will be a matter for further action by this office in the very near future.

CURRENT ACTIVITIES

National Personnel Authority

The NPA Employees Association did not hold their election to fill vacant positions on the Executive Committee as had been originally planned. It is now contemplated these elections will be held the middle of next week. With the approach of September 1 the Association should be giving serious consideration to the establishment of its Constitution and to its registration under NPA rule if it is to acquire status as a union within the government. Assistance should be given to the Association in expediting these matters since it is hoped that the Association will become a model association for other unions. In reviewing the report by NPA management on the last monthly meeting between the Association and management, it was evident that while the management report may have been influenced the Association report showed marked symptoms of trying to maintain a split between management and the employees. This gives rise to the belief that there still is some radical influence present which desires to maintain the "struggle" concept between employees and management as necessary if a union is to exist. Investigations indicate that the discharged malcontents now comprise a party cell who are working on the Association and particularly on the new trainees who stand in fear of probationary dismissals. The executives of the Association who have been approached, however, seem to be unsympathetic at the moment to such radical interests. This is being observed with continued and great care. It may be advisable to revise Rule 8-9 on conditional employment in order to clarify its purpose and definition.

Others

The talk by Gen. MacArthur on 4 July, together with the increasing pattern of decontrol ordered within GHQ, seems to have encouraged the Yoshida Cabinet in taking not only a firm stand with respect to the retrenchment program among railway employees, but specifically to single out first, the strongest union controlled organization (Zentei is believed to be the second) and secondly, to discharge those persons who were members of the dispute committee responsible for the policy and practices of Kokutetsu. In a statement issued this week by the railway authorities at the time of the last notification of dismissals, which included some 14 members of the Central Struggle Committee of Kokutetsu, the charges were made by the authorities that these persons were dismissed because, as influential leaders of Kokutetsu, they have been "oppressing the regular union activities of moderate and sound elements within the union and have been trying frantically to establish a self-centered struggle policy in disregard of the will of the union members at large". The statement further charged that "they have incited honest union members to unlawful action and are accountable for many victims for which they have never assumed responsibility". The authority pointed out that the central committee meeting in mid June advocated a radical and militant attitude and "finally succeeded in gaining the conclusion that 'the use of force, including strikes, will be resorted to' despite the opposition of moderate elements". These persons were dismissed, it was stated, under the provisions of Article 2 of the Personnel Control Law. A major issue still appears unsettled and that is, whether the dischargees may still hold executive positions in the union.

The forthright action on the part of the authorities of the Japan National Railways, while it comes at an extremely late date, is to be commended.

Even though it took SCAP "nudging", it is the first evidence that Japanese bureaucracy is remotely capable of coping with the situation. It undoubtedly will completely disrupt the radical leadership within the union and it is hoped will encourage the moderate leadership within the union to step forward and take over control of Kokutetsu. The authorities, in essence, stated they would only do business with the moderate elements, when they refused to recognize any representatives from Kokutetsu who were no longer members of the National Railway Corporation. Negotiations will only be carried on with persons who are members of the national railways and properly elected as representatives of the union membership.

Concurrent with this action of dismissal was the announcement by Mr. Masuda, Chief Secretary of the Cabinet, that while outside influences had been clearly identified as causing disturbances within Japan that are detrimentally affecting the rehabilitation program, these outside influences had not been directly connected with the Japan Communist Party. Therefore no action could be taken at this time directed at JCP. Should, however, it be determined that there is a connection, proper authority will be sought and action will be taken. In the face of this statement the fact that so many Communists were among those separated has not as yet been pressed very strongly by those affected.

For the first time in some weeks Zentei came to the forefront with a clear cut statement against the administrative retrenchment. This heralds the start of the struggle in the Telecommunications and Postal Service Ministries by Zentei against the administrative retrenchment which is about to get under way in these ministries. The union has made the following demands on the Ministry of Telecommunications with the avowed intention of prolonging negotiations and waiting for discharge notifications. These demands were among the 71 adopted at the annual convention of Zentei held a short time ago at Akita. The demands are as follows:

1. Payment of emergency funds, minimum wage of ¥5,000, marriage allowances, total communication expenses, and complete abolition of job classification system.

2. Establishment of a retirement allowance system by ordinance

3. Opposition to the 48 hour work week

4. Abolition of the earned income tax, Personnel Strength Law, and NPSL

5. Opposition to the administrative retrenchment program by minimizing the dismissals (They have already succeeded in reducing the proposed dismissals from 30,000 to 10,000)

Minister Ozawa (Telecommunications and Postal Service Minister) issued an official warning to all communications employees against violation of NPSL. Zentei has labelled this a "challenge".

During the course of the past few weeks Zennoren (Agriculture and Forestry Workers Union) has remained rather quiet, but does show evidence of becoming active. Following the "Gekiha" incident the next activity of a somewhat similar nature was a publicly distributed communication to the railway authorities commenting on the Shimoyama death and indirectly threatening authorities in government with similar consequences if they insist on carrying through the retrenchment program. A small leaflet was distributed this week by the union within the Agriculture and Forestry Ministry which avowed absolute opposition to the retrenchment program. On the reverse side of this leaflet was a commuter's chart and an explanation that the points marked X were places where the safety of passengers might easily be endangered by switches being left open, etc. - a form of intimidation.

A retaliatory action to the general order put out by Communist-dominated unions that they no longer would condon any contact with the press was the suspension by Kyodo of the service to Akahata. Just what results this will have remains to be seen.

The action of the railway authorities will seriously disrupt the radical elements in Kokutetsu and conversely quite specifically encourages the Mindo faction, or Democratization League elements. Concurrent with this is the persistent seceding from Zentei of local unions on the grounds that they object to the policies and tactics established by their central committee without proper reference to the organization and its membership. A meeting was held in Osaka of the Democratization League interests of the National Federation of Industrial Unions representing, it is claimed, some 370,000 union members. This is the formation within Sanbetsu of a new Sanbetsu with the intent and purpose of fighting and up-setting the radical leadership in the old Sanbetsu. The immediate objectives of the new organization include, promotion of industrial recovery movement, the democratization of the management enterprises, the implementation of the "Dodge Economic Principles" and participation in the proposed new World Federation of Trade Unions (The present WFTU meeting in Milan, Italy, totally Communist dominated, has just unanimously agreed to have a representative from Japan on their council and has asked the old Sanbetsu to nominate one person).

The Japan Teachers' Union, holding a nation-wide meeting in Tokyo this week, is the first union to give direct consideration to the problem of registering under the NPA Rule. All other government unions have asked for more time. It is hoped that this will be given wide publicity in order to encourage other unions to follow this example and preserve their rights under the NPSL.

The general economic situation developing in various parts of the world is having its effect upon Japanese foreign trade and directly upon programs for economic rehabilitation. Nozaka, Chairman of the Executive Committee of JCP and said to be a bona fide executive of the Chinese Communist Party, is fully aware of these activities and seems to be sitting back and awaiting developments. The Dodge Plan gave no consideration to the possibility of a

depression and anticipated budgets upon reasonable collection of taxes and increased employment in the export field. It is not too likely that either of these two points will continue favorable to the Dodge plan and may necessitate the amendment of the national budget, in line with changing economic conditions. The Cabinet has already announced that they will have to reconsider the relief program. This program as anticipated under the Dodge plan is actually a drop in the bucket. Labor, ESS, estimates that the maximum it could support is 100,000 man years of employment provided no drain occurred from purchase of supplies, materials or equipment. Should the depression really hit Japan unemployment could easily rise to 400,000 or 450,000 and this could not be absorbed by enterprises producing for foreign trade, as that trade is not expanding as anticipated. There are no funds provided for ~~any~~ such a large relief program. The decision, therefore, will have to be made again, as was made early in the Occupation, as to whether a relief program should be established or unemployment absorbed within industry and government. Should the decision follow the latter pattern, the retrenchment program undoubtedly would be abrogated, and the question of stream-lining the government administration and improving the service might be seriously handicapped.

Zenkancho is to push for collective bargaining. This includes among the ten unions represented several government unions.

GHQ officials in Civil Communications Section have in several conferences during the past few days expressed great fear of the possibilities of a completely disrupted service caused by the infiltration of Communists into key positions in the telecommunications system, the police communications system, and the postal service. These officials stated that the authorities in the respective ministries are unable to cope with the situation and that action by GHQ is necessary in order to eliminate this control and to support the moderate interests in the union. It is a flagrant example of the Japanese bureaucracy being completely incapable of handling Communist infiltration and other Communist tactics. Management within this part of the government has been completely subjugated by one means or another to the control of Zentei, which actually has entered into the management of the communication systems. The solution suggested, but subsequently withdrawn, was the elimination of Zentei. This, of course, is not an acceptable solution in the view of FEC policy and the Constitution.

The Ministry of Labor about three weeks ago announced the beginning of a nation-wide educational program during the period July thru September, related specifically to union activities in a democratic state. Recently an issuance was made by the Ministry of Labor to all prefectural governors instructing them to advise trade unions to abolish "management councils", abolish or reduce the power of youth's and women's sections of unions and otherwise to conform to the revised labor laws. This is an interesting emphasis since this office's experience with the NPA Employees Association

and the government unions indicated the need for the elimination of what has been classed "discriminatory sections" for youth and women and the elimination of union from management decisions. Other points which the prefectural governors are to advise trade unions on are:

1. All policy making authority of a union rests with the entire membership and union committees or conventions are to exercise only authority entrusted to them by the membership.

2. Prefectural or district liaison types of councils are considered superfluous and should be abolished in the interests of streamlining the union organization.

3. No large portion of union funds should be spent on publicity, political or election activities or demonstrations which are not directly connected with the economic interests of the membership.

4. Women's sections are not authorized to make policy decisions, send special representatives to executive agencies of the union, conduct their own collective bargaining, or collect special fees from their members. (The womens and youths sections have been the key to certain Communist cell operations and have been used to set policy and speak for unions.)

5. Youth sections should be abolished unless they merely hold a recreational or educational status within the union.

6. The "management council" should be abolished and replaced by independent negotiation committees, grievance committees, or advisory production committees.

7. The principle that trade unions should not participate in political activities should be encouraged.

8. The definition of a trade union under Article 2 of the Trade Union Law should be enforced. This will exclude organizations which accept financial aid from employers, include management members among their membership, whose objective are confined to mutual aid or welfare organization, or whose principal aim are the carrying on of political or social movements.

√ Project No. 26 - Advise on Administrative Management Programs Involving Civil Service

Discussions on the administration of separation allowances to be paid in accordance with the personnel retrenchment requirements are still in

progress. Employees so separated will receive six month's benefits in accordance with the Unemployment Compensation Law. Initial payments by the government will be made on a lump sum basis at the time of separation. As to the agency which will handle the payment, no final decision as yet has been made though the indications are that it may be temporarily placed with the Unemployment Compensation Division of the Ministry of Labor.

The Cabinet continues to consider this week proposed legislation amounting to about 174 laws. Of these some 42 will be reconsidered next week and probably placed on the agenda for the special session of the Diet. It is urged that all agencies interested in legislation for this special session of the Diet have such legislation in the hands of the Attorney General not later than 10 August 1949. Should NPA be considering legislation, it would seem advisable to attempt to meet this deadline date. Within the Bureau of Compensation at least three pieces of legislation might be considered for this special session of the Diet, namely a law for the establishment of position classification; a law for the establishment of accident compensation; and an amendment to the New Pay Law dealing with the authorization of various types of leave and their administration.

Appointment to the newly created Advisory Postal Administration Council of 18 persons was announced this week. Among the members was Itsutaro, Suchiro, Chairman of the Central Labor Relations Board.

The Ministry of Finance has notified the Reconstruction Finance Bank, Closed Institution Liquidation Commission, Holding Company Liquidation Commission, and Securities Coordination Liquidation Commission, to adjust their wage scale in conformity with the ¥6307 wage level as provided for in their appropriations. Standards of pay provided for under the New Pay Law are to be applied. However, recognizing the special employment circumstances, a percentage increase will be allowed in each one of these institutions above the standards so outlined.

Discussion is again being raised concerning the establishment of a Ministry of Public Works to coordinate all such activities in the hope of facilitating employment of the jobless.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

18 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report, 11 July - 15 July

Project No. 36:

The survey of the organization of the Japanese Government was completed except for three or four small agencies. Information utilized was received from the agencies concerned and from the NPA Classification Section. Charts have been prepared and will be checked with each agency.

Grouping of positions in the central agencies has been completed and the grouping of field positions will begin immediately.

The designation of positions to be covered by the examination presents certain problems on which a policy decision will be necessary. This decision will be made at the branch level in this office subject to approval by the Chief of the Civil Service Division.

During the week 116 items for the administrative test and 434 items for various technical tests were constructed, making the totals to date 516 and 2123 respectively. Test construction is proceeding on schedule.

I questioned the chief of the Examination Section concerning the maintenance of security both within NPA and at the Printing Bureau. It appears that every possible precaution has been taken by NPA to maintain security within its own organization. Security at the Printing Bureau is perfectly assured in ordinary circumstances but some special precautions will probably be necessary in the case of these examinations. I plan to visit the Printing Bureau this week and at that time will try to gain more information about the subject.

A study of minimum qualifications for each group of positions and for each individual position has been undertaken. I suggested to the Examination Section that major emphasis be placed upon the quality of experience required rather than upon the number of years. I further suggested that minimum prerequisites should not be unduly restrictive.

At the present time we are still aiming at the September 25 deadline.

Project No. 38:

Further planning for the critical examinations is held up pending certain policy decisions.

Nothing further has been done on the foreign service examination, pending a conference between Dr. Asai and Mr. Yoshida.

Planning of the examination for policemen is going forward. It appears that municipalities will want NPA to examine for them also, as they use the same police school as the NRP. I suggested that this could probably be arranged if they would pay for the work.

Planning of the autumn examination to recruit university graduates is continuing.

Certificates were issued for 19 positions, and two selections were completed.

Project No. 39:

Practically all the time of the Examination Section is devoted to the critical examinations.

The chief of the section lectured at the Nikko Training Institute, and the section prepared and administered the training test on classification.

Project No. 40:

The following table summarizes the activites of the Temporary Appointment Unit:

No. of persons reviewed during the week

	Approved	Held	Disapproved	Total
Selection				
1st class	16	0	0	16
2nd class (except E.I.)	78	7	6	91
E.I. 2nd class	0	0	0	0
3rd class	129	0	0	129
Grade 10 and above	19	0	0	19
Temporary Appointments				
1st class	0	0	0	0
2nd class	4	0	0	4
3rd class	0	0	0	0
Grand Total	246	7	6	259

✓ Project No. 41:

The following table summarizes the personnel transactions handled by the Transactions Section during the week:

		No. of Cases	No. of Persons
Written certification of delegation of appointing power:	New	5	26
	Revision	1	10
Concurrent Appointments:	Applications	112	
	Action taken (approved)	109	
	Pending	205	
Articles 103, 104:	Applications	5	
	Action taken (approved)	5	
	Pending	8	
Part-time Employment	Applications	6	
	Action taken (approved)	6	
	Pending	0	

Procedures on personnel actions, personnel records (jacket files), and service records, as applied to all agencies outside NPA, were completed and training in the procedures will begin at once in Tokyo.

✓ Project No. 44:

During the week, five conferences were held by Mr. H. Hoover with various members of GHQ staff, the NPA, and the National Rural Police. A considerable amount of factual material has been gathered and made the subject of memoranda for the record. Of particular interest was the conference with the Chief, Criminal Investigations Division, Tokyo Metropolitan Area, and several members of his staff. That office's procedural control of investigations was studied with a view to its modification and adoption in the Employment Investigations Section of the Investigation Division, NPA.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

18 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 15 July 1949

Project No. 28 - Set up control for compensation administration in the Japanese government.

1. A rule covering the administration of leave for employees of the Japanese government has been drafted and is presently under study by NPA prior to submission to this office for review.

2. Rule of NPA covering the installation of uniform payroll system has been drafted and is now being reviewed.

3. Procedures regarding time and leave reporting and payroll preparation will be discussed by personnel of this office on Monday, 18 July. It is hoped that these regulations may be cleared so that they may be installed by 1 August.

9/22/49 Salter paid 9/1/44

4. Regulations implementing Cabinet Order 401 have been studied and concurred in by the ONPA and NPA and are presently being published.

Project No. 42 - Organize staff and initiate activities of the Compensation Research Section, Bureau of Compensation

1. The wage survey of industry recently completed has been statistically compiled and report is to be made to this office on 18 July.

2. Plans for conducting a survey of government employees regarding compensation, hours of work and other treatment continue to be under study. There is some difference of opinion between the NPA and personnel of this office as to items to be surveyed. It is anticipated that the questionnaires and other pertinent forms will be approved for printing during the coming week.

3. The investigation of the work hours of the Tokyo Central Telephone Exchange indicates that employees are required to work on an average of $44\frac{1}{2}$ hours per week. Further studies will be made regarding the individual work schedules, after which NPA will take necessary action.

4. Further conferences were held with NPA concerning recommendations to be made on the cold area and coal allowances. Recommendations of the Authority were presented to the Cabinet on 8 July 1949.

5. Plans drafted by the Research Unit of the Salary and Wage Section concerning methods for computing changes in cost of living have been reviewed by this office and have been returned to NPA for further study.

Project No. 43 - Set up compensation hearings procedures as applied to compensation research.

1. No further action has been taken regarding report of the Commissioners as a result of the hearings conducted in the early part of this year.

2. Investigations concerning the illegal distribution of surplus funds to employees of the Foodstuff Distribution Corporation have not disclosed any irregularities that would justify any action being taken.

3. Plans of the Civilian Merchant Marine Committee regarding the application of wage schedules and allowances for CMMC seamen have been presented to this office and to the Finance Division of ESS. Further conferences between parties concerned are to be held during the week of 18 July.

Comment:

The writer attended the training school at Nikko for two days during the current week and it was found that there was good participation by the trainees in the compensation studies and the trainees were given an opportunity to ask questions regarding technical material and procedures. The faculty meeting was also attended and several of the seminars were visited.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

CIVIL SERVICE DIVISION
Government Section

18 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 15 July

Project No. 5 - Develop and Implement Policy and Program of Labor Relations

In view of the immediate and rather pressing situation with respect to the present so-called labor offensive, immediate consideration was given this week to the determination of those matters which should receive attention that will tighten personnel administration within the government. The analysis primarily resulted in the recommendation that further rules should be issued covering political activity, coercion and duress, administration of leave, enforcement of equity procedures, proper interpretation of permissible payroll deductions, limitation on the amount of time personnel may devote to negotiations, and limit the number of persons who may negotiate with authorities. These matters primarily are related to a stiffening of administrative operations by NPA and in turn supervisors within the government. Until there is some full realization by supervisors of getting proper support on administrative decisions, the fluid labor situation, detrimental to the interests of the government, will undoubtedly continue.

On the affirmative side it was realized that there does exist an inequitable relationship in real pay between government and comparable employment in private industry. Results of statistical surveys made for the purpose of comparing government and private employment are now available and confirm this situation. Adjustment in working hours would be a substantial affirmative action. In addition to these, management in stiffening its administrative supervision must also properly recognize its responsibility to employees, a way of thinking difficult for the Japanese supervisor to understand, and certainly to apply. Adjustment in the pay base may be a matter for consideration at a later date. This would be a strong affirmative action in the minds of the employees. Encouragement should be given to government unions to seriously consider their registration at an early date in order to preserve the rights that they will thus acquire under the NPSL.

CURRENT ACTIVITIES

National Personnel Authority

Certain matters brought up by the NPA Employees Association as a result of their monthly conference with Director-General Sato, were reported to Mr. Roser for further investigation. It appeared from their statement that perhaps management of NPA, and particularly the personnel office, was not handling expeditiously its responsibility in investigating and arriving at proper decisions concerning working conditions for the employees of NPA.

Others

The accelerated "labor offensive" which was primarily developed about efforts of Kokutetsu, has unquestionably failed. This does not mean, however, that JCP has ceased to make every effort to confuse the labor situation among government employees and will not make another attempt in September or October. The sporadic outbursts that did occur within the railway union and at other points not necessarily involving government activities, were definitely planned as tests of strength and weakness. Upon the results of these activities JCP plans to reorganize and strengthen its ranks, with the future goal set for the Fall.

The disintegration of Kokutetsu as a Communist dominated labor union seems a confirmed fact. The Communist attack on the Yoshida government was predicated upon a successful fight of the retrenchment program; membership in the unions relying heavily on their leadership to successfully complete this fight. The enforcement of the retrenchment and the complete failure of union leaders to carry this program forward successfully, has seriously undermined their support. Recognizing this, there is a general directive out that these unions should not release news to the press who have misrepresented the labor struggle. The press is accused of commercializing upon this news, implying thereby the failure has been attributable to misinterpretation rather than the leadership. Another serious failure on the part of the Communists to attract the support that they expected is in their own basic policy which proposes no substitute for law and order.

The Democratization League within Kokutetsu, which is supported by the Social Democrats, has successfully and progressively been separating itself and asserting itself. Its platform proposes:

1. Separation of the union from Communist domination and the prevention of unreasonable charges
2. Support for an early convocation of the Diet
3. More money for the reconstruction of the railway system

The MINDO faction also made some proposals with respect to the modification of the retrenchment program, all of which involved the preservation of the existing expenditures of funds for salaries and wages, even though in one instance they were willing to permit the elimination of some personnel.

The sabotage of the railway system was reported this week as including 764 incidents since January 1, with virtually no arrests.

It is reported that the state railways filed a suit against Mr. Kato, Chairman of the National Railways Workers Union in the Tokyo District Court for twenty million yen damages, predicated on loss of revenue from the strike in the Keihin, Chuo and Yokohama lines between 9 and 11 June.

Others

The accelerated "labor offensive" which was primarily developed about efforts of Kokutetsu, has unquestionably failed. This does not mean, however, that JCP has ceased to make every effort to confuse the labor situation among government employees and will not make another attempt in September or October. The sporadic outbursts that did occur within the railway union and at other points not necessarily involving government activities, were definitely planned as tests of strength and weakness. Upon the results of these activities JCP plans to reorganize and strengthen its ranks, with the future goal set for the Fall.

The disintegration of Kokutetsu as a Communist dominated labor union seems a confirmed fact. The Communist attack on the Yoshida government was predicated upon a successful fight of the retrenchment program; membership in the unions relying heavily on their leadership to successfully complete this fight. The enforcement of the retrenchment and the complete failure of union leaders to carry this program forward successfully, has seriously undermined their support. Recognizing this, there is a general directive out that these unions should not release news to the press who have misrepresented the labor struggle. The press is accused of commercializing upon this news, implying thereby the failure has been attributable to misinterpretation rather than the leadership. Another serious failure on the part of the Communists to attract the support that they expected is in their own basic policy which proposes no substitute for law and order.

The Democratization League within Kokutetsu, which is supported by the Social Democrats, has successfully and progressively been separating itself and asserting itself. Its platform proposes:

1. Separation of the union from Communist domination and the prevention of unreasonable charges
2. Support for an early convocation of the Diet
3. More money for the reconstruction of the railway system

The MINDO faction also made some proposals with respect to the modification of the retrenchment program, all of which involved the preservation of the existing expenditures of funds for salaries and wages, even though in one instance they were willing to permit the elimination of some personnel.

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Nozaka and Tokuda still seem to be at odds within the Communist party. Nozaka, however, continues his activities in trying to obtain the support of the small businessmen throughout Japan. He has recently formed in Osaka the "Association of Nozaka Supporters". This consists of certain small businessmen who desire to stimulate trade with China and contend that the only group which has the right to negotiate trade with Communistic China is the Communist Party in Japan, not the Yoshida Government. Interestingly enough, Mr. Nozaka is one of the leaders of the old YENAN group which spread from China to Japan upon the cessation of hostilities and announcement of the encouragement of a free labor movement in Japan.

✓ Project No. 26 - Advise on Administrative Management Programs Involving Civil Service

Cabinet Orders were issued this week covering the retirement allowances and separation allowances.

The recommendations of NPA to the Cabinet concerning winter allowances were made known this week. These were provided in accordance with Law 200 of 1949.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

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MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 15 July 1949

1. Made detailed review of printing proofs of procedures and forms to be used by Japanese Government on service records, files, and personnel action reporting. Final proofs were approved and are in the process of printing. Copies of final procedures and forms are being prepared for Mr. MacCoy's and Mr. Roser's information. Request for conference on NPA internal procedure on this subject has been submitted to Mr. MacCoy.

2. Made a further review of the equity rules which can be discussed at any time with Mr. Hoover.

7/18/49 Told Machin to check with Peterson in Line with #50.

3. Mr. Domanowski informed me of a new project which will start at NPA. Occupational accident and illness reporting and survey forms will need to be prepared in order to establish a reporting system for this contingency. Mr. Takimoto of NPA, who is heading this project, has been referred to me by Mr. Domanowski. The needs of this reporting system were discussed by Mr. Domanowski and me and Mr. Takimoto will contact me regarding a conference at a later date.

4. Mr. DeAngelis and I scheduled a conference for next week in order to clarify all remaining points of difference on the Timekeeping and Payroll procedure. Mr. Bettis will have returned from Nikko and will be able to attend this meeting.

H Machin

HELEN MACHIN,
Administrative Ass't.

HM:mvb

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief
Civil Service Division

SUBJECT : Weekly Progress Report
Week Ending 15 July 1949

Project No. 59 - Watchtower

Very active - much business

Project No. 60 - Current History Civil Service Division

No Progress

TLE.

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 15 July

Project No. 51 - Organize staff and initiate activities of Bureau of Internal Administration

1. Office Space - Mr. Ono, Chief of the Bureau of Internal Administration, is now contacting the responsible head of each agency now occupying space in the NPA Building and is instructing them as to the amount of space they will be allocated, as well as the proposed new location which they will be permitted to occupy when NPA takes over the additional space required by it. Messrs. Ono and Kanatsugu are of the opinion that because Mr. Ono is working under direct orders from the Commissioners that the Commissioners will make a concerted stand toward getting required space. The two above employees also feel that the agencies will move and accept the space which is to be assigned to them. The agencies are to have all been contacted by Monday, July 18, and NPA is calling a meeting, including representatives from all the agencies, in approximately a week to tell them when they shall be expected to move.

2. Establishment of Guards - As of this date seven guards are now posted at necessary locations in the corridors of the first floor of the NPA Building. Because of the reluctance on the part of Mr. Yoneda and other officials, little recruitment has been done to obtain this personnel and I ordered that the seven guards be taken off of other guard duty. It is expected that additional personnel will be recruited by the middle of next week. I am informed, however, that due to some provision of law covering deputization of police, we can not give these guards any police authority. While I have heard the pros and cons of this matter for some time, it apparently was finally settled this morning, as stated above. The question now arises as to how effective the guards will be and at the moment the attitude of NPA is that an educational campaign requiring approximately two weeks will be required before they can expect compliance from employees in the building to recognize whatever semblance of authority the guards may have. I am also told that the Japanese dislike the practice of being required to show identification and that the move will probably prove to be very unpopular. Because of our inability to deputize the guards I am to discuss this matter Monday to determine what, if anything, can be done to really make the guards effective.

As stated to you orally, the cost of uniforms should probably be delayed for some time. The tentative cost per uniform is ¥10,000, and inasmuch as we have some 20 guards in the building and but ¥98,000 in the budget for such purposes, I have asked that this matter be held in abeyance.

3. Overtime for Supervisors - At a recent meeting of members of this staff with the NPA union the question of overtime paid to supervisors was one of the issues. I have discussed this matter with Mr. Kanatsugu and plans are now being worked out whereby either no overtime at all will be paid after July 1, or a series of controls will be provided which should drastically restrict the overtime which is now being passed out. This plan should be submitted to this office in the next week.

√ Project No. 54 - Organize staff and initiate activities of the Bureau of Internal Personnel

1. Organizational Definitions of Bureaus and Sections, NPA - Considerable time has been spent this week with members of the Planning and Organization Section discussing various problems in obtaining final drafts for the proposed organizational structure of NPA. Definitions for three bureaus, namely, Bureaus of Internal Administration, Internal Personnel, and Public Information, have been approved. Final draft for the Bureaus of Investigation and Efficiency should be completed by the end of next week.

2. Supervisory Training - I am now preparing material for in-service supervisory employer-employee training course.

FOSTER B. ROSER
Examination Specialist

FBR:jd

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Report of Activities for the Period 8 July through 14 July, 1949

Project Number 47 - NPA Rules:

1. The status of all 12 rules and directives which were listed in the report of July 8 as being under consideration is exactly the same today with the following single exception: The draft of the rule Temporary Retirement of Employees in the Educational Public Service was referred to Mr. Hoover for clearance.

2. In addition to rules mentioned in the previous report, NPA has been directed to develop drafts covering the following subjects: oath of office, administration of leaves of absence, limitation on the amount of time personnel (who are not engaged exclusively in the business of an employee organization) may devote to negotiation, limitation on the number of persons who may negotiate with authorities or present requests or petitions to them, requirement that salary be paid directly to employees (rather than through union representatives holding powers of attorney).

3. NPA delivered printed copies of rules promulgated since 25 March. It's printed rules are now entirely up to date in both English and Japanese with the single exception of the Japanese text of Rule 9-2 as amended. Colonel Papen of Eighth Army has been sent copies of all rules.

Project Number 48 - Local Public Service Law:

1. Two more meetings were held with Mr. Suzuki and associates of the Local Autonomy Agency. All told, five meetings consuming 14 hours have been held on the subject of the Local Public Service Law. Subjects this week were major principles of classification and compensation which could be contained in the law. A variety of comments were made covering many subjects scattered throughout the Local Autonomy Agencies draft but completely excluding the subject of "special instances concerning personnel engaged in public enterprise" on which no advice whatsoever has been given.

2. The undersigned announced in Thursday's meeting that such meeting would be the last one prior to the development by the Local Autonomy Agency of a new draft of the bill. General Whitney's instructions to the

were passed on,

effect that the Prime Minister's Office (through the Local Autonomy Agency) now has a free hand in the construction of the law and that it is to draft the law according to its own judgment and desires. Mr. Suzuki expressed a desire to meet with us occasionally as problems arise in the revision of the draft. He was advised, however, to seek guidance from NPA and to attempt to complete a new draft of the bill using as much original thinking as necessary despite his lack of confidence at some points and that after completion Civil Service Division would review the draft on its merits. All indications are that Mr. Suzuki's draft will be very much in accordance with information and suggestions received from CSD despite the free hand given them. Accordingly a rather detailed bill may be expected.

Other Projects:

No activity.

The revised translation of the National Public Service Law as amended to date was cleared by Messrs Hoover and MacCoy and instructions given to the NPA to expedite the printing of the law in booklet form. In addition, two copies were submitted to Captain Guida of Government Section.

GORDON W. PETERSON,
Chief, Organization Branch.

GWP:mvb

CIVIL SERVICE DIVISION
Government Section

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report 11 July - 15 July

Project No. 30 - Retirement System

A memorandum outlining the additional information concerning governmental employees was prepared. This memorandum indicates the additional information necessary prior to the formulation of a definite pension plan. In addition, forms were prepared to clarify the presentation of such data. These forms and a copy of the memorandum were submitted to the Social Security Research Unit with a request that such information be accumulated and presented at the earliest opportunity.

Project No. 31 - Injury Compensation Administration

A translation of the preliminary draft legislation covering this program has been received from Mr. Okabe, Chief of the Legal Bureau, NPA. Although this translation has been perused, it has not yet been completely analyzed. It had been expected that Mr. Davis, Labor Division, and the Specialist would have been able to entirely review this tentative legislation, however, Mr. Davis has been assigned to perform a variety of field work. In view of this circumstance, they have been unable to confer upon this document. A review of this legislation for its conformity to the program outlined elaboratively by the Specialist will be made at the earliest opportunity.

Project No. 32 - Mutual Aid Program

Contact has been maintained with Mr. Rose concerning the irregularities uncovered by him involving the financial affairs of various Mutual Aid Associations. This information involves union activities, and consequently was transmitted to Mr. Salter at the earliest moment possible. Arrangements have been made for continuous contact with Mr. Rose concerning the conduct of the Ministry of Agriculture and Forestry Mutual Aid Association in its collection of employee contributions, although no benefits were being paid out. An additional matter concerning the Mutual Aid Associations has been transmitted to Mr. Peterson, and will also be transmitted to Mr. Salter. This involves the fact that numerous loans have been made to government employees by a large number of associations. It has been the practice on the part of these associations to collect repayments by means of direct deductions from payrolls. The question presented to the Specialist

Salter says: (1) such loans have been customarily repaid; (2) there appears no legal basis for such action, however; (3) Ministry of Finance issued a regulation that this practice was all right & had received NPA endorsement (apparently some lesser light at NPA had talked to one of the Fin people); (4) NPA has decided this is illegal under present NPA rule & plans to issue a regulation contradicting the Min of Finance regulation. Just what tone this will have remains to be seen.
7/18/49

involved the problem of whether such deductions can continue to be legally made in view of the NPA rule prohibiting all payroll deductions other than those permitted by law.

√ Project No. 26 - (Organization of the Japanese Government)

Additional revisions have been made in the current organizational structure of the Japanese government. The outline depicting the organization is now complete down to the Division level. Information concerning the sectional division of the Japanese government is necessary in order to completely bring to date this outline. Conferences have been held with Captain McWherter concerning certain inconsistencies found in the organizational outline developed by the Administrative Management Agency. In addition, certain questions of terminology have been clarified, mainly, the distinction in Japanese circulars between ~~consuls~~ councils and committees. Apparently, there is a vigorous attempt on the part of the Administrative Management Agency to develop a specific terminology in reference to the organizational structure of the Japanese government. More detail concerning these points will be made available through Captain McWherter.

Walter P Domanowski

WALTER DOMANOWSKI
Compensation Specialist

WD:rj

CIVIL SERVICE DIVISION
Government Section

Read by B Hoover
7/20/49 GP.

15 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week of 11 - 15 July

Project No. 24 - Construct Position-Classification Plan. (A)

1. Conferences.

Lengthy conferences were held on Monday and Wednesday with Mr. Onouchi and his staff regarding the progress and conduct of the class-determination survey of 33 series which is now nearing completion. It is estimated that 115 classes are included covering approximately 80,000 positions. The actual survey procedures will be concluded on 16 July and class-descriptions will be submitted to us during the course of the coming week.

2. During these conferences a final selection of series was approved for the next class-determination survey to begin 20 July. At the Monday conference a list of series was submitted which had been drawn up carelessly and showed little logic in the selection of series. The list was disapproved and another list was submitted on Wednesday. The second submission covering 69 series was approved.

3. On Thursday conferences were held with the leaders of the teams which prepared class-descriptions for the Typesetting Series and Boiler Operation Series to clarify the distinguishing features of certain classes within each series.

4. File of Class Descriptions.

A file of descriptions of classes of positions in the Japanese government has been set up in our file section. The file will be enlarged as rapidly as class-descriptions are submitted by NPA and approved by this office.

5. Position-Classification Law.

In view of current news reports that a special session of the Diet may be forthcoming within the next few weeks, it appears that we should review the draft of the proposed position-classification law in order to have the benefit of your views and comments.

by 12 employees. The total number of employees for the Classification Section has been the subject of discussion with Mr. Roser during the past week.

2. Training.

Plans for another training session for the hundred or more employees added to the section since the 20th of June were completed and approved, and the training course will take place from 18 - 20 July.

ALAN C. RANKIN
Classification Specialist

ACR:rj

CIVIL SERVICE DIVISION
Government Section

11 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report on Project Assignment No. 63 for the Week Ending 8 July 1949

1. Received revised Equity Rules from NPA. A general reorganization of material required making a close subject matter check between the new NPA draft and the approved Civil Service Division draft. Changes were noted and discussed in conferences with NPA Legal Bureau and Equity Bureau. Several points required clarification and change. NPA representatives plan to have new drafts of these changes prepared by Tuesday. When the revisions are received the rule as a whole shall be discussed with Mr. Hoover who plans to meet with the Commissioners in order to settle several points of major difference.

2. Discussed Service Record Card and file procedures with Mr. Shirven who has agreed on the general plan for field operation. This enables NPA to issue all the procedures to field installations. Mr. Shirven and Mr. MacCoy are still not in agreement on matters of NPA administration of these procedures; however, this matter will have to be decided by Mr. Hoover and can be discussed later. Galley proofs and final drafts of these procedures shall be given to Mr. Roser and Mr. MacCoy for approval prior to field issuance.

Discussed with MacCoy 7/12/49

HRM

HELEN R. MACHIN
Administrative Assistant

HRM:jd

CIVIL SERVICE DIVISION
Government Section

11 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report, 4 July - 8 July

Project No. 36:

During the week, 131 new items were prepared for the general administration test and 493 for the various technical specialties, making the totals 400 and 1776 respectively. Review of administrative items is proceeding in regular conferences between Mr. Ueno and the examiners, in accordance with a plan suggested by Mr. Ueno.

Review of critical positions and their tentative arrangement into classes for examination purposes is nearing completion, which is scheduled for 12 July.

A conference was held with Judge Oppler concerning positions in the Attorney General's Office and the Secretariat of the Supreme Court, with satisfactory results.

Controls are being established in this office to keep track of relations with other SCAP sections and of the progress of item construction and review.

Project No. 38:

The Planning and Control Section has been engaged in a survey of the Japanese Government in order to identify critical positions for examining purposes. It has cooperated closely with the Classification Section in this project. It appears that about 7000 positions are involved.

It is also engaged in planning the recruitment campaign and the program of test administration.

It has been requested to plan an examination for policemen to be given this fall, and it is also planning the entrance examination for university and college graduates to be given in November.

No further progress has been made on the Foreign Service Examination, pending Dr. Asai's conference with Mr. Yoshida.

Project No. 39:

The Examination Section's principal activity was the preparation of test material for the critical positions. In addition, it administered the classification test at the Nikko Training Institute.

A proposed revision of Rule 8-1 to give NPA control over transfers is under study by the Law Division. This revision is essential if we are to insist on proper qualifications for high officials. (See also Project No. 40).

✓ Project No. 40:

Eight temporary appointments were submitted to Examination Branch, CSD, for review last week, all of which were approved.

Examination Section, NPA, reported a total of 463 appointments reviewed, of which 457 were approved and 6 which are being held over pending further investigation.

✓ Project No. 41:

The following actions were reviewed by the Transactions Section during the week ending July 7:

		No. of Cases	No. of Persons
Written certification of delegation of appointing power: (Revision)		5	138
Written certification of delegation of disciplinary punishment power:	New	1	33
	Revision	4	29
Certification of written statements of charges of disciplinary action:			84
Approval of the progress of administrative disciplinary proceedings based on Article 85:	Application	1	
	Pending	0	
Certification of the statement of disadvantageous action taken against the will of personnel, Article 78:			1288
Concurrent Appointments:	Application	222	
	Action taken	154	
	Pending	202	
Articles 103, 104:	Application	12	
	Action taken	9	
	Pending	8	
Part-time Employment	Application	2	
	Action taken	2	
	Pending	0	

Transferred to Equity

At the suggestion of Mr. Hoover, the section was requested to transfer all functions involving disciplinary punishment to the Equity Division. This change is not viewed favorably by the personnel involved, nor by the writer.

A possible rule governing reduction-in-force of kodans has been studied by the Transactions Section and the Law Division, which have concluded that it is not possible to issue a rule under Supplementary Article 13 denying equity procedures to these personnel. Consequently, it is considered best at this time to say nothing to disturb the situation.

√ Project No. 44:

During the week three conferences were held with key NPA officials to determine the status of the present employment investigation practice. A fourth conference was held with the Chief Police Administrator, Public Safety Division, GHQ, and one of his staff assistants to discuss the location and availability of Japanese criminal fingerprint records to be used in connection with employment investigations. These fact finding conferences, which were summarized in memoranda for the record, were supplemented by two NPA special reports of pertinent information and statistics.

Maynard N. Shirven

MAYNARD N. SHIRVEN
Chief, Examination Branch

MNS:rp

CIVIL SERVICE DIVISION
Government Section

9 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report - 5 July - 9 July

Project No. 30 - Retirement System

An outline was made of additional information concerning governmental employees which will be necessary prior to the formulation of a definite pension plan. This required data consists of information concerning the distribution of government employees by age, length of service, and sex. Further information is necessary concerning the normal volume of turn-over by means of separations from the government service. In addition, it has been reported by the Social Security Research Unit that there had been 570 occupational fatalities in the government service during the course of one year. The Social Security Research Unit will be requested to analyze this information further and indicate the length of service on the part of each of these individuals prior to decease. Similar information will be requested concerning non-occupational fatalities.

Project No. 31 - Injury Compensation Administration

Mr. Okabe, Chief of the Legal Bureau, NPA, has been twice contacted concerning his progress in the preparation of tentative draft legislation covering this program. At first he had expected to have such material available in English form by the beginning of the coming week. During the second meeting, he was dubious that the translation of the complete tentative draft would be ready by that time. Mr. Okabe was urged to have this translation available by 11 July. Also, the preliminary report on the frequency of occupational accident and illnesses in government service has been completely analyzed. The analysis of this material will be covered in a separate memorandum.

Project No. 32 - Mutual Aid Program

An investigation was initiated concerning a swindle of more than three quarters of a million yen in the Government Railway Mutual Aid Association. The investigation was conducted by Mr. Nakao, Chief of the Mutual Aid Association Section, Finance Ministry. A report was submitted by Mr. Nakao which has been analyzed. In the course of dealing with this particular problem, the Specialist contacted Mr. Rose, PH&WS, in order to ascertain what information that individual possessed concerning

this matter. Mr. Rose requested to be kept informed on the progress made in this investigation. In so doing, Mr. Rose indicated that another financial irregularity had been uncovered in the case of the Mutual Aid Association of the Ministry of Agriculture & Forestry. He will have initiated an investigation of this particular association. In addition he has found some problems in connection with the Police Mutual Aid Association which also will be investigated. The results of these studies will be made available to the Specialist.

√ Project No. 26 - (Organization of the Japanese Government)

The organization of the Japanese Government, effective 1 June 1949, has been completed down to the bureau level, and in some cases down to the section level. This material had been turned over to the typists. The copies are now completed and are awaiting assembling. It is expected that, in the near future, sectional information will be made available to the Specialist so that these outlines will be made more complete and more detailed.

Walter P Domanowski

WALTER DOMANOWSKI
Compensation Specialist

WD:jd

CIVIL SERVICE DIVISION
Government Section

9 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Progress Report, Training Branch 25 June-8 July

Project No. 13 - Training of Personnel Staff

The members of the faculty of the Fifth Civil Service Institute are pleased with the attitudes shown by the ministry personnel at Nikko. They are attentive during the lectures and eagerly participate in the seminars. Much of the hostility toward NPA, which was evident at the beginning, has disappeared. Of the 155 trainees, only 55 are university graduates; 73 graduated from schools at the higher school level; 26 are middle school graduates; and one had only a primary school education. In age they range from 20 to 49, with more than one-third falling in the five-year age group of 25-29.

Since most of the trainees have families in Tokyo they are eager to return to Tokyo on week-ends. On the first two week-ends approximately two-thirds of the trainees left Nikko, many of them cutting the Saturday afternoon sessions. All but eight persons returned in time for the lectures each Monday morning.

Approximately 10 members of the Personnel Committee of the House of Councillors, including Mr. Nakai, the chairman, plus eight members of the Secretariat, are going to Nikko on Sunday, July 10, and will spend Monday visiting the school. We plan to have them attend the morning lectures, the faculty meeting, and visit some of the seminars.

Project No. 16 - Organize, staff and initiate activities of Health Section, Bureau of Efficiency

The Welfare Ministry, with the assistance of Mr. Igarashi, Chief of the NPA Health Section, has prepared a plan for regular medical examinations for government employees. Mr. Igarashi reports that Gen. Sams has seen the plan and has indicated that he will approve it when it is presented officially. Mr. Igarashi and the Welfare Ministry people with whom he has been working feel that the plan should come from the NPA in the form of a rule or directive, rather than from the Welfare Ministry. I have reported this to Mr. MacCoy and left the plan with him. Mr. Igarashi is awaiting word from him.

Project No. 19 - Organize, staff and initiate activities of Employee Evaluation Section, Bureau of Efficiency

Mr. Kaneko has just been appointed Chief of the Bureau of Efficiency and is now searching for someone to take his place as Chief of this Section.

Project No. 20 - Organize, staff and initiate activities of Employee Utilization Section, Bureau of Efficiency

Mr. Nakaya has been appointed Chief of the Employee Utilization Section to replace Mr. Yukawa who has recently been transferred to the Bureau of Internal Administration to become Chief of the Organization and Planning Section. Mr. Nakaya has reported to Nikko to take the training course with the ministry personnel.

Projects 15, 17, 18, 21, 22 and 64

No new or unusual developments.

John R. Shively
JOHN R. SHIVELY
Acting Chief
Training Branch

JRS:jd

CIVIL SERVICE DIVISION
Government Section

8 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief,
Civil Service Division

SUBJECT : Weekly Progress Report
Week Ending 8 July 1949

Project No. 59 - Watchtower

Very active - much business

Project No. 60 - Current History Civil Service Division

No Progress

THOMAS L. ELIOT
Personnel Specialist

TLE:jd

CIVIL SERVICE DIVISION
Government Section

July 8, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report -- July 4 - July 8

Project No. 51 - Organize Staff and Initiate Activities of Bureau of Internal Administration

1. Mr. Kazuo Ono, the new appointed Chief of the above Bureau is to report Monday for work and I have had a chance on two different occasions to somewhat familiarize him with some of his many duties. He frankly states most of the work is entirely strange to him, his training and background being that of Agricultural Chemistry.

2. Messrs. Kanatsugu and Yonada returned from Takamatsu and Osaka where they investigated sites for the construction of regional office buildings. They agreed with Mr. Shirven that the site in Osaka, which was given to us by the State Property Board is excellent. They decided upon a location in Takamatsu, which from maps and their description, should be quite satisfactory. This latter site must be purchased from private sale and fortunately comes within the limitations of appropriations for that purpose. It also appears that we shall be able to construct two regional offices from funds which we now have. Plans have been prepared and while I have seen them, Japanese arrangements of office space not being in accordance with American standards, I plan on reviewing the proposed building layouts with Mr. MacCoy before giving final approval. If there are no holdups, these buildings should be completed by October 1st according to estimates.

3. I am assisting Mr. Yonada, concurrent Chief of the Officer, Service Section, in preparing procedures and controls for requisitioning of materials and supplies, purchasing and disbursing, and transfer of funds. These procedures will be completed within the next two weeks.

Project No. 54 - Organize Staff and Initiate Activities of the Bureau of Internal Personnel

1. As reported to you in my memorandum of 7 July, the Ministry of Finance has agreed to change the status of 95 Koin and 20 Yonin as carried in our current budget to that of Third Class Officials. With this change, the personnel which we are still permitted to hire for the balance of this fiscal year is as follows:

2nd Class Officials	- - - - - - -	62
3rd Class Officials	- - - - - - -	129
Koin	- - - - - - -	22
Yonin	- - - - - - -	8
	Total	221

My proposal for the training of the above officials was covered in the same memorandum.

2. I am now preparing text material for an Employer-Employee Training Course to be given to all NPA supervisors, which I hope to start within the next two weeks. I met with the Commissioners and received agreement from them that an immediate supervisor is responsible for the employment and discipline of his employees as well as the fact that he is to be held accountable for the work of his unit. While this concurrence took considerable discussion, the Commission agreed to at least try American practices until they were proven wrong. I needed this concurrence so that we could intelligently tell supervisors how to handle employee problems.

3. I submitted a memorandum to you as of 7 July concerning a proposal for probationary service ratings. This matter was thoroughly covered in the memorandum and attachments thereto.

FOSTER ROSER
Examination Specialist

FR:vr

CIVIL SERVICE DIVISION
Government Section

July 8, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Report of Activities for the Period 1 July - 7 July

Project No. 47, NPA Rules

1. Submitted to Mr. Hoover for clearance were the following:

A directive to establish the required qualifications for government statisticians, and a Rule regarding concurrent occupation by personnel of positions in the Public Service in the Local Public Service or the Service of Public Corporations.

2. After discussion or development by Civil Service Division, the following drafts of rules were returned to NPA for attention.

Bequest for Administrative Action;
Holding of Additional Positions in Private Enterprise by personnel;
Temporary Retirement of Employees in the Educational Public Service.

3. Dr. Asai is holding up action on the following rules:

Exception to the Law Based on the Special Nature of the Duties and Responsibilities of Kodan Employees;
The Special Government Service (Amendment to Remove Foodstuff Distribution Kodan from Special Service);
Prohibition of Resorting to Duress and Coercion to Interfere with the Performance of Official Duties;
Political Activities;
Delegation of Authority;
Issuance of Regulations;
Contracts for personal services between the National Government or an Organ thereof and Foreign Nationals.

The first three Rules named above have been cleared by Civil Service Division for NPA action.

4. In support of a request by the Ministry of Agriculture and Forestry for special exceptions to the National Public Service Law for forestry laborers, a detailed analysis was submitted by the Ministry.

Such analysis was studied by the undersigned and routed through other persons in the Civil Service Division who have a direct interest in the matter.

Project No. 48, Local Public Service Law

1. During the report period, two more three-hour conferences were held with representatives of the Local Autonomy Agency. Principal subjects were the nature of the Personnel Commissions and their terms of office, appointment, reappointment, protection and dismissal; the instruments of control necessary to be given to Personnel Commissions; basic principles underlying the examination and appointment process; inter-agency cooperation. As the conferences progressed, the Japanese representatives began to participate to a greater degree, asking questions to clarify doubtful points. They still seem to be quite receptive to the ideas presented.

2. Special attention in the course of conferences with the Local Autonomy Agency was given to the question of how intricate the personnel program should be. The undersigned recommended that the program be kept as simple as possible stressing those elements which are basic to a Merit System and omitting refinements, which if well handled are advantageous tools of administration, but which if abused, may impair the program. After examining several examples, Mr. Suzuki concurred with my point of view, recognizing that the resulting system would necessarily be somewhat more inflexible at points than would be ideal in a mature environment.

3. The undersigned again raised for Mr. Hoover's review, the question of how much detail should be included in the Local Public Service Law, Despite the instruction by General Whitney that the Law be a simple enabling Law, Mr. Suzuki has presented a draft about thirty pages in length. Civil Service Division is in a position of recommending greater detail in order to include even the barest essentials of a Merit System. It would be desirable to have assurance that if the Japanese present a detailed bill to Government Section for official approval, that such approval would be granted, particularly if Civil Service Division is in large measure responsible for such detail.

Other Projects:

No activity.

GORDON PETERSON
Chief, Organization Branch

GP:vr

CIVIL SERVICE DIVISION
Government Section

July 8, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week Ending 8 July

Project No. 28 - Set up Control for Compensation Administration of Japanese Government

1. A proposed rule for the installation of the uniform payroll system has been drafted.

2. Procedures regarding time and leave reporting and payroll preparation have been cleared with Miss Machin with the exception of the composition of the Individual Pay Record and Payroll Form. This matter will be cleared next week. Clearance must then be obtained from Finance Division, Economic and Scientific Section on the account breakdown of the Payroll Form.

3. Due to the limitation of time, no progress was made on the leave plan.

Project No. 42 - Organize Staff and Initiate Activities of the Compensation Research Section, Bureau of Compensation

1. Plans for conducting a comprehensive wage survey of government employees have been received from NPA and are being analyzed. Expenditures for Questionnaires and Collection Table of Government Employees were approved. Approval of expenditures for other forms requested for the survey is withheld pending review of the survey plan.

2. Recommendations of NPA relating to Coal and Cold Area Allowance were submitted this week. The recommendations were not supported by any basic research originating in NPA. Facts given in support of the allwances were prepared sometime ago by the Allowance Bureau, Ministry of Finance. The study was not prepared with a scientific approach. It was prepared on the basis of available statistics and knowledge of the situation. Finance Division, ESS was informed the allowances were approved but had to be provided by funds already appropriated. Our interest was confined to issuing rates and method of payment.

Comments: A proposed draft of an amendment to Cabinet Order No. 13, 1949 defining Members of the Transportation Council as special government service employees was submitted by Office of New Pay Administration, reviewed and approved.

The Wage and Salary Section, NPA, initiated a study to determine the feasibility of recommending monetary awards for meritorious service and money saving suggestions. This may be a desirable incentive.

Albert R. DeAngelis

ALBERT R. DeANGELIS
Compensation Specialist

ARD:vr

CIVIL SERVICE DIVISION
Government Section

8 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Weekly Progress Report for Week of 4 - 8 July

Project No. 24. Construct Position-Classification Plan. (A)

1. Work of the past several weeks is culminating in drafts of class descriptions and definitions of series of classes as illustrated by the attached descriptions of classes of positions in the Lens Working Series and Dental Technician Series.

given Hoover with briefing sheet 7/11

These drafts are submitted for your review in order to determine if, in your opinion, they meet at least the minimum standards necessary to undertake the allocation of positions to their proper classes upon enactment of appropriate legislation.

The drafts were first written by the NPA staff, reviewed in this Division, and after separate conferences on each series with the preparing teams, final drafts were prepared and submitted to our office. The drafts are crude examples both technically and grammatically, but they indicate that the basic concept of a class of positions has begun to emerge in the minds of our NPA staff. A translator was assigned to the Classification Section only 10 days ago, despite our long-standing efforts in this respect.

I have summarized the distinguishing characteristics of the classes described in the attachments for purposes of quick reference and insertion in the Civil Service Division's Handbook of Series Definitions. The summaries are also attached.

Work on 18 series comprising 60 classes of positions and covering an estimated 59,080 individual positions has progressed to a stage similar to that of the Lens Working and Dental Technician Series. Survey work on 33 additional series is well under way and is to be completed by 16 July. Plans are in readiness to commence work on 65 series, beginning 18 July, to be completed by 3 August. Approximately 400 series are believed to exist in the Japanese government.

2. We now have available in the Division a list of all positions in the Japanese government which are included in the special government service. The list was prepared in Mr. Okabe's office and appears to be complete and accurate.

3. A conference was held with the team which studied postal clerical work and prepared the class descriptions thereon.

✓ Project No. 25 - Identify "critical" positions, Japanese Civil Service. (A)

1. The Classification Section, NPA, has received 4,500 position descriptions in the survey of positions in grade 10 and above. A total of 5,972 positions is involved.

Discussed w/ Mac Coy 7/12/49

2. Responsibility for this project has been clearly assigned although most of the work is being carried out in the Examination Branch. During the past few weeks, attention has been given primarily to Projects 24 and 27. Now that Project 25 is assigned "A" priority, I am anxious to complete the project satisfactorily rather than default in the assigned responsibility. I hope that Mr. Shirven and I can come to an understanding on our responsibilities in this activity in the near future.

✓ Project No. 27 - Organize, staff and initiate activities of Position Classification Section, Bureau of Compensation. (A)

1. No report.

General Items:

1. On 2, 4 and 5 July, I participated in faculty meetings and student seminars at the Civil Service Institute at Nikko. The present group at Nikko represents ministry personnel and a special effort was made to clarify the role of position-classification in a civil service system.

2. On Wednesday afternoon I made a short statement to the members of the National Personnel Council preliminary to some training lectures in classification to be given by Mr. Takimoto and Mr. Onouchi at three meetings of the Council, 6 July, 20 July and 3 August.

Alan C. Rankin

ALAN C. RANKIN
Classification Specialist

Incls
ACR:rj

Submitted with ACRankin's weekly report 7/18/49

Seen by Hosser 7/14 GP

Occupational Group: Crafts

Series : Lens Working

Class I (Lens Worker I).	Positions involving administrative and technical supervisory duties such as foremen in lens working shops.
Class II (Lens Worker II).	Positions involving technical supervision of subordinates occupying positions in Class III and IV, and the performance of difficult technical processes such as processing lens^es in a furnace.
Class III (Lens Worker III).	Positions involving one or more types of work on lenses such as classification of corundum sand, heat treatment, rough grinding, sand grinding, and red ochre grinding, performed under general supervision but subject to technical instructions. Responsibility for supervising the work of subordinates^is not included in this class.
Class IV (Lens Worker IV).	Positions involving trainee or apprentice work performed under close supervision and technical instruction.

Note: See Rankin's file for class descriptions

Submitted with A C Rankin's weekly report 7/8/19

Seen by Hopper 7/17

Occupational Group: Medical, Hospital and Public Health

Series : Dental Technician

Class I (Dental Technician I).	Positions involving supervision of the operations of a dental laboratory and constructing and repairing of ordinary and special dental prosthetic devices. Work is performed under the general supervision of a dental officer.
Class II (Dental Technician II).	Positions involving individual work in constructing and repairing dental prosthetic devices, performed under general supervision.
Class III (Dental Technician III).	Positions involving apprentice work performed under close supervision and instruction subject to frequent inspection.

Note: See Rankin's file for class descriptions

CIVIL SERVICE DIVISION
Government Section

8 July 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Week Progress Report for Week Ending 8 July

Project No. 5 - Develop and implement policy and program of labor relations

REPORT

Material submitted by NPA on a report of the history of labor relations in the government is being translated - certain summary statements are already available. Background material listed on the attached bibliography on labor relations in government has been and is being reviewed. An outline for the project has been developed.

given Mr Hoover with briefing sheet 7/11

CURRENT ACTIVITIES

NPA

The NPA Employees Association issued the fourth edition of "New Dawn". Most of the items dealt with indigenous matters to the organization. The editorial policy of this issue was substantially better. Among the items were:

a. A proposal that overtime pay received by all officials since the beginning of April be returned for the purpose of establishing a fund for use at a subsequent date when overtime might be demanded of the employees and for which there might be no money available. Actually this is an effort to point out the sizeable amount of overtime being received by the principal management officials of NPA, as such overtime payments are listed.

b. A brief article on the Sakaguchi case and a comment to the effect that the Association is watching developments with interest.

c. Comment on the fund-raising campaign for the benefit of dischargees.

d. Encouragement of the extension of membership to include local offices of NPA.

Mr. Sakaguchi sent through the mail this week a letter to NPA stating that if NPA failed to take action within 5 days revoking his resignation, which he claimed was obtained under duress by NPA, he would take the matter to the courts.

OTHER AGENCIES

The fluid situation between government and the unions has seen a combination of actions in the past few days which has corrected a feeling of uncertainty in the minds of the Japanese toward the Occupation and strengthened the position of both the government and the Communists. Asst. Secretary of ~~State~~ Army Voorhees stated in Washington that the Occupation of Japan would be a long occupation. Gen. MacArthur, in his 4th of July review of troops, incidentally accompanied by a major show of power, denounced "the movement of national and international outlawry." The Provost Marshal of Tokyo arrested Ii, former chairman of Kokutetsu, on charges of rumor mongering emanating from certain public statements he made several weeks ago charging the economic recovery plan was of benefit to the Occupation interests and not to the people of Japan. A statement came from the government that the National Rural Police would shoot if necessary in order to maintain law and order. The Democratic Liberals and the Democrats, represented by Yoshida and Inukai, have again met for the purpose of developing a coalition program to off-set any obstructionism that may occur in the political arena. The Japan National Railways Corporation, in accordance with law, refused to negotiate any matters pertaining to the retrenchment program. Dismissal notices were sent out to all railway divisions in Japan affecting 30,700 railway workers. This was followed by a second notice to be effective July 14.

On the JCP side, the central control committee of the Party is strengthening its security, fearing spies and the leakage of information. The reputed claims of Communists are that the present fits of sporadic out-bursts of one kind and another will continue with the intent and purpose of starting a violent revolution in September, which they claim will not even be stopped by the machine guns of the Occupation. Nozaka criticized JCP for too weak a stand on many matters and in compromising with the Democratization League. Zentei is dispatching organizers throughout Japan. The management of the Telecommunication Ministry has encouraged and arranged for a system of discussions and negotiations with their union on separation standards and practices.

The demise of Shimoyama, President of the Japan National Railways Board, has interestingly enough drawn no substantial statements from either side. There is little doubt that this was a so-called political assassination. Until further facts are developed, however, neither side involved in this issue appears willing to take a stand, though Kokutetsu and Zennoren are using the incident as a warning to "officials". This is quite in contrast to the accidental death of Hashimoto in the Tokyo-to incident last month, at which time the Communist interests very definitely attempted to capitalize on the incident as being the fault of the police.

Almost concurrent with Gen. MacArthur's statement was a statement by Prime Minister Atlee denouncing the Communists as the ones causing the

disruption in activities directly affecting the success of the British economic recovery program. The pattern in Britain of disrupting economic recovery at all costs is the same as that attempted in Western Europe and being attempted in Japan.

The Chinese republic, it was announced, will now be known in the Communist-controlled areas as the Chinese People's Democratic Republic.

The conference called by Zenroren as the counterpart of the World Federation of Trade Union conference being held in Milan, Italy, adopted a resolution calling on Japanese labor to concentrate all their efforts on the "struggle to protect the state railways and the related industries". Zentei participated, along with Zenkanro. There were present some 430 representatives. It was also decided to develop Zenroren into a "fighting organization" as a basis for unifying the international labor front.

Railway sabatoge and train obstruction tactics continue at a somewhat alarming rate.

A serious incident occurred at Taira, 100 miles north of Tokyo, where Communists evicted police and took over the police station. The incident occurred over an order by the police to the Communists to remove their bulletin board placed before the police station. Some 22 of these persons have been apprehended and will be tried on the basis of sedition. Warrants have been issued for another 13 persons. The success of these cases is questioned by the Procurators who state that the only witnesses are the police and they fail to recognize or remember these persons who are apprehended. The police on their part claim the Procurators fail to take appropriate action. Both parties exhibit fear and trepidation in handling these cases against Communists. In Osaka a strike occurred resulting from a lockout in which certain Zentei members participated. Investigation revealed that these government workers were on official leave. The return of repatriates has been accompanied with dramatic and pathetic demonstrations in Tokyo, Kyoto and Osaka, admittedly Communist inspired.

A report from the Labor Division of ESS indicates that there are now 5,932 government unions, representing a membership of 615,413 as of 31 May 1949. This obviously does not include railways, communications or monopolies.

✓ Project No. 26 - Advise on administrative management programs involving Civil Service

Cabinet Orders have been completed for the promulgation of issuing rates for retirement allowances and for separation allowances. These are matters that are under negotiation between ESS and the Ministry of Finance. No review is being made by GS and no action is being taken which will in any way impede their promulgation. Agreement was reached at one time this week