

Q: When you were allocating these positions to grades, did you take into consideration the recommendations that were made by high ranking officials or bureau chiefs or something of that order?

A: They did get the recommendations of their superiors and in local areas it was left to the chief of that certain station, following the standards that were sent out by the headquarters.

Q: Then was the chief of that station actually responsible for allocating the positions in that certain area rather than the Personnel Section?

A: In accordance with the Police Law, the police chief in the local areas has the right to allocate various individuals to grades but on this occasion he only made recommendations which were sent back to national headquarters for approval.

Q: Now after all the positions were allocated, did the higher positions have to be approved by the Office of New Pay Administration?

A: The number of positions was automatically set by the standard that they have had which goes mostly in accordance with the number of years served in a particular position; other positions had to have the approval of the Office of the New Pay Administration.

Q: Let's put it another way. Did the positions in Grade 8 to 12 have to be submitted to the Office of New Pay Administration?

A: Yes sir.

Q: At what grade was it necessary to get approval of the Office of New Pay Administration - did it start with Grade 8?

A: From Grade 5 to 7 they were mostly automatically made.

Q: But at Grade 8 and above they had to be submitted to the Office of New Pay Administration.

A: Yes.

Q: Now who had final approval of the allocations below Grade 8?

A: Any person coming in the department after the 2nd of January was set by the Chief of Police in the local areas.

Q: But they must have had a very large number of employees in Grade 7 and below who had to have their allocations finally approved even though they had been hired prior to January 2. Who had final approval - was it the Personnel Section, the Superintendent of Police or who?

A: The Office of New Pay Administration made the final settlement of persons who were Grade 7 and below.

Q: We just settled that the New Pay Administration finally approved Grade 8 and above, but who approved Grade 7 and below? In most ministries the Chief of the Secretariate has that responsibility but inasmuch as the National Rural Police has no Secretariate, who made that decision - the Personnel Section, Superintendent of Police or who?



A: Up to the present it was brought in to Tokyo and final approval was given by the National Rural Police headquarters, but hereafter decisions will be made by the Local Police Chief and it will not be necessary to bring it to Tokyo for approval.

Q: Now for the higher grades, was it necessary to submit a list to the Office of New Pay Administration, showing the name of the person, his title, his wage rate and other factors?

A: Yes sir.

Q: What did they have to submit, if anything, on the lower grade positions?

A: The names, number of years they have served in that department, their grade of classification and educational background.

Q: Who did they submit that to?

A: The Office of New Pay Administration.

Q: Now, your employees are not unionized are they?

A: No.

Q: Did the employees raise any objections to the allocations?

A: There were objections.

Q: Did they have an opportunity to help prepare police standards?

A: No.

Q: After the employees' objection to the allocations, what did you do about the objections? Anything?

A: Any time any one was not satisfied with his grade, if the mistake was made on the part of the officials, then it was corrected. In other cases where it was thought they were justified in the allocation, he was sent back without changes.

Q: Who had authority to make corrections?

A: On the higher grades, they collected all data and materials and took it over to the Office of the New Pay Administration for adjustment. Anything on lower grades was adjusted by the National Rural Police Board.

Q: There are no formal procedures for appealing an allocation?

A: There is no system set up at the present time. There is a provision made in the law where they can appeal to the Office of the New Pay Administration.

Q: Now this list of allocations which was sent to the Office of the New Pay Administration for final approval, did the Office of New Pay Administration make many revisions in that list which was sent to them?



A: Yes sir.

Q: Very many?

A: There weren't any changes in grades lower than 6 but there have been quite a few changes in positions in the higher grades, especially in persons working in the Liaison Section such as interpreters, etc.

Q: What was wrong with the Liaison Section?

A: A person who is working in the Liaison Section, especially those who can speak English, can work for Occupation Forces and can get better pay, so in order to keep these people working for the Government, they had to raise their pay.

Q: You mean they didn't follow the standards?

A: Well they did follow the standards but they gave them the limit.

Q: I see, they worked the standards the limit and the Office of the New Pay Administration put them down.

A: Yes sir.

Q: Are there any provisions at present providing for promotions or transfers.

A: Yes sir.

Q: Are those prepared so that all <sup>decisions</sup> ~~decisions~~ of the National Rural Police can have access to them?

A: Yes, they have rules and regulations that cover all.

Q: How long have those been in effect?

A: Effective August 1, 1948.

Q: Were they worked out in collaboration with SCAP representatives?

A: They were adopted by the Public Safety Division.

Q: How are those regulations working out?

A: There are some minor details which aren't set yet because the National Rural Police Law isn't in effect yet.

Q: When you hire a new employee, before he goes to work is his job allocated to a grade?

A: When we recruit a new man he automatically goes into the lowest grade.

Q: How about a clerical worker?

A: It might change a little. They automatically start anywhere from 4 to 5.



Q: How about a typist?

A: Grade 3.

Q: But her job is graded before she goes to work?

A: Yes sir.

Q: Now, does a new employee such as a junior policeman start at the minimum wage rate for that job?

A: Grade 5, step 3, which is 1900 yen.

Q: Why step 3?

A: The Office of New Pay Administration recommended that they start from that point on and in accordance with the conversion table they would automatically start with Step 3 which is 18 or 19 hundred yen.

Q: After a junior policeman has served three years he is promoted to the next grade, Grade 6, is that right?

A: We would like to do that but these things must be decided by a Cabinet Ordinance which isn't out at the present.

Q: You mean that at the present time a man cannot be promoted in grade or within step.

A: No.

Q: In other words, these police standards were only used at the time the jobs were allocated to grades.

A: Yes sir.

Q: Now in the National Rural Police there must be employes who are receiving more than the maximum in the wage range. Is that correct?

A: Not very much, there are a few.

Q: One or two per cent approximately?

A: Approximately 10 per cent.

Q: Let's say that a police officer resigns and you assign transfer B to his job and B has less education and experience than A, would he get the same grade job?

A: If the duties and responsibilities are the same, they should give him the same grade job but for the present, due to conditions beyond our control, the classification system isn't up-to-date we figure new persons not only from the job duties but as an individual. If he does not come up to that standard we will cut him down.



Q: In the police standards, is experience the only factor you have taken into consideration?

A: In promotions?

Q: No, in allocating jobs to grades. The only factor shown on there is experience.

A: In these standards it was taken for granted that these policemen are graduates of secondary high schools. Any person graduated from high schools may not serve as long a period as shown on these standards.

Q: There are other standards than these then?

A: If a person is a graduate of a junior college or normal school, then these numbers can be shortened by 20% (of time), and in case he is a graduate of a university it goes up to 30%.

Q: Are there qualification requirements established for each of the jobs?

A: In case of promotions from sgt. to assistant inspector, they must pass an examination.

Q: What kind of an examination?

A: Oral and written examination.

Q: Prepared by whom?

A: By the Examination Committee which is made up by the Chief of Police of section chiefs who become members.

Q: What are the minimum requirements for a junior policeman?

A: As long as he had the educational requirements - must be a middle school graduate - he will successfully have to pass the entrance examination.

Q: How old must he be?

A: Full 20 by American standards.

Q: Is there a height requirement?

A: 1.58 and they are going to raise them to 1.62.

Q: Rather than allocating all your jobs on the basis of education and experience, do you think that they should be allocated on the basis of duties and responsibilities?

A: At the present, anyone above the assistant inspector is graded according to the duties and responsibilities.

Q: What are the allocating factors used besides education and experience?



In other words, you have a different pay plan than the general workers and probably one of the reasons they are entitled to higher pay is, perhaps, the hazards, maybe another would be working conditions. What other factors have you taken into consideration in determining what job went into a higher level than general workers?

A: The main thing is their working conditions. They have to face all sorts of dangers in stopping violence irregardless of night or day and their working conditions which are always outdoors, constitute the main factors.

Q: That is why they get higher grades than general workers?

A: There are more.

Q: Can you list those other factors?

A: The second factor is the number of hours that these policemen work. There are some who have to work 24 hours straight, from 9 to 10. Of course, it depends on the shift they are on. The third factor is there are a lot of duties that these policemen will have to do that are very unpleasant; like taking care of dead bodies, apprehending dangerous criminals, and quieting down riots. They must be a model for the general public and see that their conduct is the best and in that way they will have to restrict their conduct to a greater extent than the general workers.

Q: I want to go back to these top positions. You said that the top positions were allocated on the basis of responsibilities.

A: One is, their duties are very complicated.

Q: Then they actually take responsibilities and complexity of duties into consideration when they classified the jobs?

A: Yes sir.

Q: In this table that was submitted are practically all of your police jobs listed or is this just a sample?

A: This is a translation job - just about the same.

Q: Does each job whom represent the duties of a specific person. In other words, are the duties of a policeman distinctly different from, say a sgt. detective or something else?

A: These are general explanations to the grades but the actual duties of a detective or economic inspector is not given on this.

Q: In clerical work the duties of an employee are not very specific. Many employees banded together to do a single job. What I want to know is whether those job titles are rather meaningful as to the duties they perform.

A: We would like to have gone into detail, say Grade 4 will do such and such but since we did not have sufficient time to go through that, we came out with a general statement.



Q: When I mention the title "inspector" do you know what he does?

A: No.

Q: Now in Annex Table No. 3, can you tell me what is meant by A 20%, etc.

A: Say there were ten persons that are supposed to be classified as Central Office Branch Chief. We made this just as a standard to go by.

Q: In other words, you are maintaining an organization balance.

A: Yes.

Q: Now please read paragraph 4a on page 16 of the Special Police Pay Schedule and explain this decision as it applies to the National Rural Police.

A: It only applies to prison workers.

Q: I think that is all I can think to ask you this afternoon and I want to thank you for coming in and we may call on you again.



CIVIL SERVICE DIVISION  
Government Section

17 September 1948

MEMORANDUM FOR: Mr. MacDonald Salter, Chief, Classification and  
Compensation Branch

SUBJECT : Resume of Classification Practices in the  
TRANSPORTATION MINISTRY

1. As of September 3, 95 per cent of all employees were being paid on the 3791 yen base rate. The other 5 per cent was being paid on the 2920 base. Reason for the delay is the fact that the Ministry and ONPA have been unable to agree on the percentage of increase to be awarded in converting from the 2920 to 3791 base. (On September 14 we were told that 28 per cent ~~had~~ been decided upon). Considerable delay was encountered in the passage and approval of a Cabinet Order providing a special pay schedule for this Ministry covering the enterprise workers. However, we were told by Mr. Kobayashi that a general understanding between the ONPA and the Ministry permitted the increases without formal passage of an order. Principal reason for the delay was that the other ministries felt that their employees had received a smaller increase than the railway workers.

2. An unusual feature of the classification activities in this Ministry is that a job evaluation plan involving factor-comparison was utilized. This plan, based on American practices (as outlined in Army Service Forces Manual M202-3), was used independently by both union and ministry representatives to evaluate 340 occupational series. No grades were determined nor were any positions allocated to grades. The object of the evaluations was to determine the percentage of increase to be credited to each position in converting from the 1600 yen base rate to the 2920 base rate and obtain the new pay rate. The procedure was to arrange the positions of an occupational area in the descending order of earned points and by means of multiplying factors determine the new rates of pay.

3. The five allocating factors used were experience and qualifications, responsibility, accuracy, physical requirements, and working conditions. The same plan was used to cover all 600,000 employees, including clerical and trades groups, with the exception that positions in grades 11 to 15 were allocated on the basis of the job standards prepared by ONPA. Qualifications for all evaluated jobs have been prepared. Two departures from the usual classification approach found in the other ministries is that the job rather than the incumbent's qualifications was evaluated and also that rational evaluation factors were employed rather than education and experience as the total yardstick.

4. On a part-time basis it has taken since April 1947 to evaluate the 340 series of occupations. There are no plans at present for allocating



MEMO FOR: Mr. Salter

-2-

17 Sept.

positions to grades as the Ministry is waiting to learn what the National Personnel Administration intends to do concerning classification.

5. It should be emphasized that all efforts in job evaluation had as a single objective the determination of percentage increases and new pay rates under the 2920 yen pay plan.

FOSTER ROSER  
Examination Specialist

FR:jd



CIVIL SERVICE DIVISION  
Government Section

17 September 1948

MEMORANDUM FOR: Mr. MacDonald Salter, Chief, Classification and  
Compensation Branch

SUBJECT : Resume of Classification Practices in  
PUBLIC HEALTH AND WELFARE MINISTRY

1. As of September 13, but 25 per cent of the 46,000 employees of the Ministry were being paid on the 3791 yen basis. Inasmuch as none of the employees are being paid on the 2920 yen basis, approximately 32,000 employees are still receiving the 2500 yen base rate pay. The chief difficulties in making the pay adjustments stemmed from the opposition of the unions and the mechanical problem of obtaining necessary data from widely scattered areas. All adjustments however, are to be completed in a period of two weeks.

2. Job standards as prepared by the Office of New Pay Administration for the General Workers were utilized by the Ministry for all of its workers. No special job standards were established for the Ministry, although request for same was requested of ONPA to care for various categories of hospital, sanatoria and technical workers. These latter requests were denied.

3. The Personnel Section, considering recommendations by the Bureau Chiefs, allocated the individual positions to the grades. All position allocations in grade nine and above were submitted to ONPA for final approval, as were unit chief positions allocated to grades six, seven and eight. ONPA revised downward approximately 20 per cent of the allocations. Grading of positions in grade six and below, as well as non-unit chief positions in grades six, seven and eight, were subject to final approval by Chief of the Secretariat.

4. Although no appeal procedure has been formalized in relation to allocations, it appears there is an appeals board within the Cabinet with authority to over-ride final approval by ONPA. As to date, the appeals board has heard no appeals. Mr. Yasuda, Chief of General Affairs Section, stated however that if errors are found in allocation he may correct same, regardless of what grade the error was made.

5. No regulations exist for promotions, transfers or reallocation. Every problem is handled on its own merits and the Ministry is awaiting regulations from ONPA.

6. New employees upon being appointed are placed in a grade. No established procedure exists as to which pay step the new employee will be assigned. No provisions exist as to eligibility for a higher pay step in a range.

7. Less than one per cent of the employees of the Ministry exceed the maximum of the pay ranges.

FOSTER ROSER  
Examination Specialist



PUBLIC HEALTH & WELFARE

Conference held at 1500 hours on 13 September 1948

Present at conference:

Mr. Koga, Asst. Chief, Secretariat Section  
Mr. Yasuda, Chief of Personnel Section and Chief of General Affairs Sec.  
Mr. Nakamura, Asst. Vice-Chief of the Management Section  
Mr. Muramatsu, Chief of the Management Section

and

Mr. F. Roser  
Mr. Gilbert Suzuki

R: We would like to get some information about the administration of the classification that you have done in the Welfare Ministry. In the first place, approximately how many employees do you have?

K: Approximately 46,000, this includes hospitals and sanatoria

R: Are your local employees considered national civil service employees?

Y: Yes

R: Are your employees, as of today, paid on the ¥2500, 2920 or 3791 basis?

Y & K: ¥2500

R: None of your employees on the ¥2920 or 3791 basis

Y: The ministerial staff are getting ¥3791 - the hospital and sanatoria personnel are still getting ¥2500

R: What percentage of the 46,000 employees are being paid on the ¥3791 base?

Y: 25 per cent

R: In other words the only employees getting ¥3791 are the clerical and administrative staff of the ministry?

Y: When I speak of the ministry proper it includes the repatriation relief agencies, with the demobilization bureau in it.

R: That would constitute some 12,000 employees?

Y: Yes

R: None of your employees are now on the ¥2920 basis?

Y: That is correct

R: Can you tell me why more employees are not on the ¥3791 basis?



- Y: Under the Medical Affairs Bureau of the ministry there are local branch offices. These offices collect the data for pay basis from each hospital and sanatoria throughout the country - distance has caused the delay
- R: The difficulty has been somewhat of a mechanical one in collecting data?
- Y: Yes. Before Gen. MacArthur's letter appeared there was some opposition from the unions.
- R: Can you give us an estimate as to the length of time it will be fore all employees receive adjusted pay?
- Y: About 2 weeks
- R: They will have to work rather fast to place some 30,000 employees in various grades.
- Y: Yes, but it can be done.
- R: Have any of you participated in the classification work?
- Y: All of the persons are concerned with the application of the standard to the staff, but my predecessor was concerned in setting up the standards. As to a branch of that conference dealing with the medical side, Mr. Muramatsu participated.
- R: Your ministry was supplied with job standards which were prepared by the Finance Ministry, is that correct?
- Y: The Cabinet established a headquarters which was later translated as the Allowance Execution headquarters, headed by the Chief Secretary of the Cabinet. All vice chiefs were vice chief of the Cabinet Secretariat - all of those people were called upon to sit in committee meetings.
- R: The Finance Ministry under the direction of the Cabinet drew up a draft of job standards and asked the other ministries to come and sit in and discuss the matter with them?
- N & Y: The business side was handled by the Finance Ministry, Allowance Bureau, but the set up was this Allowance Execution Headquarters dealt with the negotiations between government and labor unions. The special headquarters was responsible to work out a plan and under this headquarters there were different sub-units, one for medical employees, railways, etc. Those sub-units also negotiated with the labor unions.
- R: I want to take this one step at a time in the way the job standards reached your ministry. As I understand it the Finance Ministry first drew up tentative drafts for job standards. Then the Ministry of Public Health and Welfare was allowed to discuss the tentative draft before they were finally approved?
- Y: On 21 April there was a general assembly of government representatives of the labor unions. They adopted this 1-14 grades and at this general assembly the Finance Ministry presented a plan which amounted to 1-14 grades; they resolved to adopt the special headquarters for determining allowances.
- R: What happened after they set up the headquarters?



Y: Each ministry presents their own salary scales

R: You mean job standards or salary scales

Y: Both classification and salary scale

R: Each ministry presented their own salary scale and classification plan to the headquarters, then what happened?

Y: Each ministry presented standards according to the scale shown to them. This headquarters, composed of ministry representatives, discussed and balanced it with other ministries.

R: After each ministry had presented their own plans what action did the ONPA take?

Y: We accepted the plan of the ONPA

R: The ONPA furnished the Ministry of Public Health and Welfare with certain job standards which they used?

Y: Yes and No because it is not the Allowance Bureau which presented the plan, it is the special headquarters

R: We have discussed ~~with~~ this matter with about 8 ministries and we have not heard of this last term. It has generally been referred to as a personnel conference composed of representatives from each ministry. Are we talking about the same group?

Y: I think you are correct

R: I am only trying to clear up a very minor point. I would like to know if the Ministry of Public Health and Welfare were furnished job standards by which to allocate their various positions. We agreed that they did. Secondly, did they have a chance to review those standards before they were finally adopted by the ONPA?

K: When this classification was shown to the ministry the Welfare Ministry had already been given a chance to present their own views at the conference.

R: So they did have a chance to review them before they were finally adopted?

Y: Yes

R: Who received standards from the ONPA?

Y: The personnel conference you are speaking of. For this conference the ministry could have its own say by this was more or less a negotiation.

R: But the ministry ~~was~~ did receive job standards from the ONPA with which to grade their various jobs?



Y: Yes

R: The job standards that they used and which they received from the ONPA, they did have a chance to review them?

Y: When the ONPA showed the ministry their classification there was no argument - the argument took place before that.

R: These job standards that your ministry used were the same as those used on other governmental employees?

Y: Yes

R: The pay plan which is used is also the same as that for the general governmental employees?

Y: Yes

R: In allocating the various types of work to those 15 grades were many special job standards for peculiar types of work in your ministry adopted?

Y: As far as the hospitals and sanatoria are concerned they had a chance to negotiate after they had been shown to us.

R: Some special job standards were set up for this group?

Y: Within this 15 grades they have made their own arrangements

R: But didn't the ONPA allow the hospital groups to set up special standards for hospital workers?

Y: No

R: Apparently the Ministry of Public Health & Welfare were not entirely satisfied with the job standards that were prepared by the ONPA - why not?

Y: We are not necessarily dissatisfied. We might have liked a larger number of grades and also special concessions for technicians.

R: If they had more grades approximately how many do you think you should have had?

Y: 20-25 - For hospital and sanatoria workers we would like to provide a special allowance against hazards and difficulties.

R: Are you gentlemen familiar with the 15 grade definitions prepared by the ONPA?

Y: Yes

R: Did you think that they could be applied in allocating various types of work to grades?

Y: We did use them. In some cases we couldn't decide where to place a person - they were too broad.



- R: In general do you feel that jobs should be allocated on the basis of duties and responsibilities instead of education and experience?
- Y: We should combine both. In actually applying the staff to the standards I found it very difficult to place specialists or technicians, because if they are not a section chief they can not be as high as we would like.
- R: How do the employees and unions feel on allocating positions - would they prefer duties and responsibilities or do they like the present plan?
- Y: I feel that the employees union is more for the length of service and age rather than duties and responsibilities
- R: Didn't the hospitals find that in classifying their jobs you would have to go on specialized training rather than age and some other factors?
- N: Sometimes the official chief requires not only medical training, but experience, etc. As far as clerks are concerned, the union is very strong there and the old salaries were raised.
- R: I want to talk about the allocation of individual positions to grades. Who in the ministry was charged with the responsibility of actually doing the allocation?
- Y: The Personnel Section
- R: The Personnel Section actually did the allocating. Did they get the recommendation of the various bureau chiefs?
- Y: Yes
- R: However the Secretariat finally did the deciding
- Y: Yes and then presented it to the Finance Ministry
- R: Did they present all the names and positions to the ONPA?
- Y: Above unit chief
- R: What grade was that?
- Y: 6-9
- R: All positions above 9 were presented to the ONPA and those positions which were unit chief above grade 6 were also presented to the ONPA for final approval?
- Y: Correct
- R: But there may have been positions in grades 6, 7 and 8 which were not unit chief in which case they would not have to be submitted to the ONPA.
- Y: Yes - but within the ministry we have the names submitted from bureau chiefs



- R: Who had final authority for all the grades of 6 and lower, plus the positions which were not unit chiefs in 7 and 8?
- Y: The Personnel Section (Same as Secretariat Section of the Minister's Office)
- R: The Chief of the Secretariat had no final approval?
- Y: Of course I consulted the vice-minister
- R: Did you get many complaints about the allocations from the employees?
- Y: Didn't hear any to speak of, perhaps 2 or 3 cases.
- R: Can you think of any reason why there were not more complaints - did you do such a good job?
- Y: There is not much change in the present scale, individually speaking
- R: This list that was submitted to the ONPA - did they revise many allocations?
- Y: Yes
- R: Downward
- Y: Yes
- R: Very large percentage
- Y: About 20 per cent
- R: What is the reason for the large percentage?
- Y: The Finance Ministry has a notion where to place the people and we would like to place them as high as possible; they claim they are balancing them with other ministries.
- R: If an employee should be dissatisfied with his grade is there any procedure by which he may appeal that allocation?
- Y: There is an appeals board within the Cabinet
- R: Can they over-ride the ONPA
- Y: They can
- R: Has it every been done?
- Y: Not yet
- R: Do you have any employees who want to appeal their cases as of this date?
- Y: None



R: Would it do any good if they did?

Y: If one has a justifiable reason, yes. They must come to me first and explain. If we find any mistakes I can correct it then and there.

R: You are now speaking of jobs up to the 6th level and are not unit chiefs?

Y: Anybody from 1-15

R: Are there any regulations providing for promotions or transfer so far as classes are concerned.

Y: This administration is still preparing that.

R: What happens if you have an employee in the 8th level who quits and another employee is assigned to his job who has less experience and education than the former employee. Does the new employee get the 8th level or 7th, or what?

Y: There is a leeway from 6 to 8, so take a position of unit chief, you may allocate him to a 6 or 7

R: Suppose he is not a unit chief

Y: For the section chief the leeway is between 11 and 12. If he has less experience and education he may get a lower grade.

R: After the individual positions were all allocated did the unions have a chance to review these lists.

Y: No

R: When you hire a new employees, before he is placed in the position, is his job classified or allocated to a grade?

Y: They will allocate him to a certain classification.

R: In hiring this new employee does he automatically get the minimum of the range?

Y: We haven't any plan for that as yet.

R: Can you hire him at any pay step you find convenient?

Y: At present we can, although we would like a general policy. I believe this is being worked on by this administration.

R: Once an employee is allocated through the conversion table he receives a specific pay step. There are no regulations at the present time providing for him to get an increase to the next pay step?

Y: None as yet

R: I assume a certain percentage of the employees of your ministry are receiving more than the maximum of the ranges?



Y: Yes, special cases

R: About what percentage of the total number of employees will be outside the wage range?

Y: Less than one per cent.

R: I understood that most of your employees are now in the £2500 basis

Y: This statement is true for local staff and not the ministry proper.

R: In adjusting those employees the first step will be to adjust to the £2920 base. Is that correct?

Y: We just determine their classification and then automatically we can convert it through conversion tables to £2920 from January to May.

R: In converting it from £2500 to £2920 could you give me an estimate of the general percentage of increase all employees will receive?

N: At least 15 per cent

R: In converting to the £3791 they will get another 30 per cent - that will be straight 30 per cent

Y: Yes. Providing £2500 means a 70 per cent increase over the old £1600 scale, from January to May, which means 14 per cent per month.



R: What kind of employees do you have in grade 1?

Y: Tea boys and tea girls, errand boys and girls.

R: Are these young boys and girls - about how old?

Y: Those who have just finished primary school, about 16-17.

R: How many of these employees do you have?

Y: 70-80 in the ministry proper

R: In the entire ministry don't you have more than that?

Y: At the most about 80

R: None in the hospitals?

Y: About 390 is a rough estimate

R: Tell me something about the errand boys and girls - do they live with their parents?

Y: Yes

R: They are not fully self-supporting?

Y: They are under the care of their parents in most cases and many of them are attending night school.

R: Are they principally temporary jobs that these people have?

Y: For some it is a temporary job, for others it is a means of promotion to better jobs.

R: Take grades 2 and 3 - are these boys and girls many of them self-supporting?

Y: Speaking of second class only, this includes apprentice telephone operators, janitors, charwomen, etc.

R: What would be the average age of the employees in grades 2 and 3?

Y: Some are old, the charwomen for example.

R: A very large percentage?

Y: We have very old people and very young people

R: Would you say it is about 50 per cent?

Y: Yes

R: Take the young people. Would they be dependent upon their parents or relatives for part of their livelihood?



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R: A very large percentage?

Y: We have very old people and very young people

R: Would you say it is about 50 per cent?

Y: Yes

R: Take the young people. Would they be dependent upon their parents or relatives for part of their livelihood?



R: What kind of employees do you have in grade 1?

Y: Tea boys and tea girls, errand boys and girls.

R: Are these young boys and girls - about how old?

Y: Those who have just finished primary school, about 16-17.

R: How many of these employees do you have?

Y: 70-80 in the ministry proper

R: In the entire ministry don't you have more than that?

Y: At the most about 80

R: None in the hospitals?

Y: About 390 is a rough estimate

R: Tell me something about the errand boys and girls - do they live with their parents?

Y: Yes

R: They are not fully self-supporting?

Y: They are under the care of their parents in most cases and many of them are attending night school.

R: Are they principally temporary jobs that these people have?

Y: For some it is a temporary job, for others it is a means of promotion to better jobs.

R: Take grades 2 and 3 - are those boys and girls many of them self-supporting?

Y: Speaking of second class only, this includes apprentice telephone operators, janitors, charwomen, etc.

R: What would be the average age of the employees in grades 2 and 3?

Y: Some are old, the charwomen for example.

R: A very large percentage?

Y: We have very old people and very young people

R: Would you say it is about 50 per cent?

Y: Yes

R: Take the young people. Would they be dependent upon their parents or relatives for part of their livelihood?



- Y: You could say that for second, third, fourth and part of the fifth grade.
- R: About the older people - are they pretty much self-supporting?
- Y: They have a special allowance for age.
- R: Do they live with relatives too?
- Y: We have a special scale, above the age of 40 they automatically get ¥2600
- R: ¥2600 regardless of the grade?
- Y: Yes. Many of the old people have either sons or daughters to support them.
- R: Where do we find this group that do have to be self-supporting?
- Y: Grades 5, 6 and 7 are having a hard time, but some of the grade 5 live at home.
- R: How about 4th grade, are they pretty much semi self-supporting?
- Y: They could be partially. There are many girls with grades 3 and 4, around 20 to 22 years old, who have just finished secondary school. They are biding time till they get married and they live at home and contribute some to the family budget.
- R: Is it generally true that most of the youngsters to help contribute to the family finances?
- Y: Yes
- R: Is that a traditional Japanese custom that the children are expected to help the family?
- Y: Rather than a tradition I think that if everybody didn't contribute they couldn't live. It is a tradition for the parents to provide the marriage costs, etc.
- R: Can we say that all girls are either going to school or getting ready to be married?
- Y: We find that most girls get married around 24 or 25, after working in the office for 4 or 5 years.
- R: A girl uses her income for three purposes, to save for her marriage, support the family, and carry on current expenses such as clothes, transportation, etc.
- Y: Yes
- R: You think that the 5th grade is about where the men start to take on responsibility such as a family?
- Y: Only part of the 5th grade; the 6th grade would be composed of people of about the age of 26 which is nearly the marriageable age for men. He will have to be getting about the 6th grade pay to be married.
- R: What figure comes to your mind that a man would have to be earning to get married?
- Y: About ¥4000 in the 6th grade, which makes it almost impossible to make a living.



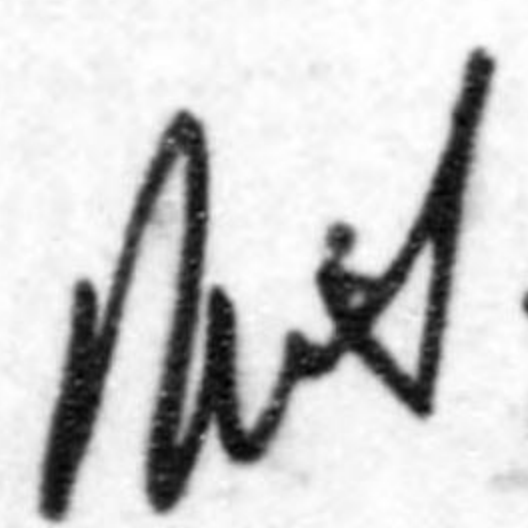
GOVERNMENT SECTION  
Civil Service Division

15 September 1948

MEMORANDUM TO COMPENSATION STUDY STAFF

SUBJECT: Reports on Compensation Study - Deadline 24 September 1948

- I. As a result of the work that has been undertaken during the past weeks, a compensation plan has been developed but it has been impossible, in most instances, to compile the information collected and prepare a report supporting various findings and recommendations. It is requested that the following reports be prepared and that all information and tables, questionnaires and other material that have been collected and utilized be incorporated in these reports:
1. Cost of living study (Marsh, Shirven and staff)
  2. Pilot survey of comparative study of positions in industry (Bettis)
  3. Study of area and cold-climate allowance system (Speicher & Bettis)
  4. Study of housing allowance system (Bettis)
  5. Study of special allowances (Bettis)
  6. Study of general allowances (Bettis)
  7. Study of family allowances (Shirven & Bettis)
  8. Analysis of the administration of a new pay plan (Borthick & Roser)
  9. Study of personnel, payroll, time and attendance records (Domanowski)
  10. Sample classification survey of government positions (Vaughn)
  11. Determination of the need for continuing indexes and cost of living (Marsh & staff)
  12. Investigation of allowance bureau functions (Eliot)
- II. Reports are to be submitted in triplicate.

  
MacDonald Salter  
Chief, Classification &  
Compensation Branch



CONFERENCE HELD 10 September 1948 from 9:00 to 10:30

Present:

Mr. Foster Roser and  
Mr. Yosh Shigemura of the Civil Service Division

Mr. Kondo, (Assistant Chief of the Secretariat Section) and  
Mr. Naya, (in charge of all matters concerning compensation) in the  
Ministry of Labor.

R. As you probably know, we would like to get some information about the administration of ~~compensation~~ in the Labor Ministry. To begin with I would like a little general information. Approximately how many employees are there in your Ministry?

K. & N. About 18,000.

R. On the local level those employed also are considered national government employees?

K. Yes.

R. And the work that is done in the Labor Ministry is either a clerical or administrative character?

K. Yes.

R. Now, are your employees as of this date all being paid on a 3791 yen base?

K & N. The central office employees are all paid on the ¥3791 base. However, for employees in the local branches, they are still being paid on the ¥2920 base. They expect to have the program completed in another three or four days. Maybe a week.

R. The reason the local employees are not being paid on the ¥3791 base is the mechanics of getting the positions allocated?

K. & N. One of the reasons--they did not agree with the Finance Ministry and that is one reason they were delayed. Another is at first they were told to submit one single form and later on they had to submit 5 different forms and that is the biggest reason they were delayed.

R. That was a requirement of the Office of New Pay Administration?

K. That's right.

R. Are you familiar with these 15 grade definitions prepared by the Office of New Pay Administration?

K. & N. Yes.

R. At the time those were being prepared were they submitted to your ministry for consideration as to approval or revision?



K & N. No.

R. If your ministry was not considered, were you given a choice of using these grade definitions in allocating your positions or did you have the alternate opportunity of using the job standards which were also prepared based on education and experience?

K. They were of the opinion that the standards prepared by the Finance Ministry were a simplified form of this form here. Everything is based on this. In case they should get stuck on the matters they referred to the standards rather than this form here.

R. Is the Compensation Section of your ministry in charge of classification problems?

N. No. ?

R. The office of New Pay Administration did submit to your ministry job standards based on education and experience did they not?

N & K. No.

R. You mean after all that they were not submitted job standards based on education and experience?

N & K. That's right—they were. That "no" was something else.

R. Was your ministry offered any opportunity to make suggestions or revisions on those job standards involving education and experience before they were finally approved by the Office of New Pay Administration?

K. No.

R. You were just told to use them?

K. Yes.

R. Were you able to use those job standards as they were without preparing any special standards?

K. & N. Yes. They went according to the single standard as prepared by the Office of New Pay Administration. They had a case that they thought would be wiser to use their own standards but they were too late to make that standard so they had to disregard the matter and go according to the standards set up by the New Pay Administration Office.

R. We want to talk about allocating workers positions to the grades. Who actually allocated the various positions to the grades?

K. Secretariat office. The secretariat were responsible for carrying out the program. They consulted the various bureau chiefs but the secretariat section had final authority.

R. When you had completed allocating the positions to the grades you then submitted a list showing the title, employee's name, and grade to a higher authority for approval?



- K. They submitted a list to the office of New Pay Administration. There were two types. One type includes names and grades and education and experience and all that with the person having some sort of job title such as section chief, unit chief, bureau chief etc. The rest of them they had to submit the numbers of positions for each grade.
- R. You have all your positions allocated to 15 grades? For which grades did you have to submit a list to the Office of New Pay showing individual title, individual name and grade? Like 9 to 15 or 8 to 15?
- K. 8 and above.
- R. For the positions up to and including grade 7 who had final authority on those allocations--the chief of the secretariat?
- K. The Office of New Pay had final say but within the ministry the secretariat had final authority.
- R. The office of New Pay didn't actually go over all those positions up to and including grade 7--actually didn't the chief of the Secretariat give final approval to the actual allocations up through grade 7?
- K. & H. That's right.
- R. When you submitted the list of higher grades to the Office of New Pay Administration, did they make revisions in your list?
- K. Yes, quite a few changes.
- R. All upward?
- K. Downward.
- R. A good many?
- K. & H. For the central office there were about 15% changes. For the local about 30% changes.
- R. To what do you attribute the fact that the office of New Pay Administration revised so many positions downward?
- K. The reason for that is the fact that they had taken into consideration 3 factors--experience and education and the grade definitions. ~~That is, the Japanese~~ Whereas the office of new pay only took into consideration two factors--on the basis of education and experience.
- R. Then would it be your impression that the Japanese standards which only involved education and experience were not very specific?
- K. He thinks so and the reason is they said ~~this~~ <sup>this</sup> standard was based on job definitions, whereas what they actually do is base everything on education and experience.
- R. Now, having allocated all your positions to grades, did you get many complaints from the employees or the unions?



- K. Within the central office they did have a certain amount of complaints but they have taken care of the situation by merely explaining the situation at the present moment but he expects complaints from the local branches.
- R. When you say that you have explained the situation to them, do the employees feel that it would do no good to complain?
- K. Yes—he thinks so probably.
- R. I assume there are no provisions providing for appeals from allocations?
- K. No, there is no provision.
- R. After the positions were allocated to grades did the unions have any opportunity to review those lists?
- K. Yes, they did. Before this list actually did go to the Office of New Pay Administration for approval they, time and again, had discussed the matter and had reached an agreement on the matter and even after it was revised by the Office of New Pay the union also had a chance to see the list.
- R. After they saw the list and they probably made objections to certain allocations, was any action taken on their objections?
- K. Yes, they respected the opinions of the union. The standard which is given is very general and they can make all sorts of interpretations. They have taken into consideration their opinion in carrying out this whole program.
- R. So far as the officials of the ministry are concerned, do you think the present procedure of classifying <sup>or</sup> ~~and~~ allocating positions could be improved by taking into consideration duties and responsibilities?
- K. Yes, a great deal. Everything was done in a short time and it is a very rough job and not one he can consider a real classification system. He needs further study and time and there are a lot of points that can be improved.
- R. Do the employees and labor unions feel the same way?
- K. Yes.
- R. Are you familiar with the plan the Railway Transportation Ministry used for transportation workers?
- K. & H. They generally know what the overall plan is but not in full detail.
- R. Do you know enough about it to express an opinion that it might be a move in the right direction or not?
- H. Yes, he believes that the Transportation Ministry has attained the object of this classification system to an extent that it might be considered a good one.
- R. Approximately how many women are employed in your Ministry?
- K. & H. About 30%
- R. That is about 6000.



- R. If the position were occupied by a woman would that have made any difference in the allocation of the position?
- K. There is no affect at all.
- R. Approximately how many third class officials are women in your ministry?
- K. & H. Within the central office about 30 to 40.
- R. Any second class?
- K. We are talking about the central office? Within the central office 6 or 7. There are about 40 second class officials that are women if you include the local branches.
- R. There would be a lot more third class if you include local branches?
- K. Yes.
- R. Any first class officials?
- K. Miss Yama kawa
- R. What's her position?
- K. She is the head of the Women' and Youth Bureau.
- R. That's the first time we have found a first class official.
- R. You have no regulations in your ministry providing for transfers or promotions?
- K. No, we haven't.
- R. What do you do if you have an employee in the 8 level and he quits and another employee is assigned to his position who has less education and experience than the employee who quit, what grade is he placed in?
- K. At the present mement they haven't any set policy for that but what Mr. Konodo thinks is that this fellow should be judged according to his position rather than the person himself.
- R. Would the replacement employee then go to the 8th level?
- K. At the present they haven't seen any cases like this but what <sup>would</sup> ~~the~~ happen is that if this person had a grade of 7 he would still hold a 7.
- R. If you assigned a 9th grade person to this job, would he maintain his 9th grade level?
- K. In this case they will get the 8th grade rather than hold his 9th grade. That is his opinion he says.
- R. Of course there are just no regulations. I assume that because you have a female first class official that your office would give women the same opportunities for promotion as men?



- K. Yes. In this Women's and Minors' Bureau they have one bureau chief and two section chiefs. At the present ~~time~~ Miss Yamakawa is holding the grade of 13 and the section chiefs the grade of 11 and there are quite a few numbers of men working under them.
- R. How many employees does this first class official have working for her?
- K. About 212 in the central office.
- R. Do these particular women happen to be very well qualified for the work they are doing?
- K. Yes.
- R. Were those qualifications obtained through education or primarily through experience?
- K. There are two factors—one education and one, she has been in a specialized job working on this line of work for a long time.
- R. At the present time when you hire a new employee in your ministry is that person's position allocated to a grade before he or she goes to work?
- K. When they recruit anyone they recruit by the grade required by the position.
- R. When you hire<sup>a</sup> new employees in the 5th grade does he automatically receive the minimum rate of pay for the grade?
- K. At the present moment they haven't any set policy but what they are doing, they compare one of the employees within the ministry and if this fellow has the same type of experience and education they try to put him on the same level and if he lacks experience they consider that and rate according to that.
- R. So actually they are going a new employee who has never worked for the government before but who has experience, they will give that employee credit in determining the pay step he receives from the government?
- K. That's right.
- R. There is no provision at the present time to give an employee a pay step increase in pay? I mean if an employee is receiving the 2nd pay step there are no provisions through which he can go to the next pay step?
- K. That's right. At the present moment the Office of New Pay Administration has made a draft on that and they have referred the draft to the Ministry of Labor and they are discussing the draft at the present moment.
- R. In your Ministry, what percentage of your employees are receiving more than the maximum of the wage ranges?
- K. & H. Less than 5%.
- R. And the returns these employees receive outside of the pay ranges were determined through the conversion tables provided you through the office of new pay administration?



- K. Yes, that's right. Before the conversion was made there were quite a few out of this range and when they converted instead of giving the full 30% they only give them 15% increase.
- R. I assume that if you hire a female employee her rate of pay would be the same as for a new male employee?
- K. That's right.
- R. However, before the war, women probably were paid less than men when they were doing comparable work?
- K. That's right. Here is something unusual. In the past too many women haven't been working in a government office and at the present moment they are getting better treatment than the men.
- R. Who treats them better?
- K. In order not to lose this person they do all sorts of things to have this woman stay there.
- R. I'm interested in the "all sorts of things."
- K. At the present moment such a condition exists they would promote a girl to the next higher grade even if she should lack experience or education. The women have the advantage.
- R. Is that primarily because of her appearance?
- K. No--no!
- R. Because they can hold hands during lunch hour?
- K. No--no!
- R. Is this condition only true in the Labor Ministry?
- K. They have the Women's and Minors' Bureau and some jobs have to be done by women. In the past most of the women have been staying home. In order to get them out of their home they have to give them better treatment. He thinks in the Labor Ministry they have special consideration.
- R. If a female employee is assigned to a grade on the basis of the job standards which are restricted to education and experience, what are some of the factors that go into "better treatment". What can they do for her?
- K. They also take in the factor of the higher civil service examination which they had in the past. Great weight is put on that.
- R. Do many women take the higher civil service examination?
- K. Very few cases. At the present moment they haven't considered their personal experience with the private companies or any other companies.
- R. In allocating these positions to grades and realizing that it was a job which had to be done quickly approximately how many jobs a day would you allocate?



K. Are you talking about a thorough classification system?

R. No, at the time they allocated positions to grades at the time they went to the \$2920 base, how long did it take them?

K. & H. Until the time the person actually got his pay--2 months.

R. 2 months to do 18,000 jobs?

H. That's only for the central office. The local office took two months too.

R. Gentlement, that's all I have to ask you. I certainly appreciate your coming in and helping us out. You are certainly very cooperative.



AGRICULTURE & FORESTRY

NOTES on Conference held at 1400 hours on 9 September 1948

In attendance:

Mr. Roser  
Mr. Shigeura

and

Mr. Fujimaki, Chief of Welfare Section  
Mr. Koyanagi, Liaison Officer  
Mr. Sato, Asst. Chief of Welfare Section  
Mr. Yaneda, NPA

R: How many employees are under the jurisdiction of the Ministry of Agriculture and Forestry?

S: 91,000

R: Are practically all of your positions of office or administrative character? By that I mean you do not have special groups of employees performing technical services.

S: This also will include the technicians working in the laboratories and the common laborers of the Forestry Bureau. Also have a land development program which will be included.

R: I would like to know if the employees of the ministry are being paid on either the ¥2920 or ¥3791 basis.

F: A greater portion of the employees are paid on the ¥3791 basis. However, there are a few that are still paid on the ¥2920 basis and we are still negotiating with the Finance Ministry in regard to the personnel.

R: What percentage are still on the ¥2920 basis?

F: There are three bureaus that haven't been finished - the Statistics and Research Bureau; Land Development Bureau and Staple Food Management Bureau.

R: Can you give me an approximate figure as to the number still under ¥2920?

S: 44,000 - about 40 per cent

R: You said that you are still having negotiations with the ONPA before these employees could be adjusted to the ¥3791 basis?

F: We have almost come to an agreement on the matter; it will probably take about 3-4 days

R: What seems to be the problem?



- F: Mostly seems like it involves a question of the grades for each position.
- R: They haven't allocated all the positions to certain grades?
- F: Yes
- R: How long will it take before all the employees are adjusted to the ₦3791 basis?
- S: 10-14 days
- R: Which unit of your ministry is concerned with the classification activities?
- F: The Welfare Section has matters of compensation
- R: Are you gentlemen familiar with these 15 grades which were prepared by the ONPA?
- F: Yes
- R: Were they submitted to your ministry for suggestions or revision before they were approved?
- F: They had representatives of the various ministries and had a committee meeting. The representatives would have a chance to see it.
- R: Were the unions in your ministry given a chance to make recommendations or comment upon these definitions?
- F: The unions of our ministry did not have the chance to see this before it actually was approved; however it was seen while it was still in draft form at the committee meeting. At this meeting representatives of all government workers were represented.
- R: What was the general impression on both the part of the ministry and unions as to the desirability of using those definitions allocating positions to grades?
- F: Most of them had the impression that this was really something new and they thought it was just impossible to enforce a program like this.
- R: Were standards incorporating education and experience submitted to you by the ONPA for allocating the various types of positions to grades?
- F: This was also reviewed by this committee composed of the representatives of the various ministries.
- R: Before the ONPA finally approved them?
- F: Yes.
- R: The ONPA submitted some general standards to you covering various types of clerical and administrative positions; could you, and did you, use those standards without any appreciable revisions?
- F: We did oppose the plan because most of the grades will be de-graded. However we finally agreed with it because all other ministries are adopting the same system.



- R: Did you find it necessary to prepare special standards for special types of work?
- F: Yes
- R: For what types?
- F: Under the Statistics and Research Bureau and Staple Food Management Bureau we had a local office and we put employees of this bureau in this local area on better standards than the central agency.
- R: Why was that necessary?
- F: Because of the nature of the work in the field. It is the handling of staple food and it is a great burden to put so we value these persons more.
- R: Why was it necessary to give Statistics & Research employees more money?
- F: Actually these two bureaus are doing the same type of work. The Statistics & Research Bureau go around and make surveys on the crops.
- R: What unit of the ministry prepared those special standards?
- F: Each bureau prepared their own standards.
- R: After the first drafts were prepared were they submitted to the union?
- F: Yes.
- R: As a result of submitting them to the union, were changes made?
- F: No
- R: Then the special standards were submitted to the ONPA for final approval?
- F: Yes
- R: Did the ONPA approve them as they were submitted?
- F: First we had planned to have local taxation offices on the same level - after it was submitted to the ONPA it was cut down between the regular standards and standards of the local taxation office - in other words they compromised.
- R: We want to talk about the allocation of individual positions to grades. Did the Welfare Section make the allocations?
- F: Yes
- R: After the allocations were made who approved them?
- F: They made the original plans and then submitted this to the ONPA and they were the ones that actually carried out the program.
- R: Did a member of the Welfare Section go into each bureau and make the initial allocation?



- F: We went according to the standards - the vice-minister of the Agriculture & Forestry Ministry would be 14, the bureau chief would be 13, we went according to that schedule
- R: But who in each bureau actually allocated each worker's position to a grade?
- S: The personnel section of the bureau. The personnel ~~section~~ section of each bureau made the initial allocation according to the standards.
- R: I understood at the beginning of our conference that the Welfare Section had charge of the classification activities.
- F: The Welfare Section made the standards and did not do the actual allocating.
- R: After the personnel section had made the initial allocation of each worker's position to a grade, who approved those allocations, the bureau chief?
- F: First the bureau chief makes the review and then it goes to the Welfare Section. At this section they check if it is according to the standards prescribed by them.
- R: In other words the Welfare Section reviewed all the allocations?
- F: Yes and from the Welfare Section it went to the ONPA. After it was approved it comes back to the Welfare Section and goes to the Secretariat
- R? What did the Secretariat do?
- F: To make this official announcement it must go to the Secretariat.
- R: The positions were all allocated to one of 15 grades. Did you send an entire list of all of your employees and their respective allocated grades to the ONPA?
- F: All officials were charged to a certain section. They all had to list their name, experience, education, grade, salary and that had to be submitted to the ONPA. Any officials under that they gave the grade and numbers and the name was submitted to the ONPA.
- R: Actually weren't only the names of the employees in the higher grades submitted to the ONPA?
- F: Yes.
- R: For what grades were you required to submit the names and grades to the ONPA?
- F: Any person that is holding a title, such as division chief, unit chief, etc.
- R: What would probably be the lowest grade of such an employee?
- F: 7 to 14.
- R: Then wasn't it true that for those employees whose positions did not involve being a head or assistant head of a section, could not those positions be approved by the Welfare Section as final authority?



F: Yes, but we do have to submit a figure of the total number of employees in each grade.

R: This list that is submitted to the ONPA - in reviewing that list did the ONPA make many revisions?

F: Yes

R: Downward?

F: Yes

R: Did the union have a chance to review these lists of allocations?

F: We were not able to submit to the demands of the unions as we had to go according to the standards.

R: Actually in making the allocations didn't the bureau chiefs make many recommendations to the personnel section?

F: The bureau chief did not have much to say because they had the standards prescribed by the Welfare Section and the Personnel Section went according to the standards.

R: I want to talk a little bit now about appeal procedure relating to worker's allocations. Did you have many requests for review of allocations from the employees?

F: There have been about 34 requests made through the bureau chief.

R: Has any action been taken on these appeals?

F: We are trying to arrange it in order right now and submit it to the ONPA.

R: Review of these cases?

F: Yes

R: As of this date, however, there are no procedures provided through which an employee can make an appeal.

F: That is right.

R: The only factors that were used in allocating positions in your ministry were those of education and experience - is that right?

F: The general workers were based on that.

R: You did not use a grade definition in any manner in allocating positions to grades?

F: Originally we planned to go according to the grade definitions. However we were told by the ONPA that it was better to go according to the grade standards because of the number of personnel.



- R: On the basis that you have so few complaints do you think that the standards proposed by the ONPA were rather satisfactory from the employee's viewpoint?
- F: I think it will take time before they start getting complaints in big numbers.
- R: Do you think that the employees would be better satisfied if their jobs were allocated on the basis of duties and responsibilities rather than just on the factors of education and experience?
- F: In the present condition I think it is better to base the whole thing on education and experience because if they adopt the grade definition there will probably be so many changes within the agency that the top ranking officials would probably go way down and the fellow who has a lower grade would probably go up.
- R: How many female employees do you have in your ministry?
- S: 25-30 per cent
- R: Are there any of these women occupying positions which were formerly known as second or third class officials?
- F: One-third of this 25-30 per cent are third class officials - no second class officials that
- R: If a position was occupied by a woman did ~~they~~ make any difference in the allocation of her position?
- F: There is no discrimination.
- R: We have a term re-allocation which we use when we are talking about reassigning a position from one grade level to another grade level. You have positions which are change and are placed either at a higher or lower level. Are there any regulations now provided to handle reallocations?
- F: No
- R: For instance if you had an employee in the 8th grade who resigned and another employee were to take his position who had less education and experience, would that other employee be placed in the 8th grade?
- F: No, if this person should hold a grade 7 he will still be in the grade 7.
- R: Suppose he was in the 10th grade?
- F: At present the grade is more or less determined from the person and is not judged from the position.
- R: They also have no provisions for promotions or transfers?
- F: They have a tentative proposal made by the ONPA and it is referred to the various ministries for discussion at present.



R: Is it your opinion that women in your ministry have the same opportunity for promotion as men?

F: Absolutely the same.

R: How do you account for the fact that you have maybe 10,000 women who are third class officials and no second class officials?

F: In order to become a second class official you must have certain qualifications and if you don't meet the qualifications you will have no chance to become a second class official. Take an example - in order to become a second class official for a person who finishes middle school it takes 8 years, but what happens to the women is that they don't work for 8 years, they get married before that.

R: But isn't it peculiar that you don't have one second class official?

F: Yes, but there is no discrimination.

R: We will now talk about pay step determinations (Mr. Roser explained what he meant by pay step) When you hire a new employee, before that person goes to work is his position classified and placed in a grade?

F: Yes.

R: Does that new employee automatically get the minimum of the rate?

F: No, that would depend upon his education.

R: Doesn't his education and experience determine his grade?

F: At present they are not going according to the grades; they are more or less concentrating on the salary rather than the grade.

R: All of your employees are being paid under the general pay plan for government workers, is that right? I understood you to say that when you hired a new employee before he went to work his position was allocated to one of these grades.

F: At present the grade is not based on his position.

R: His education and experience, however, according to the standard, determine his grade?

F: A university graduate will receive a grade of 5.

R: If you hire a new university graduate you would place him in grade 5. Does he automatically get the minimum rate for grade 5?

F: They would hire him on the 3rd step.

R: Why did you pick on the 3rd step rate?

F: According to the old pay plan a university graduate got #26 when he was hired for the first time, which is a payment of \$2200, so they are following previous practices as to the rate a person would be paid.



- R: Lets assume you hired a forester from private enterprise with several years of experience; before he went to work you would allocate him to one of those grades, would you not? Then would he necessarily start in at the 3rd step rate?
- F: We would give him the same pay step as one who has the same experience and is working for the government.
- R: After an employee has been pegged at a certain step rate are there any provisions for him to be stepped up the next step rate?
- F: At present they have no provisions for that.
- R: About what percentage of your employees are receiving rates greater than the maximum of the range?
- F: About 28 per cent
- R: Are these employees who have been with you a long time?
- F: They are all below grade 6.
- R: In converting the yen base from ¥2920 to ¥3791, those out-of-range cases are handled through the use of the conversion table, is that right?
- F: Yes.
- R: Would a woman receive the same pay as a man when doing comparable work?
- F: Yes, everything is the same. However, a woman can not work after 10 p.m.
- R: Did a man and woman receive the same pay for doing the same work prior to the war?
- F: They were not on an equal basis before the war.
- R: Due to the fact that in converting from one yen basis to another it was generally done on a percentage basis, is it not true that today women are still receiving less than men who have been working for the government the same length of time and doing the same work?
- F: At the present moment they do not have this difference within the Agriculture & Forestry Ministry.
- R: If a man was getting ¥250 and a woman ¥150 before the war, they are still working for the government when you converted on a yen basis - the man is going to get a larger amount than a woman.
- F: Last September 30th they revised this old system and boosted the woman to ¥250.
- R: Those employees who are not receiving ¥3791 - there seems to be a problem of some hold up as to why they have not been adjusted. Why is that?
- F: They were behind on this because they had to make special standards for the Statistics & Research Bureau and the Staple Food Management Bureau.



R: They haven't been approved yet by the ONPA?

F: Yes they have but it was kind of late and they weren't able to submit it along with the rest of them.

R: So it is just the mechanics of allocating a position to a grade?

F: In the Staple Food Management Bureau they had a question of allocating each position to each grade.

R: In what respect?

F: It is the Land Development Bureau rather than the Staple Food Management Bureau. Within this bureau they have all types of positions and it is just impossible to place those definite types of positions into a certain grade. They had to negotiate with the ONPA time and again regarding the positions.

R: Can you estimate how many special standards you will have to provide?

F: So far we only have one

R: The one is for what?

F: Statistics & Research and Staple Food Management Bureau, all come under one standard.

R: Aren't there several others under preparation?

F: Yes

R: What is all the difficulty in the Land Development Section:

F: They tried to place those positions according to the standards and they are having difficulty.



COMMERCE & INDUSTRY

NOTES on Conference held at 0900 hours on September 7, 1948

In attendance:

Mrs. N. M. Borthick  
Mr. F. Roser  
Mr. Y. Shigemura

and

Mr. Nagano, Asst. Chief, Secretariat Section  
Mr. Yamato, 2nd Class Officer, Acctg. Sec. in charge of employees  
Mr. Shihohata, 2nd Class Officer, Liaison Office  
Mr. Yoneda, NPA, Classification Section

- B: At this conference we are interested in getting information regarding the administration of classification in the Bureau of Commerce & Industry. Before we begin on the administration of classification we want some information regarding the yen basis that is being used at the present time in payment. At the present time are all of your employees being paid on the ¥3791 basis?
- N: No. Employees concerned with the local branches have not been paid on this ¥3791 basis. The local areas will compose the Coal Bureau and the Textile Board and the Commerce & Industry Bureau
- B: On what basis are they being paid?
- S: ¥2900 basis
- B: Have these positions all been allocated to grades?
- N: Take the case of the Coal Bureau. This was established last April and the whole program came into effect in January, that is why they had to submit the various forms to the Finance Ministry and that is why they couldn't put the Coal Bureau on the ¥3791 basis. They had to start out with the ¥2920 basis.
- B: Have these positions been allocated to grades?
- N: Yes
- B: To one of the 15 grades under the New Pay Act?
- N? Yes.
- B: What is lacking in order to make the adjustment for the ¥3791 basis?
- N: First they must have the approval of the Finance Ministry and they have been negotiating in the past and just came to a final agreement. As soon as they have some sort of a decision they can issue a memorandum or directive boosting the ¥2920 to ¥3791.
- B: Did that approval cover all of the remaining positions for the whole ministry?
- N: Yes



B: Just when will the pay adjustments be effective?

N: They will have to pay the Coal Bureau from April 1. As for the textile and Commerce and Industry - they will have to pay them from January 1.

R: How long will it take to make all these adjustments to the point where all employees will be receiving ¥3791?

N: Another ten days

R: He keeps singling out the Board of Coal and the textile workers from the Bureau of Commerce & Industry. I thought they were all under Commerce & Industry

N: The Coal Bureau was just established in April, whereas the other two were established in January

R: The Textile Bureau was established in January?

S: The Textile and Commerce & Industry established in January

B: Adjustment would have to be made from January

R: Before January 1 the Ministry of Commerce & Industry was part of what other ministry?

N: When you say Bureau of Commerce & Industry they are talking about the local bureau

B: It was a separate ministry before

S: The local bureau of Commerce & Industry belongs to the Ministry of Commerce & Industry.

B: Do you have one in each prefecture

N: We have 8 regional offices

R: You mention local employees. Will all employees in the Ministry of Commerce & Industry be receiving ¥3791 within 2 or 3 weeks?

N: Yes

B: Which organizational unit of the Ministry of Commerce & Industry has been concerned with the administration of the classification?

N: The Secretariat

B: You are familiar with the grade definitions for the 15 grades which were prepared by the Office of New Pay Administration?

N: Yes

B: Were they submitted to your ministry in draft form before they were finally approved?

N: Yes



B: When you first saw them were there 20 or 15 grades?

N: They got both forms, from 1-20 and 1-15.

B: Did your ministry have any suggestions to make for revision?

N: No. The ministry itself did not do any revising but as for the union of Commerce and Industry they did negotiate when they were drafting this plan. As a union they did participate in this meeting.

B: What objections or suggestions did the union have?

N: I am not too sure, but according to the recommendations the unions were more or less against the classification system

R: Why

N: They were not entirely against it, but the way they planned to do it was not to go into it and check on the individual positions and classify them.

B: The union objected because they proposed to classify the positions according to experience and education. The unions preferred that to classifying the position on the basis of duties and responsibilities.

B: When the definitions were submitted to the ministry did the Secretariat Section perhaps call a conference of the union representatives and submit the definitions for their review?

N: Yes

B: What standards covering education and service were given to you by the Office of New Pay Administration? Standards covering what types of positions?

N: They adopted the system prescribed by the Finance Ministry and went according to their standards.

B: Those standards covered what occupational groups?

N: They generally covered the office workers of the Commerce & Industry Ministry. They submitted these forms with the name, age, position, qualification and experience wage and proposed grade. The Finance Ministry made corrections.

B: That isn't quite the answer to my question. What types of work were covered by the standards that were set up by the Office of New Pay Administration.

N: It covered general office workers and most of the positions come under this.

B: The standard for general office workers covered guards, telephone operators, etc.?

N: There is a separate chart to classify special service employees such as messenger boys or elevator operators, or other employees such as guard, chauffeur, telephone girl, typist, nurse. Those instructions give in detail out to classify their position. There are two kinds of instructions concerning classification of the positions - in accordance with these 2 instructions we have classified the position



B: These instructions applied to all employees of the Coal Board also

N: Yes

R: Did the Office of New Pay Administration prepare standards for all the peculiar types of work you have in your ministry

N: Yes. Each ministry has special peculiar employees and in that case each ministry submitted applications to be made standards by the ONPA.

R: Did your ministry make the first draft of standards for any special type of work and submit them to the ONPA?

N: Yes

R: Who prepared them

N: Chief of the Secretariat Section

B: How many special standards did the Chief of the Secretariat prepare?

N: Only one standard concerning special technicians regarding textile conditions - laboratory technicians

B: The positions were allocated on the basis of what schedules?

N: Special technicians are to be allocated to grade according to three factors - education, experience and duties (supervisory and non-supervisory)

B: How much weight was given to each of these factors?

N: We wanted to give more weight to duties but the people in the Finance Ministry said that we must pay more attention to experience and education. The matter was discussed and final agreement was that equal weight shall be given to each factor.

B: Did you set up a special standard for each type of work?

N: Only one standard for all laboratories.

R: One list and other special types of work besides laboratories - did you set up other standards?

N: We were referring to the overall picture. There is one more special standard - there are two special standards - concerning the judge of the Patent Bureau

B: In regard to the general office workers standards given by the ONPA, was it necessary to deviate from these standards or revise them slightly because of circumstances peculiar to your ministry?

N: No, they did not deviate from the standards because the standards given by the ONPA covered a little wider range; we could manage to allocate the chief of sections to proper grades according to the standards. There must be many different kinds of chiefs of sections according to the classification, one may belong to the 12 grade, another to the 11 grade, but the standard given by the ONPA covered wide grades.



R: Are most of the positions in the Ministry of Commerce & Industry general office and administrative in character

N: Yes

R: In other words you dont have in the Coal Bureau any coal miners?

N: No.

R: In the Electric Power Bureau you have no operating engineers?

N: No. Electric power is operated by private companies and the operating engineers belong to those companies.

B: Did your unions participate in the drafting of the two special standards.

N: Yes

B: To what extent?

N: The first representatives of the labor unions drafted their proposals and showed them to the representatives of the ministry and they held a meeting and discussed the proposal and representatives of the government also prepared their proposals and they negotiated and reached a final decision which was submitted to the ONPA.

B: In the unions original proposal what factors were proposed?

N: They gave priority to increase of wages. They wanted to set up minimum wage standards and so they were not interested in how many grades we shall have.

R: In other words they wanted to set up qualifications for each one of the jobs?

N: They were not so much interested in that matter but they wanted it one grade higher than the proposal given by the Finance Ministry. A person in the first grade in the original draft of the proposal by the Ministry of Finance they wanted to increased his grade to grade 2.

R: What factors did they want to include in the standards?

N: They wanted to give more weight to experience than to education and other classification factors because most of them are not graduates of universities or colleges.

R: Why did they feel that the jobs in your ministry should be one grade higher than those in the other ministries?

N: They didn't want to raise their grade higher than the other ministries. They wanted to raise grades within the ministry and the highest grade official should not be paid so much but the lowest grade employees should be paid more than the proposal. Those who were graduated from middle school would receive equal treatment to those graduating from universities.



- B: Who had responsibility for allocating the individual positions to the grades in the various bureaus?
- N: The chief of each bureau is responsible for initial allocation of the position.
- B: What organizational unit within the bureau does the actual work?
- N: The chief of the General Affairs Section of each bureau makes the first draft.
- B: That covers all positions within the bureau?
- N: Yes
- B: That list is submitted to whom?
- N: The Chief of the Secretariat Section.
- B: Does the chief of the bureau make final approval to any of the allocations?
- N: Final approval is given by the directors of the ONPA.
- B: Does the Chief of the Secretariat Section within the ministry have authority to approve the grades at the lower levels?
- N: There are two types of governmental workers; officials and employees. As to officials the Chief of the Secretariat Section has authority to approve the draft, as to the employee (Interrupted...
- B: For what grades does the Chief of the Secretariat have authority to approve?
- N: Any higher grades than 6th will be reviewed and corrected by the Chief of the Secretariat Section and for the lower grades will be finally determined by the chief of each bureau.
- B: For which grades would the Chief of the Secretariat have to submit the name, title, education, experience, etc. to the ONPA?
- N: Six and above - if it is a straight supervisory position in grade 6 it must be submitted along with the others.
- B: How were the employees in the positions notified of their grades?
- N: It goes through the Secretariat, to the bureau chief and he will notify the respective person in a written form.
- B: Were the unions allowed to review the list of allocations?
- N: The unions have nothing to do after it is submitted to the ONPA - they do have some say before it is submitted to the ONPA.
- B: Did the unions get to see the lists before they were submitted to the ONPA?
- N: When they determine a grade for a position the bureau chief and the secretariat and the union will talk over the grade and the final authority will be made by the ONPA.



B: Within the ministry did the Chief of the Secretariat change any of the grades as a result of negotiations with the union?

N: Yes

B: Very many?

N: Five or six

B: Did the ONPA make any changes

N: Yes

B: Downward or upward?

N: Downward

R: Very many?

N: A great many.

B: The draft that is returned from the ONPA with the changes is reviewed by the Chief of the Secretariat, chiefs of the bureaus and the representatives of the unions. If there are complaints they are submitted to the ONPA?

N: After final decision they also have a chance to submit their complaints through a grievance committee.

B: Have any appeals been made thus far?

N: Yes, only a few officials have appealed.

B: Did the ONPA consider their appeals?

N: Their appeals have not reached that office but they have accepted them and they are now going to send them to the Director of ONPA.

B: The Chief of the Secretariat accepted their appeals?

N: Yes

B: Have you been given regulations governing the submission of appeals?

N: No

B: In general what factors were considered by your ministry as allocation factors in allocating your positions.

N: Difficulty and complexity of position, supervisory responsibility, non-supervisory responsibility, qualification requirements, education, length of service, etc.



- B: Those are very good allocation factors, but in actually placing the position in the grade which determined the grade?
- N: They tried to raise wages to the difficulty and complexity of the position but the ONPA put more stress on length of service and education, and equal weight has been given to all factors.
- B: The standards prepared by the ONPA for general office workers are based primarily on length of service and education, isn't that true?
- N: Yes, because the Ministry of Finance did not make any investigation or research concerning the substance of duties and so they were forced to resort to only classification requirements
- B: Say that a first or second class officer had occupied the position, did that have any effect upon the grade that would be assigned to it?
- N: The original proposal of the Ministry of Commerce and Industry was not intended to adopt that system; it seems like the Finance Ministry has gone ahead and adopted that system.
- B: In general what grades have first class officials been given?
- N: Normally bureau and section chiefs, grades above 12.
- B: What about second class officials?
- N: They range from 8-11
- B: Third class
- N: 4-9
- B: What effect did the pay that the man is currently receiving have upon the grade of his position?
- N: The wage had a great effect on the whole program.
- B: In what way?
- N: For example, a unit chief - say he was receiving #7 pay - if this person is below 7 he cannot be a unit chief. A person receiving #8 will be placed in grade 6. They have general principles to go by. A man receiving from 10 to 14 will be allocated to a position of grade 7.
- B: Just on the basis of what he is now getting?
- N: After the first of January of this year a wage system was divided into 40 numbers and so the amount of salary at that time has a great effect upon the allocation of positions.



R: Who told them to apply that regulation rather than the standard?

N: This is a general rule adopted by the Ministry of Finance for allocating grades.

B: If they were going to use this, simply looking at the pay, is that the way it was actually done by the bureaus?

N: We didn't obey this rule. However the reviewing officers were on those principles.

B: Is the reviewing officer the one in the Ministry of Finance?

N: Yes

R: Were they used primarily as a check rather than allocating factors?

N: The Chief of the Finance Ministry is to blame for setting up such rules

R: But the bureau chiefs in your organization actually used the standards approved by the ONPA?

N: Ministry of Commerce and Industry used the standards in the allocation of their positions - the reviewing officer used the regulations which converted pay into grades and the result was a number of revisions or disagreements.

B: If a position were occupied by a woman would that make any difference in the manner in which the position was allocated?

N: No difference.

B: Do you have any women in your organization?

N: About 34 or 35 women are third class officials.

B: Do you have any women who are second class officials

N: No

B: Do you have any idea about how many employees are women?

N: About 700 or 800 only in the Office of Commerce & Industry out of 5,000 employees.

R: In the standards you prepared which involved the four factors, you didn't actually use these standards in allocating any positions to grades?

N: Yes, we did use these four factors.

R: After you allocated those jobs were they revised downward or upward on the basis of the review?

N: Yes, they were revised down <sup>or</sup> ~~and~~ up in some cases.

R: In general were there not too many changes?



- N: From 10 to 15 were revised.
- R: Approximately how many positions were allocated on the basis of standards involving the four factors?
- B: I had understood earlier that the specialized standards were based upon three factors, education, experience and the duties of the position - is that right?
- S: Actually it is experience, education and difficulty and complexity of the work, which might include supervisory and non-supervisory responsibility.
- R: About 1000 positions. May we have a copy of those standards involving the four factors?
- N: Yes.
- B: At the present time do you have any regulations covering re-grading of a position?
- N: The law for personal affairs provides that they must have some regulations concerning complaints but the people of the first ministry have doubted whether they should continue their job concerning salaries because a personal affairs agency will be established in accordance with a new law, so they havenot yet prepared any draft.
- B: Suppose a position changes, the duties of that position change, is there any provision for reviewing the grade of a position to see if it should be changed?
- N: They have no regulations for it; there is an incident in the Commerce & Industry Ministry where one man was in grade 12 and was transferred to another position which called for a grade 11 and he was demoted to an 11.
- B: If a person is transferred from one position to another, what determines the grade that he will receive in his new position?
- N: Generally speaking the main factor which determined the new grade will be substance of duties which will be performed by the position. There must be some exceptional cases. If a person assuming a new position is well educated and has served for a long time then his new grade will be changed and the Chief of the Secretariat files an application to raise the grade of the position with the ONPA and after review the grade of the new position will be determined. In principle they ought to take over the same grade that was held by the former employee but there are some exceptions.
- B: Suppose in Section B we have two grade 9 positions - in Section A we have two employees in grades 8 and 10. The incumbents of Section B resign. We have two vacancies - it is decided to transfer the incumbents of Section A to Section B. What grades would they receive?
- N: There are two ways to allocate positions to grades. Those in Section A are only Those in Section A are only assistants to section chiefs. In this case if they were transferred to Section B they would receive the same grades. In the case of section chiefs the types of positions are important factors in deciding grades.



B: But below the section chief the new grade would be determined on the basis of his experience and education rather than the grade the position held before. In your opinion do women have equal opportunities for promotion?

N: Yes.

B: If a vacancy occurs and you have both men and women qualifying, which would probably get the vacancy?

N: The frequency for promotion of women is the same as men.

B: Do you have any women in the third class who would be qualified for a position in second class jobs?

N: Yes, but in a promotion of third class officials they must pass an examination.

B: Are these examinations still being held to qualify third class officials for promotions to second class positions?

N: That examination was held this year but as to the future it is dependent upon the attitude of the new agency for civil service personnel affairs. If they adopt a new method that examination system will be abolished.

R: When you hire a new employee, before he is placed on the job, is his position classified?

N: The position will be allocated to the grade

B: To one of the 15 grades according to the new schedule

N: Yes.

R: Does he always start in at the minimum of the wage range

N: The people in the Finance Ministry are now drafting this procedure, when they have finished the draft they will consult with each ministry concerned and they will issue that regulation in the forms of a Cabinet Order, so now we cannot say.

R: What happens to an employee who is hired today, how do they determine where his wage rate is established?

N: That will be based on education and experience.

R: His grade will be determined by his education and experience but how do you determine exactly what pay rate that employee will receive. Will it be the minimum rate or some step rate higher than the minimum?

N: Generally speaking the minimum

R: Are there any regulations which will provide him an increase to the next step rate after a certain length of time?

N: Yes



R: Are the regulations now in effect

N: Yes

R: May we have a copy of them?

N: Yes.

R: Was it necessary that these regulations be approved by any authority, such as the ONPA.

N: The chief of the Finance Ministry has already set up these regulations concerning increase in wages. I presumed that you had received a copy.

R: We have been told that they haven't been prepared as yet.

N: This is a new regulation.

R: Apparently the other ministries have no regulations providing for increases in employees wages from one step rate to another.

N: I was mistaken; as to the new regulations for increase from one step to another we have no regulation yet because this proposal is not approved. These regulations are but proposed regulations

R: Are you people actually using these proposed regulations?

N: No, not yet.

R: At the present time there are no provisions for giving employees increases within the range?

N: Yes.

R: You have a large number of employees receiving rates of pay that exceed the maximum of the wage rates. About what percentage of the total number of your employees are receiving more than the maximum of their range?

N: About 10 per cent.

R: When you go on the £3791 basis will that percentage be increased?

N: The percentage will be reduced.

R: How will you handle the wage rate of employees who exceed the maximum wage range on the £3791 basis. Will his pay rate be cut?

N: That will be reduced in that case because there are now provisions prepared by the Ministry of Finance.

R: But an employee who is now receiving more than his maximum will be allowed to receive more than the maximum on the £3791 basis. Will you use conversion tables put out by the Ministry of Finance to determine the new out-of-range pay rate?



Q: We are now using conversion tables given us by the Finance Ministry and that table is reducing the excess payment.

Q: If at the present time an employee is at one of the intermediate pay step rates in his range, there are no provisions for him to be increased?

A: No, we have no regulations.



CONFERENCE HELD 3 SEPTEMBER 1948 from 1400 to 1630

Those attending were:

Mrs. Nora M. Borthick and )  
Mr. Foster Roser ) of the Civil Service Division

Mr. Kobayashi and )  
Mr. Inoue ) of the Transportation Ministry

Mr. Yaneda of the National Personnel Authority

- B. We should like to go back and clarify something we were discussing this morning. First we would like to know what percentage of the employees are not now being paid on the ¥3791 base?
- K. 5%--95% of all employees in the Transportation Ministry are being paid on the ¥3791 base. That's a rough estimate.
- B. The 5% are being paid on what base?
- K. They would probably be under this ¥2920 base but I am not too sure of that either--we haven't quite come to an agreement between the Transportation Ministry and the office of New Pay Administration.
- B. What is it you are not in agreement upon?
- K. The special pay schedule--we can't get together on that.
- B. Has the special pay schedule been approved by the office of New Pay Administration?
- K. We have not quite agreed on that yet.
- R. Do you recognize that document? <sup>SPECIAL PAY SCHEDULE FOR RAILWAY TRANS</sup> (passing interpreter a copy of a document) <sup>8/11/48</sup>
- K. We saw this after the Cabinet Order was announced but not prior to that.
- R. Did the Cabinet ever pass an ordinance adopting such a document? There is no cabinet order number on that document, was it ever formally approved by the Cabinet or is that proposed legislation?
- K. This matter has been presented to both houses but it has not been officially announced yet but as far as I know this ordinance does not concern us.
- R. If that has not been adopted, what authority does the Railway ~~and~~ Transportation Ministry have to pay their employees on the ¥2920 base?
- K. This is a general agreement between the New Pay Administration and the Transportation office.
- R. A verbal understanding?



- K. Yes.
- R. With that understanding, would the Office of New Pay Administration also permit you to pay your employees on the ¥3791 bases?
- K. Before the months of June, July, and August they should get an increase of 30%. In other words they should get an increase of 90% but actually the railroads only get 75%.
- B. Will they eventually get the rest of the 90%?
- K. Yes, eventually.
- B. Has the office of New Pay Administration questioned their getting the full 90%.
- K. Actually Mr. Imai insists on an increase of 28% only, whereas the Transportation Ministry is insisting on 30% and some Ministries are insisting on 26%.
- R. None of your workers are being paid today on the ¥2500 base?
- K. No.
- R. That document legally has not been adopted?
- K. They are negotiating at the present moment to adopt this regulation.
- B. What other disagreement is there between the Transportation Ministry and the office of New Pay Administration other than on the percentage of increase? What is the objection of the Office of New Pay Administration to the special pay schedule?
- K. That is about the only point I can think of--the percentages.
- R. Doesn't that proposed plan there deal with the adoption of the ¥2920 base?
- K. This is on one condition that if the office of the New Pay Administration are to recognize this fact--that is under the condition that they will accept this 28% increase when they change the ¥2920 to ¥3791.
- R. All your general workers other than Enterprise workers come under the general pay plan and are now receiving ¥3791 base rate of pay?
- K. That's right.
- R. Now we are straightened out now.
- B. This morning Mr. Inoue told us that the Salary and Wage Section developed the standards of experience and education governing allocation to the grades for the specialized types of work. Did the representatives of the unions review your draft of the standards?
- K. Yes.
- B. Did the unions have many suggestions for changes?



- I. and K. Yes, quite a few changes were requested.
- B. We understand that the draft of the standards had to be submitted to the Office of New Pay Administration for approval?
- K. That's right.
- B. Which unit of the Transportation Ministry is responsible for allocating the individual positions to the grades?
- I. & K. The Salary and Wage Section of the Labor Bureau generally adopted a rule pertaining to this allocation of each position to each grade and they went according to the rule described by their section.
- B. Which organizational unit in the bureaus and boards did that study of individual employees to see what grade they should have?
- K. The grade above 11 was handled by personnel section of the Ministry and the grade below 10 was handled by each bureau.
- R. Who in each bureau handled that?
- K. The personnel section of the bureau.
- B. Then did that list of employees, titles and grades--was that list submitted by each bureau to the personnel section of the Ministry for approval?
- K. No. One reason why we did not do that is because of the number of employees we have--about 600,000 employees--it was just impossible.
- B. So that the Director or Chief had authority to approve the grades for positions below grade 11?
- K. That's right.
- B. For positions in grade 11 and above did the Personnel Section of the Bureau recommend grades to the Personnel Section of the Ministry?
- K. That's right. From the personnel section of the ministry it will be submitted to the office of the New Pay Administration.
- B. For those of your positions that have been allocated already did the Office of New Pay Administration question the grades recommended by the Transportation Ministry?
- K. There were a few changes made by the Office of the New Pay Administration.
- B. Did a representative of the office of New Pay confer with someone in the personnel section of the Transportation Ministry in regard to the grades that were in question?
- K. That's right.
- B. Have they completed the allocation of all positions to grades?



K. That generally has been done but we haven't come to a point that this fellow will be at a certain grade at a certain rate of pay. We have gone up to the grade but not what part of a grade.

R. What step in a grade?

K. That's right.

R. They have allocated every position to a grade as of this date?

K. Hands the interpreter a typewritten copy entitled: Data Explaining JGR Classification System Example of Job Valuation.

The Transportation Ministry is working on a different basis. The other Ministries first set the grade then work on pay but the Transportating Ministry is working the other way around. First they set the pay then after that they set each of the pays into the grades.

B. Haven't they decided upon the grades?

K. No.

B. I thought you said they had decided upon the grades but not upon the pay?

K. They are working on the whole thing right now to first set the pay and then after that set the grade for each pay.

B. How do they set the pay?

K. First they will group each occupational series together, take the most difficult job and set it on top and the simplest one on the bottom and divide accordingly and set the pay for the top ranking official at the top and the one at the bottom.

B. How have they decided what pay to pay these employees at the present time if they had not determined the grades, did they do it on a percentage basis?

K. That's right--on a percentage basis.

R. 60% increase?

K. Yes, some more than that.

R. Let us assume we have an employee who falls someplace between the maximum and the minimum of the series, how would they determine his rate of pay.  
That

K. ~~That~~ will be based on the salary he has been getting in the past.

R. 60%?

K. That will vary according to the position which the man holds and the occupation.

R. They haven't set any grades or pay rates for those intermediate series?



K. According to this occupation series they had a set percentage for each of the occupation percentages and for a certain series 60% and other series 40 or 70% or whatever.

R. Were they arbitrarily established for each series?

K. That's right.

B. Do you have a standard for signalman? As in the station aide? This list shows that the signalman follows the grade range from grade 4 through grade 8.

K. That's right.

B. According to your standards what makes the difference in the grades? What determines the grades?

I. Take the station master--in some small town--they generally can figure out that salary for the station master in Tokyo and one on the outskirts.

B. Is that done on the basis of the size of the town?

I. Generally they can get the maximum and minimum for the station master.

(Here follows a discussion pointing to items set out in the written copy of their pay schedule)

- - - the station master should be paid more than the assistant. They have adopted a certain increase for the occupational series based on the pay they were getting in the past. This fellow would get 20--this fellow 18--this fellow 15.

B. How do they determine which grade? Suppose that rate of pay falls in more than one grade, which grade would they put them in? These pay schedules overlap?

I. They will get the minimum rate out of this.

B. The lowest grade in which that rate of pay appears? Suppose the rate of pay comes out to 3500. It falls in two different grades. Which one would they put it in?

I. The lower grade.

R. Are their standards based on arbitrary percentages between the minimum and maximum of the series or are they based on education and experience?

I. & K. That is based on their pay.

B. But the standard that the salary and wage section set up consisted of setting up occupational series, determining a minimum and maximum for each series and then establishing the percentage of increase for that particular series? If that rate of pay falls in more than one grade you place the position in the lower grade?

I. That's right.



B. Is that true for all different occupational series?

I. Take the station master—it is impossible to compare the station master of Tokyo with that in a small town so they divide that in maybe 3 and there are cases like that with the same principle.

R. All the personnel of the enterprise workers have been allocated then on that basis?

K. That's right.

R. And the non-operational workers have been allocated on the basis set up by the New Pay Administration which involved experience and education?

K. No that only applies to the officials of the grade above 11 and the officials below 10 will also be according to the same—

B. So they did not use the standards for clerks prepared by the office of the New Pay Administration, they used their own standards?

K. That's right.

R. In grade 11 and higher why did they decide to use the standard set up by the New Pay Administration for general workers?

K. The reason why they adopted the one prescribed by the office of new pay administration is because the nature of this position is just about the same as the rest of the agencies, like division chief or section chief. That is the reason why they have adopted that system but originally they had plans to adopt a similar system like officials below 10 but they finally agreed to adopt the system as supplied by the New Pay Administration.

B. Did the Office of New Pay Administration insist that they use that for the higher grade positions?

K. Yes.

R. Going back to these grade definitions we spoke of this morning, is it the opinion of the Wage and Salary Section that use of such definitions would be impractical for enterprise workers?

I. The grade definition itself is very good but it is not practical for us to use it. It does not suit our problem. The only thing the rest of the Ministries ought to do is change it by the experience and education of this person.

R. How would they determine the minimum and maximum rates for each occupational series?

K. (Explains Chart to Interpreter)

15 points - experience, training and qualifications  
10 points - responsibility  
5 points - accuracy  
5 " - physical requirements  
5 " - working conditions



- R. Do they evaluate this against the maximum of 15--how much this individual position gets of 15?
- K. A and B is a series.
- R. They place other positions between the maximum and the minimum--also evaluating on age basis? One job will be up to the top, one at the bottom. Do they evaluate all the jobs between the highest and lowest and evaluate it so many points?
- K. Yes, they do.
- R. Who thought that out?
- K. American Industrial plan.
- R. How long did it take you to work out that plan?
- K. They had the same sort of thing, the same material which they had from America and they merely adopted that.
- R. How long ~~was~~ it take you to evaluate all your jobs?  
did
- K. ~~Exhibit~~ six months. What they did is sent out this material to all station masters and they had the station masters do a certain amount of work and the station masters sent it to the Ministry. They got the figures here and they figured this out and after they got the figures they consulted with the union and they had the same figures over there.
- R. Did they do their work independently of each other?
- K. That's right.
- B. The union understands the system?
- K. Yes.
- R. May we have a copy of these charts and one of those copies?
- K. They haven't an extra copy of the chart.
- R. Will you get us one?
- R. How did they establish 40 points as the maximum?
- I. & K. Within the material which they had there was an example--an American example.
- B. Do the unions like their system?
- K. The unions were for this. All the material they had on classification they gave the same stuff to the union.
- B. Did the office of new pay approve your system?



- K. They did give a rough explanation of this system and it was based on the chart such as this and they had their own standards.
- R. Were there wide divergence in the evaluations made by the Salary and Wage Section and those of the union?
- K. They have a slight difference but on the whole about the same but on a certain thing like this one here on working conditions, they thought that should have more than 5 points there.
- R. When they went out and actually valuated jobs did the unions and the pay section come pretty close in their evaluation.
- K. Just about the same. They divided the fields--the track field and the electric field and transportation field and they were just about the same but they had some trouble in comparing one field with another.
- R. Did they apply this same plan to all workers even including clerical employees?
- K. Yes--next week they will have some ritual besides that and they will give you copies.
- R. What procedure is set up to appeal individual position allocations? Can an employee appeal his allocation?
- K. Yes.
- R. Tell us how that is done.
- K. They haven't come to that point yet--they have no regulations in regard to that procedure.
- R. On that form you showed education and training qualifications under a 15 point spread. Are those points based on minimum requirements or actual qualifications a person possesses and are required to have to perform that job?
- K. This is a maximum.
- R. So some employee may have but one point assigned to him for education and training?
- K. In some cases it might be zero.
- R. In physical requirements many clerical positions may get zero credit?
- K. That's right.
- R. In this point system, factors such as age, family, sex and--let's say--over-time, would not be considered?
- K. None of that would be considered in this form but about age, a certain amount would indirectly come off of the experience of this person but as a whole it would not appear.
- B. Is this form filled out for a certain type of position or for the individual employee?



- K. For the job.
- B. It would not make any difference if you have two positions exactly alike, the employee in one of the positions has greater education, longer experience than the other, the grade would be the same for both positions?
- K. There will be cases like that.
- B. Would the grade be the same?
- K. Yes.
- B. They are concerned then with grading the position?
- K. Another point I would like to mention--in the past there seems to be discrimination between the person who finishes high school and the person who finishes the university. In this new system they can hire both groups and give them equal chance and if ~~that~~ that were not possible there would be nothing but university graduates coming to work for them and no persons from the middle school and if they adopt this system they can give them an equal chance to start off at the same time.
- R. ~~Are~~ You have two employees(a)and(b)doing the same job. (a) has been doing that job for 10 years and (b) for 5 years. Would they get the same credit in that first factor of education and experience?
- K. In the case of a fellow who has finished grammar school, it might take this fellow 10 years to get the necessary experience and training to fill this position, whereas a fellow in middle school may take only 5 years to meet the requirements.
- R. The factor of education and training--the points that the job is given--is based upon the minimum requirements for that job?
- K. Take the fellows who are driving trains--the lowest job is the fellow who cleans the engine and when fellows apply he can be a grammar school graduate or middle school graduate. After they get here they have a chance to go to a training school to learn to be an assistant fireman and after he reaches the requirements to be an assistant fireman he can be promoted and the same thing will happen. He can train to be an engine driver. Anybody can start off from here and if they have the ability they can work their way up and be an engine driver.
- R. So that when an employee becomes an engine driver he will possess the requirements as you have evaluated them in your plan?
- K. Yes.
- R. Then you must have established qualifications for each type of work?
- K. Yes. One thing--if they think there are too many accidents they will make it tough--the qualifications a little tougher. Right now it is pretty hard to be an engine driver.



- R. Could we have a copy of your qualifications set up for engine cleaner, assistant fireman and engine driver?
- K. Yes.
- B. We would like also to see the American materials they base their classification system on. If we could borrow them?
- K. Yes.
- R. We have many point systems in the U. S. This interests us a great deal. You say your plan involves duties and responsibilities?
- K. One thing--why they had great weight for responsibility is the fact they handle many customers who ride on trains and ferries etc. That is why they put great weight on the factor of responsibility.
- B. Have any provisions been set up for reallocating positions?
- K. They actually haven't any set system for this but at the present it is in the hands of the personnel section of each agency.
- B. If a person is transferred from one position to a higher grade position or one having more difficult work, how is the grade of the second position determined?
- K. He has no definite answer. They are not paid according to the grade but they pay the individual what they were getting in the past. They have no grade. It is not based on grade but it is based on salary. In the case of the assistant fireman and the engine driver. The assistant would get from \$1100 to \$1500. The engine driver from \$1500 to \$2000. If this fellow was transferred and he was getting \$1100 here, he would get the minimum wage as an engine driver.
- B. We understand that you have not yet completed the allocation of the individual positions to the grades, is that correct?
- K. That's right.
- R. Have you evaluated the intermediate jobs between the minimum and maximum of each series?
- K. No.
- R. They have just evaluated the minimum and maximum positions.
- B. How long do you think it will take?
- K. We have about 600,000 employees so it will be a big job.
- R. Have you ever estimated how many classes of jobs you would have when you get through?

(No reply by interpreter)



B. How many different occupational series do you have established?

I. About 340.

B. Mr. Salter, this morning, asked for the list of 340 series.

I. We understand that.

B. Did you consult with Mr. Mazo in the Labor Division in regard to setting up this system?

K. They don't know anything about him.

B. Where did you get the American material?

K. That chart was in Mr. Hare's lecture and some of the stuff through the Finance Ministry. Mostly it is translation stuff.

R. When did you start work on this plan?

K. They started working on it in April 1947. Of course they didn't have full time to work and they had a lot of things to clean up with the unions and they were working on this project of contacting the unions.

B. In your opinion ~~is~~ would the employee be better satisfied and happier if they were paid on the basis of position under some system such as this is or on the basis of their education and experience as they have been paid in the past?

K. In the future they think it should be based on the position but at the present it is much wiser to base it on education and experience.

B. Their system is based primarily on the position rather than education and experience, is it not?

K. It is a good thing right now but it will not be suitable to ignore the education and experience of the person--most of it should be based on the position itself.

B. In what way does your system give credit to education and experience of the employee?

K. & I. As you may know this \$1600 base was based on education and experience and from there they will increase by a certain percentage. In other words it will be based on education and experience.

B. But the actual pay will be on the basis of an increase of something based on education and experience but the grade would be based on the position.

I. Within this series they get the maximum and minimum but some of the pay will actually lower the grade and that is a problem that is worrying us at this time.

B. Usually at the installation of any classification system there will be a large number of people whose pay will be outside the grade and usually it is



customary for the persons pay not to be reduced.

- K. It is impossible to change the whole classification system over night and what they are planning is to change it according to the change of the base pay. Every time there is a change in pay they will try to adjust it at that time.
- B. Do you have any women employees?
- K. About 38,000.
- B. Women are employed in what types of positions?
- K. They mostly are employed in such fields as nurses, telephone operators, ticket sellers and bookkeepers.
- B. Are positions occupied by women graded or classified on the same basis as those occupied by men.
- K. It is not on the same basis because of the fact that when they originally hired these girls they were on a different basis than men. They are mostly on \$1600 basis and there is still a difference between the men and women because of the percentage increase. They did try to revise these points but there still wasn't the complete one and they were not able to adjust this difference but in the future they will be paid on the same basis.
- B. Was any adjustment made at this time?
- K. No they have not.
- B. At the present time is there any difference in the pay that a new woman employee and a man doing the same type of work would receive?
- K. No.
- B. Would a woman have equal opportunity for promotion to a higher grade job for which she is qualified?
- K. In the past women took jobs on a temporary basis. They didn't stay long enough to have a chance for promotion. In the future they may be on the same basis.
- B. If they ~~xxx~~ were paid on the basis as men the jobs would be more desirable.
- K. They quit the job to get married.
- B. Do all the girls in Japan get married?
- K. Most of them will get married.
- B. Don't you have any women who will have to work for their living?
- K. They have quite a few women working as telephone operators and a few have been there quite some time and at the present they are more or less supervisors of telephone operators.



- R. Do you think most of the positions in your organization could be identified on the basis of duties and responsibilities?
- K. That is a very difficult problem.
- R. Using their plan on points can't they evaluate general types of work on the basis of the duties and responsibilities?
- K. They might be able to do it but it would take a great deal of time.
- B. Do most employees have definite assignments of work?
- K. First of all within this series, as long as they are in the same series they would do the same type of job but ~~for~~ he thinks there should be further improvements and they should divide that up to make it definite.
- B. They have different levels of difficulty for station masters?
- K. Yes.
- R. Do you think that could be worked out?
- K. Yes.
- R. No work has been done toward that end?
- K. It is a very ticklish thing. If they were given full responsibility they will do it but in view of this new revision of the NPA law they will have to wait and see the outcome of the law and see how they stand and if given full responsibility they would go ahead and do it.
- R. Would it be possible for these two people to come back Thursday and bring material with them?
- K. Most of it would need to be translated and they would not have all the material at that time.



OFFICE OF NEW PAY ADMINISTRATION

CONFERENCE HELD IN CIVIL SERVICE DIVISION BETWEEN THE HOURS 0930 to 1130 on 2 September 1948.

ATTENDED BY:

Mrs. Nora Borthick )  
Mr. Foster Roser ) of the Civil Service Division  
Mr. Shigamura )

and

Mr. Taro Miyaki  
Mr. I. Hatoyama

- B. I understand that Mr. Sakata developed the standards for allocating clerical positions, that is the standards for experience and education, what other general standards did your office develop?
- H. Sometimes for janitors and typists--he thinks he has submitted a copy to you.
- B. For any other groups?
- H. Guards, Telephone Operators, Nurses--they all come in one group--all in one list. Technicians, physicians.
- B. What type technicians?
- H. This list for technicians will include all fields.
- B. Would you mention some? What are the different fields other than medical?  
(Mr. Roser exhibits a list which will answer this question apparently)
- R. Was this prepared by the Office of New Pay Administration?
- H. Yes, this draft was planned by the Communication Ministry and submitted to the office of new pay and they made the final list.
- B. What I'm trying to get at is the one that was prepared by the various different Ministries and presented to the new pay administration. Didn't the Communications Ministry have to use the standards for clerks that you had set up?
- H. Actually both of these standards are the same but it is merely a question as to how it is written out in this form here.
- B. The Communications Ministry then used the standards that you had prepared?
- H. That's right. However there is a few points that will differ with the one prepared by the Finance Ministry but basically they are based on the ones prepared by the Finance Ministry.
- B. Do you know of any instances where any Ministry disregarded your standards and set up their own in its place?



- H. They are all based on the ones prepared by the Finance Ministry. The Transportation and Communications Ministry had to prepare it in a way so it will suit their own situation.
- R. They would be considered minor revisions?
- H. Another question is about the working hours--like the translators have much longer working hours. Other than the Transportation and Communications Ministry they have other cases too. This applies to the cases of employees of the Monopolies Bureau, Printing Bureau and Mint and Hospitals and Seamen and that is because of the working hours of various agencies they have longer hours and they have a different type--slightly different standards than the rest of the agencies.
- B. When the standards were submitted to the union representatives for review and comment, did the unions agree to the standards?
- H. In general the unions did not disagree with the whole plan but on one point they did disagree, on the pay schedule and so far as the grade standards is concerned they didn't disagree at all. Another point is the pay for messengers and janitors in lower brackets--they wanted their pay brought up a little higher than what they had in their proposal and that is the only point I can think of where they disagreed.
- B. In regard to the standards specifying experience and education required for particular grades, the unions did not question that?
- H. They agreed to the proposal and we didn't have any trouble with them. In general the unions did agree with this classification system but what they were worried about was the time of preparing classification system--that it would take a great deal of time--but they did agree with the system.
- B. Did they question the fact that duties and responsibilities are not being considered very much?
- H. The unions were quite satisfied with the plan of basing everything on experience, education and length of service but the reason for that is that the whole question came up when they had a temporary pay plan committee and they adopted this policy way back and I think that is the reason why the unions more or less agreed to this because it was more or less agreed before this plan actually came into effect. I think that for the employees in the lower brackets that is the only way I can think of--that is to base everything on their experience and education--especially in the clerical group. As long as they know a certain job is to be technical or difficult they will recognize that fact and take into consideration and go according to that. Other than that the only thing to base on is education and experience.
- B. In regard to forms and regulations we would like to have copies of those in the original as well as his translations.
- B. Do you have regulations covering pay adjustments also? The determination of the exact salary--the method for determining it--did you have regulations covering that also?



- H. (Indicated a copy on the desk)
- B. Yes, he does have those.
- R. Going back to the grade definitions, we talked about this before, what is your impression of the reaction of the union either for or against using those grade definitions?
- H. As far as grade definitions go with the unions they said as long as they are controlled throughout the entire agency—but they want some standards throughout all ministries and agencies.
- R. Did they think they were too broad or too vague to apply?
- H. No.
- R. Was it the Section Chiefs or the Secretariat that felt they were impractical?
- H. They were of the opinion that it would be unwise to base everything on the title of the position just because he is a chief of a certain section and not base anything on the fact of what he is actually doing. That cannot be recognized.
- R. If the personnel officers felt that those grade definitions could be applied, do you think you would have support of the employees and unions in applying those grade definitions to jobs?
- H. Well, here is the general opinion—what both parties have agreed on is that the fact that the whole matter is racing against time and it is impossible to satisfy everyone of the people so first they placed everything according to this chart here and they have an understanding with the unions that after the whole program is completed they will compare the chart with the grade definition and make up differences. As far as I know the officials above grade 8 are generally placed in importance with the grade definitions but the officials below grade 7—there are a large number and it is impossible to.
- R. Was this agreement that you speak of a written agreement or a verbal agreement?
- H. We have no definite written statement or anything—just an understanding.
- R. Who is going to do that work of making comparisons, the same people who allocate the jobs originally?
- H. The same person will do it.
- R. Then will their unions review the comparisons that have been made, making their findings?
- H. That all depends, if the union does make a request that they would like to review the changes they will consider that.
- R. I would like to know—since the time these grade definitions were originally written have you come to any conclusion that those grade definitions ought to be revised on the basis of your experience to date?



- H. I do not see any point of changing the grade definitions, I am satisfied with that but there are points from 1 to 15--there might be cases within this one grade 20 might have to be transferred to grade 2.
- B. When the grade definitions were drafted how many grades did you have at first?
- H. At first we drafted 20 grades.
- B. How did you come to change?
- H. We had the grades up to 20 but upon negotiations with the union we came to agreement that we would settle the matter with 15.
- R. Do you think 15 grades enough now or do you think you should go back to 20?
- H. I still think they should have the grades up to 20. The reason for the proposal of the union, I think, is because if--the unions are thinking about the majority of the employees in the grade of 5 or 6 and if there were 20--looking at the figure you can tell that if you are a 6 and the number is 20 there is a big difference and if there are only 15 grades it would make a difference.
- R. Doesn't the union want to eliminate the lower 5 grades?
- H. No.
- B. In your opinion, Mr. Hatoyama, where is the greater need for extra grades--at lower levels or higher levels?
- H. Higher levels. What we did when we cut down the figure to 15 from 20 was to cut every other number 19, 17, 15 etc. It didn't effect the lower bracket at all.
- B. Which do you think employees would like better to have grades numbered beginning at the lowest level with number 1 or begin at the most difficult work and call that number 1? As the grades are set up now the least difficult work was grade 1. Do you think the employees like that better than if it were reversed like the old Japanese system--the least difficult work grade 15 and the most difficult work grade 1?
- H. No. This procedure was based on this new pay grade and what we did was start from 1 and went up so we adopt the same policy starting from 1 and going to the bigger numbers.
- B. Do you think the officials would feel there is more prestige in being in number 1 grade than in number 15 grade?
- Miyaki. We have all kinds of opinions--it's like the Japanese game of "Go" where you have black and white stones and start from 1 and go up. It is a matter of how you think and how they adopt the system.
- B. You don't think that is important?
- H. No. If ~~they~~ we should increase the grades to 20 it would be much easier to just add 16, 17, 18, 19 and 20 rather than have it set up with the lowest 15 and the highest 1--they would have to make up the difference.



B. The whole thing would have to be reorganized anyway if they were to change the grades.

R. Mr. Hatoyama, we had understood Communications workers were paid on the same basis as general workers--yesterday Mr. Ashida informed us up through grade 9 Communications workers are paid on more or less of a special schedule. Do you agree with that?

H. The basic concept of the thing is the same, when we changed the old pay base to the new pay base they increased 5% for workers of the Communications Ministry and that is where the slight difference occurs.

B. They get 5% more than others?

H. Yes, it is within the steps.

B. So then the pay steps are 5% higher within the grade than they are in the others? The minimum and maximum of each grade is the same but the pay steps--the number of pay steps is 5% higher for Communications than for the general schedule, is that right?

H. What we actually did is--take the case of one employee who was getting ¥1,000 before and when we went to the new pay scale general workers will receive ¥2,500, whereas Communications workers will get ¥2600--about 5% increase comparing with the other Ministries. The rest are all about the same.

B. The minimum and maximum of the grades are the same?

H. Yes.

R. They are not quite the same.

H. Yes, they are the same. The maximum and minimum are the same.

R. If that 5% means anything, what does it mean Class "B" is 3% higher?

(There followed a discussion of the copies of the pay schedules furnished by Mr. Hatoyama)

R. The other day when we finished our discussion we were talking about handling rates of pay that exceeded maximum of a range and you stated that such excessive amounts were divided by two and added to the maximum of the range. Yesterday in talking with Mr. Ashida he quoted such factors as 1.3 and 1.15 etc. as multiplying factors to handle those amounts in excess of the maximum. Then I asked him if that multiplying factor, 1.3 and 1.15 were peculiar to the Communications workers or arbitrary rates they had worked out and he said no they were established in the new pay law. If that is so, where do we find them and why do they use them when the law says we shall use the rule that you told us about?

H. Here is the whole thing. What ~~was~~ I was talking about is in the case when we were going to make a new pay plan based on ¥2920 base but Mr. Ashida was talking about the time when they were going to make ¥3,091 the base.



- R. In other words to arrive at the ¥3791 generally you simply added 30% to the ¥2920 base so you were talking about converting rates from the ¥1600 to the ¥2920, whereas Mr. Ashida was talking about converting from the ¥2920 to the ¥3791. Then the new pay law which speaks about 50% was used in converting from ¥1600 to ¥2920? Whereabouts can we find in some directive or some ordinance or law these various percentages which Mr. Ashida mentioned like 1.15?
- H. These figures are given in the regulations of the ¥3791 pay.
- R. Which I asked him for this morning?
- H. The one you asked for this morning was the regulation under this law and this figure is given in the law.
- R. Can we have a copy of the law as well as the regulations?
- H. Yes, I thought I gave you one. Before we actually approved this law we submitted a copy to Mr. Hoover.
- R. This is the ¥1600 to ¥2920 which you gave us. May we have a copy of the ¥2920 to ¥3791? Fine.
- R. Mr. Hatoyama, what do you call one of these step increases?
- H. We call them pay step increases--the Japanese word for pay step increase.
- R. In converting an employee's pay rate from the ¥2920 to ¥3791 many cases might fall between any two pay step raises, is that right?
- H. Take a figure like--increased by 130% in a case that ends up in 50 that would be about 90 or 60.
- R. That isn't what I mean.
- H. I do not have to worry about that because it is given in the law that the first grade--number 4 of the first grade will get the amount times 50.
- R. How do you get the number 50?
- H. (Discussion indicating figures on the pay scale sheets)
- R. If they were getting pay step 4 under this plan they will get pay step 4 under the ¥3791 plan?
- H. That's right.
- R. So that every pay rate will always ~~fall~~ fall on some pay step as shown in this plan or the ¥3791 plan?--I say all pay rates shown on the conversion table will fall on some established figure in these pay plans?
- H. That's right.
- R. Since July 1 are all new employees hired at the minimum rate of their grade?



- H. We don't have regulations for it at the present moment. At the present we are going according to the old law.
- B. What was that?
- H. The old law is the Government Officials' Salary Ordinance Law.
- R. In general what does that mean, can they hire them at any figure they want?
- H. The very first step (indicating schedule)
- R. Let's hire an employee in the 5th grade--what rate would you start him at (handing Mr. Hatoyama the pay schedule)
- H. That will depend on the persons' education.
- B. On his education?
- R. Then tell me this, after the employees of a unit have been adjusted to the ¥3791 pay schedule, wouldn't all new employees be hired under the same conditions?
- H. ~~Yes~~ At the present we don't actually have any regulation regarding that matter so the only thing we can do is go according to the old regulation.
- R. Can you hire new employees less than the minimum in the grade under the ¥2920 pay schedule? In grade 5 can you hire employees for less than ¥2900.
- H. No, we can't we must pay a new employee the minimum of the pay schedule. I think in the future we might be--I am thinking of a plan of instead of giving him the minimum, giving him somewhere in the middle figure.
- R. At the present time a new employee must at least receive the minimum of his grade.
- H. Yes.
- B. How is the grade determined for the new employee?
- H. Here is the whole situation at the present we actually do not have any system for it but we are drafting this new regulation for it but I do know that there are Ministries and Agencies hiring new employees but I think these employees will go according to the old regulations. What happened is that in January we ~~they~~ didn't have any system so we finally started to draft new regulations in April but during that time there were quite a few new employees employed throughout various agencies so the only thing we could do was go according to the old regulations.
- R. If that is true actually an employee who goes to work today has not been classified or placed in a grade under the new pay schedule or classification plan?
- H. That's right.



- R. The other day I saw some figures stating that since July 1 some 20,000 new employees have been put to work. Does that mean 20,000 new employees who neither are classified or fit into either the ¥2920 or the ¥3791 pay plans?
- H. I think this is what happened. They have employed new employees but they went according to the standards here based on their education and experience.
- B. Would a new employee now be placed in one of the 15 grades?
- H. Actually we haven't any regulations in regard to this situation, the only thing ~~they~~ can do is go according to the old regulations to take a fellow who is hired in the first grade with base pay of 240 judging from experience and education and say this man falls in here and he gets 1,100 yen. Actually this isn't legal because we have no regulations for it. You were talking about number 2--this fellow was getting 240, the figure really should be 1150 but maybe the new law may require this fellow to work for 1100 but what they are doing is giving him 1150.
- R. When you hire a new employee do you use the old standards and determine the ¥1600 base pay rate and immediately convert it to the ¥2920 base pay,
- H. That is what we actually are doing throughout the Ministries but it is really illegal.
- R. Is the ¥2920 base pay rate immediately converted to ¥3791 so that new employees may not wait any length of time before he gets a ¥3791 base pay rate?
- H. I will bring in the regulations pertaining to the new pay rate and I would like to have you review it in a couple of days or so.
- R. We would be glad to. So at the present time there are no provisions made for within range step increases?
- H. Yes.
- R. If an employee is rehired, he would be rehired under the old provisions of the law?
- H. Yes.
- R. If an employee is getting a specific figure under the ¥3791 pay plan and is transferred to another unit of government would he get the same rate of pay in his new unit?
- H. At the present we haven't any regulations for transfers but I think if this fellow is transferred from an A to a B position and in the A position was a division chief and he was transferred to the position of section chief, then he would get a promotion.
- R. From one job of equal value to another job, he would get the same rate of pay?
- H. That's right.



- R. In these pay plans why do some of these central grades have many more pay steps than others?
- H. This happened after negotiations with the union. In the grades 5 - 8 there are quite a few union members and that is the reason why we had to have so many steps.
- R. The amounts between the steps are less than in other grades are they not? The difference between the minimum and maximum ~~are~~ among the pay schedules are no greater than others in here.

(There followed a discussion indicating figures on the pay schedules)

- H. What we should have done is give the maximum and minimum and put in between there the figure but what we did was add from the minimum base pay £50 all the way. It don't come out so good.
- R. Have you done any thinking on how many step increases there should be between the minimum and maximum?

(There followed a further discussion indicating figures on the schedules)

- R. Why did you establish 7 rates in grade?
- H. I don't have an answer to that but if we made it too long the figure would be too close from one step to another and we thought 7 would be the most suitable way to solve it. We made it that way up to the grades 5, 6, 7 and 8. We don't want to have any trouble with the unions and if we agree with them right now we might have a better understanding in the future. That is why we allowed this step to go up to 10.
- R. Do you have any opinions about how long a person should work in one step before he is entitled to the next step?
- H. As you can see from here up (indicating schedule) there is an increase of £50 to this point. I think it should be about 6 months before an employee should go from one step to another. Beginning at 5 to 15 it is £100 in each step and they should have from 9 months to 1 year before they are increased.
- R. Depending on the amount of increase in their step rates it would be indeterminate how long a person would have to stay in one step before he could be stepped up?
- H. That right.
- B. Do you know whether there are any ministries now who have adjusted their pay to the £3791 who might have an employee in the third grade ~~whose~~ whose actual base pay falls between the 2nd and 3rd step—they would not be getting £1350 or £1400 either, it would come in between here.

(Mr. Roser explains how they have met that problem indicating on the pay schedule sheet)

- R. In revising a compensation plan, let's say we were revising it today, have



you done any thinking as to whether increases should be made on a percentage basis or a flat amount. For instance should a person in grade 14 get a larger increase than a person in grade 2?

- H. I think it is much wiser to increase by percentage of the pay.
- R. Do most of the people of your type of position feel that same way?  
Do most administrators feel that way,  
~~Woodford has said in his report that they~~
- H. This is what happened soon after the termination of this war. We increased salary wage for employees who were in the lower brackets. We didn't increase the salary for the higher positions. They did that time and time again and when we came to increasing salaries for the higher officials we had great difficulty doing that because they were trying to adjust the whole program and the unions didn't like it. We will have to take such instances into consideration in the future and the best thing is to increase it by percentage throughout the whole program rather than increase for certain grades.
- R. Do the employees and unions feel that same way?
- H. The unions are for higher wages for the lower brackets but throughout the agency as between the employees they are for the increase of the whole agency rather than just for the special group.
- R. In preparing a compensation plan for the employees do you think that prevailing wage rates ought to be the basis for ~~the~~ any statistics? Would you prefer to use some other base?
- H. The best thing I can think of is to get the figure for the increase. I think that ~~the~~ we should increase the salary throughout the whole agency by this same number.
- R. Shouldn't rates given to employees be predicated on cost of living, prevailing wage rates in business and industry or some other standard which you can justify? Which would you prefer to use if you were making a study?
- H. They should take into consideration the social expense and bring up the living standards according to the general public and they should keep the government and the public living conditions on the same level.
- R. Would you give an estimate of how much above government employees private business is paying?
- H. In June the Labor Ministry made a survey of the average pay for employees of private companies. It was around \$4,200 in June. At that time we were on the \$2920 base and just at the time switched to the \$ 3791 base.
- R. If that is so they are almost equalized.
- H. Since June they are almost equalized.
- R. If they are about equalized as of today, how could we justify paying government employees 50% more than private business and industry?



- H. I believe 50% is too much.
- R. Then you want to revise that figure.
- H. That was the plan they wanted. I am not agreed to that figure.
- R. What figure do you suggest?
- H. I think the figure should be around about 20 pr 25%. That is if they are to enforce the plan in September.
- R. Do you think the Diet would go along for a pay raise for government workers higher than private workers?
- H. The whole thing is a political question right now, before the election they might-----
- B. Can you think of something we have omitted that you would like to tell us?
- H. One think I would like to say is the matter of this first grade in the first and third there are only ¥100 difference. It may look a little funny but it is on account of the union negotiations. We at first had the figure of 800 but the union was opposed and we brought this up to 1,000 yen. One figure is too close to another. Actually we should have more leaway between one figure to another. There are a lot of points that we would like to revise but it can't be helped at the moment. If we had not agreed with this plan we would probably have more trouble at this moment but because of agreeing to this everything is going pretty smoothly. If you have any questions I will be glad to help you out.
- B. Later we may ask you to come over again to talk to us.



31 August 1948

NOTES on conference held at 1030 hours on 30 August 1948

In attendance:

Mrs. N. M. Borthick, CSD  
Mr. Foster Roser, CSD  
Mr. Yosh Shigamura, CSD

Mr. Hatoyama, Asst. Chief, First Section,  
Allowance Bureau  
Mr. Miyaki, Chief, Classification Sec., NPA  
Mr. Watanabe, Allowance Bureau

Subject of Conference: Administration of Classification Plan Under New Pay Law

- Q: We would like to know about the classification grades that were prepared. To begin with, who prepared these definitions?
- A: Mr. Hatoyama prepared them and Mr. Sakata <sup>assisted</sup> went through and made the necessary corrections.
- Q: <sup>What did you use as a basis, or where did you get your ideas for</sup> Where did you get the basis for them? <sup>preparing the definitions?</sup>
- A: They are based on the U. S. federal system.
- Q: Does <sup>you</sup> he understand the federal system of the U.S.?
- A: He is studying up on it. He was in the class with Mr. Hare. Last May or June Mr. Miyaki and Hatoyama and several others attended lectures.
- Q: Did Mr. Hare actually help you prepare these? Did he review them or anything?
- A: After the list was completed it was given to Mr. Watanabe and he showed it to Mr. Hare.
- Q: Did Mr. Hare make any corrections or suggestions?
- A: Mr. Hare didn't say to make any corrections or anything definite.
- Q: Did he more or less approve them?
- A: Mr. Hare didn't care much to comment on this.
- Q: Did the ministries or employees have any part in preparing these definitions?
- A: In preparing this list the employees did not have anything to do with it. After it was completed they submitted it to the Personnel Directors meeting and they didn't have anything much to say about it. It was also submitted to the union meetings and they had nothing to say either.
- Q: They did have an opportunity to make suggestions for revision but they didn't choose to take advantage of that so we might say that it was prepared by the Ministry of Finance and the Allowance Bureau?
- A: Formerly this program was drafted under the New Pay Plan and the actual work was done with the Allowance Bureau.



- Q: The drafting of these definitions was the responsibility of the Allowance Bureau and the Ministry of Finance?
- A: It was the responsibility of the New Pay Administration headquarters. The man who is heading this is head of the Secretariat.
- Q: If Mr. Sakata and Mr. Hatoyama prepared those definitions and Mr. Sakata was in the Ministry of Finance and in the New Pay Administration Office, then those two units actually were responsible for the preparation of these definitions. Am I not right?
- A: Actually <sup>I</sup> ~~he~~ <sup>the</sup> ~~did~~ <sup>was</sup> ~~work~~ <sup>in</sup> ~~for~~ <sup>preparing</sup> ~~it~~ <sup>the</sup>, but from the legal standpoint this comes under the Cabinet and they were more or less working for the New Pay Plan.
- Q: Is the Office of New Pay Administration responsible for these definitions?
- A: Yes
- Q: I understand there is a conference of payroll officers called something like Personnel Management Conference or Personnel Conference. Just what is the title of that group?
- A: Personnel Conference. There are two types of meetings, one for pay and the other for personnel. Usually when it is personnel, the Cabinet sponsors it; the Allowance Bureau sponsors the pay matters. If a person is attending this personnel conference regarding pay matters he will also be related to the New Pay Administration matters.
- Q: Are these the payroll officers in each ministry?
- A: We get mixed up when you say Payroll Officer. In Japan they don't know if you are talking about the Accounting Officer or the Personnel Officer
- Q: Just who are the people who are members of this conference?
- A: It is either Chief of the Personnel Section or it is called the Chief of the Secretariat's Office.
- Q: Is that the same as the Chief Personnel Officer?
- A: Depends on the office.
- Q: Were these grade definitions submitted to this conference for review?
- A: They have submitted this plan to the New Pay Administration Conference. In other words, personnel attending this conference are the same personnel who are attending the personnel conference.
- Q: So the grade definitions then were submitted under the other title?
- A: Yes
- Q: I have been told that the term New Pay Administration Office is the same as the Allowance Bureau, is that true?



- A: The function of the New Pay Administration is about the same as the Allowance Bureau but there is one thing a little different from the past. The Chief of the Allowance Bureau was under the Finance Ministry; in other words he would take orders from the Finance Minister, but under the New Pay Administration Office he will take orders from the Cabinet directly.
- Q: Are the same group of people in both organizations?
- A: The same personnel will be in this office. The Chief Secretariat of the various ministries will also be in the Office of New Pay Administration. This is more or less on a conference system. Whenever a matter comes up they call on the employees and discuss and decide on the matter.
- Q: At the top levels certain positions are very definitely placed in a certain way. Did any of the people who reviewed the grade definitions discuss with Mr. Hare how these positions should be placed and what grades they should fall in?
- A: In allocating grades for high officials of various agencies they had to come and see the Finance Ministry about it.
- Q: My question was, at the time the definitions were prepared was there any discussion as to how the definitions should be written at the top levels?
- A: No
- Q: Who prepared the schedule regarding the grade credit that was to be given for service and education? We have a schedule showing that a clerk with so many years of experience will go in a certain grade - who prepared that?
- A: Mr. Takada prepared the schedule and it was also submitted to the New Pay Plan Administration and also the union conference.
- Q: In regard to the four special schedules, didn't ministries work those out themselves and present them with the suggested allocations to the Office of New Pay Administration?
- A: Yes. They were submitted to the New Pay Administration Conference and after a few months of debate they finally came to the conclusion of these schedules.
- Q: Who allocated those classes to the particular grades. Did the ministry do that?
- A: This pertains to the Transportation Ministry and this ministry drafted it.
- Q: Which unit actually allocated the grades?
- A: Up to the grade of 8 they let the Transportation Ministry make their own allocation. From 9 and up they had to submit the matter to the New Pay Administration Conference.
- Q: Did the Personnel Section of the ministry make those allocations?
- A: They haven't decided on this yet. I think probably the Management Section would take care of that.
- Q: Do you know which unit within the ministry is responsible for doing this?



- A: The Transportation Ministry is a little different from the others. It is handled a little differently.
- Q: How are allocations made in one of the other ministries not under special conditions?
- A: The Communications Ministry is generally the same as the other ministries. From grade 8 and above they have to take the matter to the New Pay Administration. In the case of field workers, take post offices for example. They have a certain standard for a post office having 500 employees, or one having 300 employees.
- Q: Who decides that?
- A: The Communications Ministry will draft this and will submit it to the New Pay Administration Conference.
- Q: Does it have to have unanimous approval?
- A: In all cases so far it has been unanimously approved.
- Q: How carefully do the members of the conference review it?
- A: They go into the matter very thoroughly. They generally go on the basis of matching one position with another of another agency, such as a postmaster in the Communications Ministry with the station master of the Transportation Ministry.
- Q: That would be for the higher grades; and the lower grades do not have to be reviewed?
- A: The New Pay Plan Administration Conference prescribes the standards for positions from grade 1 to 6.
- Q: While the recommendations are being worked up within the ministry - what voice does the union have in that? Do representatives of the union get to review the recommendations and discuss them?
- A: They do have a chance to give their opinion. However, there are only a few cases in which they have come to a conclusion upon which both agreed. In the Communications Ministry and in the Transportation Ministry both agreed on the plan, but usually in the other ministries they have not.
- Q: How was it handled in the ministries usually?
- A: They will bring the matter up with the union representatives at a council meeting. Then it goes to the New Pay Administration Conference and they will probably look through it and add some points and send it back to the respective ministry, who will again contact the union. They do have an understanding that the New Pay Administration Conference will have the final say.
- Q: The union comes in first with a plan?
- A: The ministry prepares the plan and submits it to the representatives of the union for their review.
- Q: In the case of seamen and taxation workers - they are found in various ministries. These two groups, being strongly organized, didn't they prepare a plan for submission? And to whom did they present their plan?



A: Seamen workers come under the Transportation Ministry and the Taxation workers under the Finance Ministry, within the Finance Ministry the Taxation Office comes under the Taxation Bureau. The Taxation Bureau proposed a plan and took the matter up with the union.

Q: Since the union contract often provided for negotiations in regard to wages, didn't the unions bring quite a bit of pressure to bear in regard to the allocation of positions to those various grades?

A: In the case of the seamen, the government employees are not too powerful, but what they really consider a strong group is the taxation union

Q: Did they bring pressure?

A: On minor points they have disagreed a lot, but in general so far they have <sup>not</sup> experienced the fact that the unions have been giving pressure to the Personnel Office of the agency. They have a standard prescribed and it was decided by the 4th General Meeting on April 27, 1948. They don't expect any trouble with the unions.

Q: But in a number of the ministries you had other positions than just "general office help" and there was some latitude there of judgment as to where those classes of positions would be placed. In general the unions were interested in getting those classes placed in as high a grade as possible, were they not?

A: They have been given a standard for each of these positions so they must go according to this plan. Maybe there might be a few cases in which they disagreed but in general everything should go pretty smoothly.

Q: Actually isn't one of the reasons why they didn't disagree too much the fact that they can pretty arbitrarily put a class where they feel it should go. Those standards aren't too strictly applied.

A: It is rather strict on giving the positions, but one thing the union cannot do - the representatives of the various unions have agreed to this plan and so far as the union is concerned it can't do anything in regard to this plan. It will raise the base pay of the whole program.

Q: That covers most questions in regard to allocation of classes to the grades. Now allocation of the individual positions to the grades. We have had our basic standards approved by the Personnel Conference - is it the responsibility of the Personnel Office in each ministry to allocate the individual positions to the grades on the basis of the standards?

A: The Personnel Section of each ministry will do that.

Q: Does the Personnel Section of each ministry prepare a list of all the positions showing the grades they have been allocated to and submit it to the Office of New Pay Administration.

A: They only submit the positions higher than 7 or 8.

Q: So they do submit a list of those positions showing the names of the incumbent and the grades for 8 and higher?

A: Yes



Q: Within the ministry what part does the supervisor play in deciding what grade the position will be allocated to?

A: Usually all matters are handled by the New Pay Administration Conference. They have all the say.

Q: I mean for allocating each individual position; the Personnel Conference couldn't consider each individual employee.

A: Members who are attending the New Pay Administration Conference are responsible for the entire program.

Q: One member?

A: The supervisor will contact the Personnel Office and talk the matter over with him.

Q: So that in any given ministry all the supervisors actually allocate their own employees?

A: Yes

Q: In other words, in a given ministry the allocation job could have been done by from 10 to 1000 supervisors?

A: Yes

Q: Just how is this handled? At what level are the supervisors told to study their positions and place them in the grades. Is it the Section Chief, or whom?

A: The Personnel Office of the various bureaus within the ministry would be in charge of this program.

Q: Does someone from the Personnel Office talk to the individual supervisors about the jobs under them?

A: The Personnel Office will talk to the Section Chief and that is about as far as it will go.

Q: Those two decide what grades the employees will be put in?

A: They make the plans there and it then goes to the Secretariat.

Q: The Chief of the Secretariat has to approve the placing of the individuals in the grades?

A: Yes - its a matter of controlling one bureau from the other.

Q: Does the Chief of the Secretariat have authority to approve the allocation of lower grade positions up to grade 7?

A: Yes



#3  
Q: For the higher grade positions, 8 and above, does the Chief of the Secretariat have authority to approve the placing of those in the various grades, or would he have to submit his recommendation to the Personnel Conference?

A: Must have approval of the New Pay Administration for grades 8 and above.

Q: Do they look at the name of the person and the grade?

A: Yes

Q: What information do they require?

A: Title, age, years of service, education, in special cases description of duties, and former salary.

Q: In actual practice would the Chief of the Secretariat very often disagree with the recommendations made by the Section Chief and Personnel Office (grades 1-7)

A: They have the prescribed standards so it is more or less done in a mechanical manner so there probably will not be many cases.

Q: In other words the Chief of the Secretariat would not spend too much time on the allocation of jobs up to grade 7.

A: Yes

Meeting adjourned at 1145 hours - to be resumed at 1400 hours

Present at afternoon session:

Mrs. N. M. Borthick  
Mr. Foster Roser  
Mr. Yosh Shigamura

Mr. Hatoyama  
Mr. Yoneda

B: After the Chief of the Secretariat had approved the allocation of the lower grade positions would the union representatives have a chance to review those allocations?

H: They cannot request a review of this list - they wouldn't have a chance to see it.

B: Was a list prepared showing the name of the person and the grade of his position?

H: They had the name and the grade.

B: Were they arranged by sections or organizational units?

H: By ministries

B: How were they arranged, alphabetically?

H: According to grades

R: Did ~~the~~ <sup>your</sup> organization get a copy of each list



- H: They got a copy stating that there were so many class officials and a rough estimate, no names.
- R: There would be only one list on which the names would appear?
- H: Yes - the various ministries will have this copy
- R: Would the unions have anything to do with the initial allocations, as to which grade the employees were placed in?
- H: The matter is entirely up to the Chief Secretariat. All the union can do is negotiate with the Chief Secretariat
- B: How was the employee notified of his grade. Did he receive a slip of paper, was he told orally, or what?
- H: Formally notified in writing.
- B: At what time was the employee notified - immediately after the allocation was made?
- H: Right after the allocation.
- B: Are employees allowed to see the list of grades with the names on it?
- H: Upon request of the employee he can see the list.
- R: But the union cannot?
- H: The list is public within the ministry, so the union can see the list but they have nothing to do about reviewing it.
- B: For the higher grade positions, 8 and above, we understood you to say that these had to be submitted to the Personnel Council for approval.
- H: Individually it is impossible to make any determination of each case so they submit a list and the head of the Personnel Council will make the decision.
- R: Who is head of the Personnel Council?
- H: Mr. Tomabechi
- R: Mr. Tomabechi is really the final authority on allocations of the higher positions?
- H: Actually Mr. Tomabechi is making all decisions.
- R: I understood the Personnel Conference decided on these top positions. Actually in practice does the conference do it or Mr. Tomabechi?
- H: The standards for the allocation are prescribed by the Conference and the actual allocation of the position is handled by Mr. Tomabechi.
- B: That is done on the basis of the title, primarily, I believe.
- H: Yes.



- B: Does he have the name of the incumbent also?
- H: Usually title or names. Sometimes they have no title so just the name is submitted.
- R: In practice do the members of the Conference and Mr. Tomabechi have discussions as to where these jobs should be allocated or do they let Mr. Tomabechi use his own judgment?
- H: Mr. Tomabechi is a politician and he actually supervises and lets Mr. Imai do the work of judgment and discuss the matter with the Conference.
- R: Actually do recommendations come in which are too high in the councillors' judgment and do they recommend a lower grade and is it changed to a lower grade?
- H: That is one of Mr. Imai's jobs; to change that and see if it is right.
- B: Does the conference review the recommendations for those higher grade positions or do they just come in to this one person?
- H: Mr. Imai does the reviewing.
- B: What sort of investigation does his staff do?
- H: The whole thing depends upon the experience of the personnel. They look at the organization chart of the agency and judge his work and responsibility from the chart. At the same time they compare it with the other agencies with the same type of grades.
- B: Do they also submit the length of service and information regarding his education?
- H: Title, name, length of service and his education.
- R: From your experience what percentage of these grade allocations are made simply on political expedience - say Mr. Tomabechi or someone wants to give somebody a high grade because of friendship, etc. - disregarding standards entirely.
- H: There are absolutely no cases such as that. One of Mr. Imai's policies is not to show favoritism.
- R: Some basis or standard is always used in all allocations?
- H: Yes.
- B: Mr. Hatoyama said the employee receives an official written notice as to his grade; what other records are kept of the allocations in the ministry and also in the Office of New Pay Administration. Take the ministry first.
- H: At present it doesn't go to any other agency - probably one goes to Personnel Section, on to the Accounting Section, but it stays within the ministry.
- B: Is it the same paper that was given to the employee?
- H: Its not the same paper - the Payroll Section and Personnel Section get a list of names and their grades and titles.



- B: Are there any other records or forms used?
- H: No. One list goes to the Finance Ministry and it contains salary, grade and number of the personnel.
- B: We would like to have sample copies of all of these different forms, with the translation, please. A copy of the form which goes to the employee and a sample of the list.
- R: Lets say an employee is assigned to a certain grade; what is to prevent the supervisor from raising his grade later on?
- H: They have just started on a new system and they haven't considered any cases of promotion.
- R: I'm not thinking of a promotion, I'M think of integrity of allocations after they are made. Are those allocations juggled after they are made?
- H: In general cases they have a standard prescribed for each grade and they must maintain this qualification for the grade. In case someone should try to put a person without qualification in it has to go to the New Pay Administration Office.
- R: If an employee is assigned a grade 5 and should be a grade 6 does someone have to review that?
- H: A person cannot be promoted from a 5 to a 6 right now.

#### IV Appeal Procedures

- B: If an employee does not think that his grade is correct is there any provision for him to appeal it?
- H: In the New Pay Administration Law, No. 46, they have a provision for the Appealing Committee. The individual just has to appeal to the New Pay Administration Office and they review the case. If they cant settle it there it will go to the Appealing Committee. At present they do not have this committee.
- B: Doesn't the employee's appeal have to go through the Chief of the Secretariat before it goes to the Office of the New Pay Administration?
- H: They haven't gotten a definite system yet, although they do have the Appealing Committee.
- B: The Office of New Pay Administration has not written regulations governing appeals?
- H: Yes
- B: At the present time no employees have appealed. Does the Office of New Pay Administration plan to write regulations governing appeals - are they working on them now?
- H: They do have plans to make the necessary provisions regarding this matter but they haven't done anything yet.
- B: When do you plan to work on it?



- H: At present they haven't done anything because there is a question as to whether the Allowance Bureau should handle such matters.
- B: Have the ministries themselves, informally, considered such appeals. Perhaps the employees have appealed through their supervisors to the Chief of the Secretariat.
- H: There are cases like that
- B: For the lower grades, 7 and below, could the Chief of the Secretariat change a grade of an employee if they find a mistake has been made?
- H: That is possible.
- R: There are no appeal procedures written now, but if there were do you think there would be a lot of cases come up for review. Is the reason we have no cases due to the fact that they are waiting for these procedures to be written?
- H: I believe the reason there are no appeals is because the employees are not fully acquainted with the new law. As soon as they are well organized and things set up as they should be there will be some complaints.
- B: Do the employees know that they have the right to appeal?
- H: The employees are well aware of that fact because the unions are behind it. Take a grade of 7 or 8. At present the employee does not know if this man should get a 7 or an 8. As soon as they find out a man with the responsibility of an 8 is still getting a 7 they start kicking.
- B: When they begin to compare each others jobs, education and experience. Do the unions have copies of these grade definitions?
- H: Yes
- B: Then the employee can see these
- R: They just haven't begun comparing as yet
- H: The unions are more or less concerned with the length of service .

V. Basis for Allocation, by occupational areas

- R: On these grade definitions, in actual practice have they been used at all in grading positions or classes to grades?
- H: Most of them haven't even seen <sup>them</sup> this.
- B: Who hasn't seen it?
- H: The union
- B: The union didn't determine the grade; what about the Personnel Office, who did the allocating?
- H: First they consider the years of experience and that is what all the personnel



offices of other ministries generally base their standards on.

- B: Years of experience has more weight than ~~experience and educational standards~~ <sup>grade definitions</sup> in most cases?
- H: Yes
- R: Inasmuch as ~~experience and education standards~~ <sup>grade definitions</sup> are in the law would you give me other reasons why it has been disregarded. Don't they want to recognize it?
- H: The other method is simpler.
- R: On new appointments do they ever use the grade definitions or do they always come back to years of experience?
- H: They are studying the matter of original appointments. In general they are based on years of experience.
- B: Experience and education is a factor in some types of positions, is it not?
- H: Yes
- R: Does age play a very important part in allocating a job.
- H: Very seldom does age come into the picture - weight mostly on experience.
- B: How much effect does the current pay of the employee have upon the allocation to the grade?
- H: The present salary is more or less based on education and experience of the individual
- B: Suppose you have two men, <sup>with</sup> practically the same education and experience. One man is making a much lower salary than the other man. Would the fact that the first man is making a lower salary have any effect upon the grade that his job would be placed in?
- H: There are cases like that; probably because of the duties of the individual.
- B: Suppose their work is about the same.
- H: If they have the same kind of duties they are trying to give them the same grade.
- R: Are the people that are making especially high rates of pay people with a lot of education or experience?
- H: According to the present system a person with a long length of service seems to be getting higher pay. That is one fact we are trying to adjust.
- R: I am wondering about the 30 per cent of the employees who are out of the pay ranges. Are they out of the range because they have many years of service and high education?
- H: This 30 per cent mostly consists of the low paid workers, such as drivers, messengers, etc. who have been working for a long time. They could raise them to another grade but they have to give them a pay increase within the grade.



B: But the 30 percent are outside of the grade, making more. Are they mostly old employees?

H: Except in the case of the printing bureau, they had cases that were way out of the grade and they were overpaying the workers.

R: Why

H: The competition from outside of private companies forced them to raise the standard of the printing workers.

R: They kept them in the same grade but gave them more <sup>step</sup> staff increases.

B: In regard to working hours, I remember in one of our conferences you told us about some nurses positions. In one organization the position of nurse was in one grade, in another organization it was in a higher grade because they had longer working hours. Has that happened very often, that the length of working hours has affected the grade?

H: Yes it has

B: What are some other examples

H: In the case of messengers who work around the office. Messengers in the field office are clearly defined from the messengers working within the central agencies.

R: How about police and firemen?

H: Yes

R: How about seamen?

H: In that case they have made up the difference by raising the grades throughout the whole program.

B: Does it have any effect upon the grade of a person whether or not he is married?

H: No

B: Any effect upon the grade if the man had six children?

H: Family allowances takes care of that.

B: Has the sex of the incumbent any effect upon the grade? If you have a man and a woman doing almost the same work, would the fact that one is a woman have any effect upon the grade of her position?

H: That would be unconstitutional

B: But in actual practice?

H: No



- R: We have heard that women have been put to work who plan on getting married and they will pay these women anything that the women will work for, as small an amount as they can possibly pay her regardless of the type of work she will do. Is that correct?
- H: The women in Japan generally have the attitude of just working for a while and then getting married. In that matter they just want the job temporarily.
- R: Is it true that for temporary employees they would pay a woman less than a man for comparable work?
- H: The same
- B: Are temporary positions allocated on exactly the same basis as permanent positions?
- H: In case a man is going to work for two or three months he is paid higher than a regular employee. If this temporary employee is to work for a period of a year or two that would be on the same basis.
- B: When the Chief of the Secretariat reviews the recommendations of the Personnel Office does he look at the number of positions that are recommended for the different grades and try to see if there is a reasonable number in each grade? Does he try to have a balance as to the number of people in each grade?
- H: They go further than that. They also check the individual's record and see how he fit in.
- B: Suppose that by the individuals record you would not have a balanced organization. Then which is the deciding factor, the individuals record or keeping a balanced organization?
- H: They must consider both factors. In case they want to promote somebody they would have a problem.
- B: What unit of the ministry is the one that decides what is the proper balanced organization?
- H: Chief of the Secretariat
- B: If the Chief of the Secretariat knows that special allowances will be given for certain types of work in addition to the base pay does that affect his decision as to the grade of a position?
- H: No
- B: Can you think of any other factors that affect the grade?
- H: Physical ability of the person
- B: Physical ability or requirements of the job?
- H: Requirements. That will probably be considered in the standards for the job. If the individual is to work in a hospital they must take into consideration his health
- R: Hazard factor
- B:



- B: Sometimes a special allowance is given for that. Would that be a factor?
- H: There are a few problems that have been debated; whether they should pay the difference by giving special allowances or raising the base pay.
- R: In general duties and responsibilities are not considered as allocating factors, are they?
- H: They haven't forgotten the standards for the classification. Every chance they get they always take into consideration the law.

#### VI. Reallocations

- B: You understand what we mean by reallocation of a position, do you not? That would be the reconsideration of a position after it has been allocated to see if the allocation should be changed.
- H: Yes
- B: Do the present regulations provide for reallocations?
- H: According to the law the New Pay Administration Office has authority to investigate cases which they think should be reallocated.
- B: Has any procedure been set up?
- H: No.

#### VII. Promotions and Transfers

- B: You have already told us that promotions are not allowed at this time; what about transfers from one organizational unit to another; are they allowed now?
- H: Yes. Say a man is transferred from Agency A to Agency B; his former position was a 10 but his new position calls for an 11 - in that case they have to recognize the higher grade and he gets the 11 upon investigation.
- R: Actually they do have promotions and do reallocate - they do promote a person to a higher grade position when he transfers.
- H: Yes, in case of transfer.
- R: A person really is assigned to a higher position?
- H: Yes
- B: A man is in grade 7 in Ministry A. There is a man in Ministry B who is an 8. The man in ministry B resigns leaving a vacancy, so you transfer the man in Ministry A to Ministry B. The man who was in Ministry B had longer length of service and more education, therefore his grade was higher because of these factors. When the man from Ministry A is transferred do you simply look at the grade in Ministry B or do you re-evaluate his education and experience to see whether they are worth a 7 or 8?



- H: Right now they have no definite policy, but the B position will probably have to be set for a 7.
- B: That would be a reallocation then. If the grade is dependent upon the education and experience of the incumbent then every time you change incumbents you are going to have to be changing the grade.
- H: That is a great problem
- B: In your opinion, in actual practice, do women have the same opportunity for promotion as men?
- H: In the past history of Japan there are very few women who have made a career out of government service. You seldom see a woman holding a position of section chief.
- B: Suppose that you have two clerks, a man and a woman. The woman is just as good a worker as the man, perhaps works a little harder. There is a vacancy in a higher position, which person would get promoted?
- H: Probably the woman. Women became pretty active in the field of typing; they are more suited for this type of work.
- B: In the U.S. opportunities for promotion for woman have come about very slowly. Even in the late 1930's I worked for an agency that had a sort of unwritten policy that women were not promoted above a CAF-3, so I was wondering is perhaps some of your agencies might not have the same sort of an unwritten policy.
- R: How many women do you have in the Japanese service, approximately, that is.
- H: Most are instructors for elementary schools. In the past the women didn't have the equal chance that men did. In the future women will probably have an equal chance. In our own agency we have a girl translator in the 6th grade.
- B: Where are the men placed?
- H: The other man is either a 4 or 5 - the girl has ability.
- B: Those positions were allocated on the basis of standards you had set up - sex didn't enter into it or is that true of the way most positions occupied by women in the Finance Ministry were allocated?
- H: Yes, on the same basis.

#### VIII Pay Determinations & Adjustments

- R: We want to talk now about the rates of pay and the within range rates which were established for the different positions. On these 30 per cent of the total number of employees who are outside the pay range, when you found employees making more than the maximum rate of pay allowed in the certain grade, how were these cases handled?
- H: They have put out a supplementary provision stating that the people who are getting



more than what they should will be allowed to keep it.

B: Do they get increases besides?

H: No

R: On some of your conversion tables you do cut down the increase on some of the employees who are getting over the maximum, do you not? If a person were getting more than the maximum you wouldn't give him 160 per cent, you would give him something less than that, wouldn't you?

H: The object of this provision was to cut down any of the payroll who were getting outside the maximum.

R: So he would receive somewhat less?

H: Yes

R: Was it one practice to raise people in grade who were outside the maximum of their range?

H: The pay increased every year no matter what the grade. They did not have a set salary for within the grade. The old system had no within grade.

R: Those people who exceeded their maximum - is there a formula provided to cut down the excess pay?

At this point there was some discussion as to formulas.

Example:

Max of Range = 3000 yen.

A with an increase would receive 3365 yen

Procedure would be

$$\begin{array}{r} 3365 \\ \underline{3000} \\ 365 \\ \times 2 \\ \hline 182 \end{array}$$

182 rounded off to 200

A's new pay would then equal 3200 yen.



3 August 1948

NOTES on Conference held at 1015 hours on 3 August 1948

In attendance:

Mrs. N. M. Borthick )  
Mr. Foster Roser ) Civil Service Division  
Mr. Gilbert Suzuki )

and

Mr. Kobayashi, Deputy Director of the Labor Bureau, Transportation Min.  
Mr. Inomato, Adviser and Interpreter  
Mr. Inoue, Vice-chief, Salary & Wage Section, Labor Bureau  
Mr. Ohta, Staff Member of Salary & Wage Section  
Mr. Michishita, Vice-chief of the Railway Personnel of the Personnel Sec.  
of the Secretariat

- B: At this conference we are interested in getting information concerning the classification of positions under the New Pay Law in the Transportation Ministry. We want to ask a few questions concerning pay matters. Are all the employees of the Transportation Ministry at the present time being paid on the ¥2500 basis?
- K: The majority of personnel in the Ministry of Transportation are being paid on the ¥2920 basis, but there is a part of the employees whose payrolls have not been made over from the ¥2500.
- B: Which units are those?
- K: The only place that is still being paid on the ¥2500 are persons on the non-operational level and personnel in the Maritime Section.
- R: Non-operational basis - couldn't they break that down further into units or organizations? Its too big a division.
- I: About five per cent
- R: About 5 per cent of their employees haven't been adjusted as yet?
- I: Yes
- R: How long will it be before that 5 per cent is adjusted?
- K: It will take approximately 2-3 weeks. The local divisions will not be quite so fast as they are doing it themselves
- R: Are the local division employees considered as national civil service employees?
- K: Yes
- R: Is it correct to say that 95 per cent of the employees are now under the ¥3791 base rate?



- are
- K: Preparations/being made to put it on two bases - one for the \$2920 basis and the other on the \$3791. They are actually working on it and it is just about completed but the law itself has not come out yet so they cannot put it into practice.
- B: By the law itself do you mean the Cabinet Order in connection with the special schedule?
- K: It is only applicable to the Ministry of Transportation employees.
- B: And to a certain part of those employees. Did you say that the special pay schedule hasn't yet been approved - a Cabinet Order has not been issued regarding it?
- K: Yes, it has not come out as yet.
- B: So it is for that group that they are waiting.
- K: Yes.
- R: Isn't it true that generally speaking the new law will simply provide a 30 per cent increase in pay for those who are now on the \$2520 basis?
- K: Generally it is a flat 30 per cent raise but there are some opinions to the effect that a 30 per cent raise for the employees of the railroad ministry is a little too high and what percentage will apply to the railroad employees is not entirely decided as yet.
- R: So that as of today none of the employees are getting paid on a \$3791 basis?
- K: Yes.
- B: In regard to the railway enterprise workers, have any of these positions been allocated to grades yet?
- K: They have it completed. They started work on that in September of last year and after all investigations were made this was also discussed with the labor union and although they had a lot of differences it has been set. After it was decided that it was all right with the parties concerned this was reported to the Office of New Pay Administration and approval by them was granted.
- R: Approval of what?
- K: Approval of the job classifications that they had made and also the minimum and maximum pay.
- R: Special pay plan?
- K: Yes.
- B: As I understand a little bit ago the Cabinet Order implementing this has not come out and that is what is holding them up. Have all of the positions in the Transportation Ministry been allocated to the new grades?



K: The \$2920 base pay schedule has not been certified by law, so the actual allocation of positions to the grades can not be completed yet.

B: Have they made the study so that they have it all ready, that they know where the different positions are supposed to go so that it can be effective as soon as the Cabinet Order comes out?

K: Preparations are all made.

B: How many have studied the basic principles of position classification?

A: Messrs. Ohta and Michishita have attended the lectures at the Temporary Personnel Commission and Messrs. Kobayashi and Inoue have studied all matters that they have received and are still carrying on studies.

B: Did you hear any of the lectures given by Mr. Hare of the Civil Service Division?

O: Yes - both attended Mr. Hare's lectures.

B: The Transportation Ministry is a large organization and I know that they have a number of different bureaus. We may find as we go along that part of this work has been done in one unit for part of the workers and in another unit for the rest of the workers. In such cases we will want you to tell us about that. For the ministry as a whole, which unit has been concerned with setting over-all standards in regard to classification of positions?

I: The Labor Bureau

B: Was the Labor Bureau given an opportunity to review the grade definitions prepared by the Office of New Pay Administration?

You are familiar are you not with the 15 grade definitions?

K: Yes

B: Were they given an opportunity to review those?

K: Were not given much time to review

B: Were they submitted to the Labor Bureau ~~just~~<sup>first</sup> as 20 grade definitions or as 15?

K: 15 grades - although they have that they have received word that it is not necessary to follow this grade by grade - they can set up their own standards.

B: Our questions at the present time have to do with the development of these standards. We are interested in knowing what opportunity you had to review the grade definitions. Before these grade definitions were incorporated into the law, did you have an opportunity to review them and make comments?

K: The Transportation Ministry was not concerned so much with this schedule because they always have felt that they will have a standard of their own - when this list of definitions was made they had a special committee - the new pay adjustment committee

B: A committee within the Transportation Ministry?



- K: No, within the various ministries they made up this committee
- B: This must be the Personnel Conference of the Office of New Pay Administration.
- K: It consisted of both management and labor. Within that committee there were several sub-committees to study on special problems. For instance, the Ministry of Transportation comes under special categories so to study problems of these enterprises they had sub-committees and the Ministry of Transportation was represented in that sub-committee.
- B: However there are a number of positions in the Transportation Ministry, I understand, that come under the general schedule so that they would be concerned with the general grade definitions also.
- K: They are familiar with the definitions
- R: Can you give us the principle reasons why you feel many of the employees in the Railway Transportation Ministry would not properly fit into a pay schedule or plan for the general employees?
- K: The other ministries are mostly administrative whereas the Ministry of Transportation has a majority of jobs that come under the operational classification.
- R: They work under different conditions.
- K: There are a lot of jobs such as the actual operation of trains and its management and other duties that they are actually out in the field and working.
- R: Inasmuch as there are 15 grades in the classification and pay plan for general employees and the railway enterprise workers are to be established in but 12 grades do you not feel that 15 grades would take care of all your railway problems?
- K & I: Personnel in the ministry here and directors of the regional bureaus will be classed anywhere from 11 and up, but what they are concerned with is the 12 grades which will apply only up to grade 10 in the general classification, so in other words they have two grades more than the general pay classification.
- B: In other words they feel that the 15 grades are not enough; that they need additional grades at the lower levels.
- K: Their grade 12 will correspond to the grade 11 as it is compared with the general classifications.
- B: Would you say that you feel you need additional grades at the lower levels?
- K: Yes. They will actually have 17 grades, 12 of their own and 5 top grades of the general.
- B: Forgetting for a moment your employees that come under your special pay schedule, thinking only of those to whom the general schedule would be applicable, we want to consider standards of experience and education that would apply to these. The Office of New Pay Administration prepared and issued standards covering experience and education for general clerical workers, janitors, char women, telephone operators,



technicians, and I believe a few other categories. Did you get copies of those standards?

K: Yes

B: Would you list the categories that were covered by the NPA standards, were there any others than those I have listed?

O: Typists, chauffeur, elevator operators, and guards.

B: Were you able to use those standards as they were given to you without revising them?

K: The only thing is they will have to figure out the number of years.

B: Did they make any modification because of differences in working hours?

O & K: Anyone working over the standard hours will be paid 10 per cent over the base pay.

B: Was the grade changed because of that. Did they allocate to a higher grade because of the greater number of working hours?

K: For instance take a chauffeur at grade 5. In this grade 5 the pay schedule runs from £-2000 to £ 2500; since an employee of the railway ministry works longer hours his pay will be above what has been set for that grade.

B: Then do they raise the grade of the employee

K: It is left there at the present.

R: Do you keep the employee in the same grade as any other employee but simply increase his rate of pay.

K: At the present they do

R: What about the future?

K: In the future his pay will be cut accordingly to fit in that grade; since the Transportation Ministry employees work longer hours than the general government employees they plan on having a pay schedule all their own. If they can't have that they will have to follow the general pay plan but must keep the pay within the grades.

B: Who developed the standards applicable to specialized types of workers not governed by the standards issued by the Office of New Pay Administration.

K: The sub-committee of the Office of New Pay Administration

B: Did any unit of the Transportation Ministry first draft a recommended standard for some of your specialized types of workers?

K: The sub-committee of the Pay Adjustment Committee.



- B: We understand that this committee would have to review and approve such standards, but we are interested now in finding out who prepared the first draft, was there some unit in the Transportation Ministry that drafted a standard for experience and education showing what you thought would be the proper grades?
- O: Salary and Wage Section
- R: Salary and Wage Section prepared the standards for the special group of transportation employees, is that correct?
- O: Yes
- B: After the draft was prepared for the standards covering these special types of work did you submit the draft to union representatives for them to review and perhaps make suggestions?
- O: Yes
- B: Did the union representatives have comments and suggestions to make?
- K: Decision was made after a meeting of ten days between labor unions and Management Section. The labor unions also had their plans - but a final decision was reached.
- B: In general did the unions agree with the draft that was submitted to the Office of New Pay Administration?
- K: At that time it was understood by the unions what the schedule was, but I heard that the unions in the future would like to have some changes made. One of the objections being raised by the labor union is that the special allowances have been incorporated into the basic pay according to the plans of management but the union would like to have that special allowance left as it is.